

# The

# Manhattan Plan

**NYC**  
PLANNING



Strategies to Unlock 100,000 New Homes Across the Borough

December 2025





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# Letters from Leadership

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For most of its history, Manhattan welcomed working class New Yorkers with open arms. It was a place where new immigrants, blue-collar workers, and young professionals alike could make a home and even raise a family. As recently as the 1970s, the borough was leading in housing production. Today, the only borough that has produced less housing than Manhattan is Staten Island, which has less than a third of Manhattan's population. This lag in housing production has made it increasingly difficult for families to move to, or even stay in, Manhattan. This trend cannot continue. Manhattan is a jobs-rich, transit-rich borough with world class institutions. Building more housing here is not just important for solving our housing crisis; it's also paramount to advancing our equity goals. That's why we set a goal to produce 100,000 new units of housing in Manhattan over the next decade.

The Manhattan Plan demonstrates the City's commitment to shift from the status quo and implement ways—tried and true as well as innovative ones—to build more housing. Over the course of the past year, the NYC Department of City Planning, along with a consultant team, has engaged with hundreds of New Yorkers, experts, advocates, and other City agencies, each of whom brought their concerns, feedback, and ideas for how to build this new housing. This plan reflects not just what we heard from residents, but also information we gleaned from extensive research and conversations with professionals.

This report is a roadmap to developing a more opportunity-rich Manhattan and a more equitable City. The ideas included here range from short-term to long-term, straightforward to complex, and site-specific to borough-wide. I look forward to the planning and implementation processes for these ideas, and to seeing this new housing built. This is our responsibility and obligation to future generations of New Yorkers.



**Adolfo Carrión, Jr**

Deputy Mayor for Housing, Economic Development, and Workforce

The Manhattan Plan is a forward-looking effort to confront the borough's housing crisis by identifying strategies to deliver 100,000 new homes over the next decade — homes that will allow more New Yorkers of all backgrounds to live close to transit, jobs, schools, parks, and the cultural institutions that define Manhattan.

Why is this plan so important? For generations, Manhattan has been an engine of opportunity. It has welcomed people from all walks of life who came there to build their lives. But in recent decades, as housing costs rose and housing production fell sharply, that promise has slipped out of reach for far too many. Median rents have increased 50 percent over the past 15 years and almost half of Manhattanites are rent-burdened.

These outcomes are not inevitable — which is why we launched the Manhattan Plan to chart a new path forward. Over the past year, we asked thousands of people who live, work, and spend time in Manhattan a simple pair of questions: Where should more housing go? And how do we create it? We asked these questions at pop-up events and in surveys; we spoke to residents, workers, community leaders, elected officials, and policy experts.

These guiding questions and the conversations they animated helped us arrive at a set of guiding strategies that the City can effectively pursue to unlock the housing that Manhattan needs. These include focusing on places with strong transit access; revisiting restrictive zoning rules and special districts; encouraging mixed-use areas near major job centers; and exploring modern construction methods.

For too long, political and policy choices — both intentional and not — have made it difficult or nearly impossible to build housing in much of Manhattan. But those choices are not set in stone. We can turn the corner. By embracing the ambitious ideas outlined in this report, we can expand housing opportunity, strengthen mixed-income neighborhoods, and ensure that Manhattan remains welcoming, affordable, and vibrant for generations to come.



**Daniel R. Garodnick**

Director of the New York City Department of City Planning  
and Chair of the City Planning Commission



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# Acknowledgments

The Manhattan Plan was developed by the NYC Department of City Planning (DCP), in close partnership with a wide range of contributors:

## **New Yorkers**

Over 2,000 residents, workers, and community members completed the plan survey, sent emails, and shared their ideas at local events.

## **Stakeholders**

Hundreds of stakeholders, including elected officials, community board leaders, and subject matter experts supported the Plan's engagement process and contributed their insights through briefings, focus groups, and interviews.

## **Governmental partners**

More than 20 government and non-profit partners were consulted throughout the development of the Plan. They assisted in engagement events, and contributed data, studies, and additional ideas. These organizations include the Mayor's Office of Climate and Environmental Justice (MOCEJ), the New York City Fire Department (FDNY), the New York Public Library (NYPL), the NYC Department of Buildings (DOB), the NYC Department of Citywide Administrative Services (DCAS), the NYC Department of Environmental Protection (DEP), the NYC Department of Health and Mental Hygiene (DOHMH), the NYC Department of Housing Preservation and Development (HPD), the NYC Department of Sanitation (DSNY), the NYC Department of Transportation (DOT), the NYC Economic Development Corporation (EDC), NYC Health + Hospitals (H+H), the NYC Housing Authority (NYCHA), the NYC Landmarks Preservation Commission (LPC), the NYC Parks Department (Parks), and the NYC School Construction Authority (SCA), as well as state and federal partners at Empire State Development (ESD), the General Services Administration (GSA), the Metropolitan Transportation Authority (MTA), and New York State Homes and Community Renewal (DHCR).

## **Engagement Consultant**

To maximize awareness and participation, a consultant team led by Agency Landscape + Planning supported the public engagement process and development of the Manhattan Plan.



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# Introduction

- 1 About the Plan
- 2 How the Manhattan Plan  
Was Developed



# About the Plan

The Manhattan Plan outlines a comprehensive framework to address the borough's severe housing shortage by enabling 100,000 new homes over the next decade. Creating these additional homes would allow more New Yorkers of all income levels to live in Manhattan—reaffirming the borough's historic role as a place of opportunity.

The Plan was developed through a robust public engagement process, in which the City engaged thousands of people who live, work, and spend time in the borough. Through pop-up events, workshops, online surveys (including an interactive mapping tool), briefings, interviews, and focus groups, New Yorkers shared more than 2,500 ideas about where housing should go and how to bring it to the borough. They also shared their personal experiences and challenges navigating the housing landscape.

Focusing on those conversations and ideas that provide the most actionable opportunities for growth, the Plan provides a framework to turn the corner on Manhattan's housing crisis. It is grounded in principles of fair housing and equity, with a commitment to growing in ways that support current residents and equitably expand housing choice across all neighborhoods for future generations.

Rather than proposing specific development projects, the Plan offers key strategies and areas of opportunity to guide future decision-making. It identifies major opportunity areas across the borough, highlights regulatory and procedural barriers that limit housing production, and presents strategies the City can pursue to unlock new homes, including in transit-rich locations, areas with restrictive zoning, on publicly controlled sites, through conversions, and through modernized codes and construction methods.

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# How the Manhattan Plan Was Developed

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The Plan was shaped by community and stakeholder engagement, both in-person and online. The Plan sought the perspectives of anyone who lives, works, plays, and spends time in the borough. All were welcome to join the conversation, from housing creation advocates to skeptics and from life-long residents to newcomers. The engagement focused on three goals:

→ **Share Information**

Provide context about the scale of Manhattan’s housing needs.

→ **Spark Curiosity**

Learn about housing challenges people experience and share potential policies and programs the City might employ to support housing growth in the borough.

→ **Gather Ideas**

Ask guiding questions to a wide range of New Yorkers: “Where should new housing be located and why?” and “How can we bring more housing to the borough?”

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## WHAT WE HEARD

Throughout the engagement process, participants expressed support for a housing-focused plan for Manhattan that considered issues borough-wide rather than neighborhood by neighborhood. Many people said that they were feeling the effects of the housing shortage directly in their lives through high costs and fewer housing options and were eager to offer their ideas and experiences. Some residents also shared a sense of responsibility on behalf of their neighborhood or community in addressing these challenges by taking on more housing development nearby.

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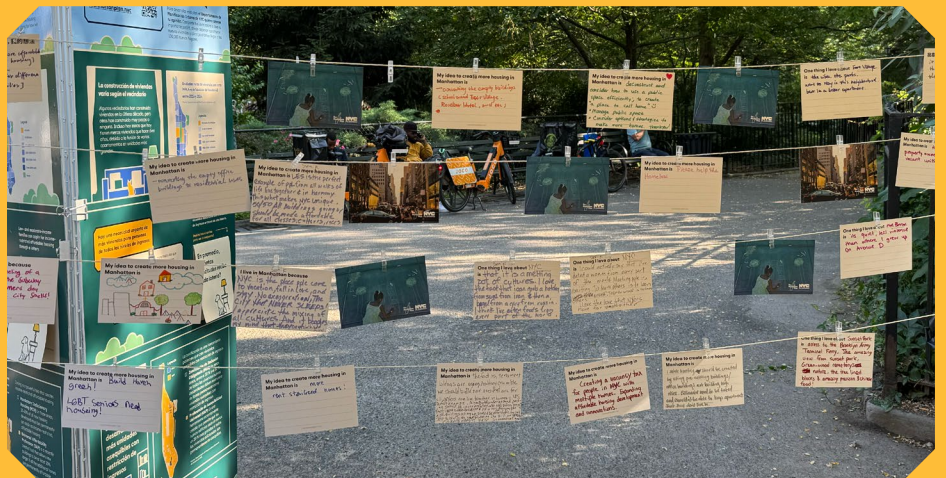
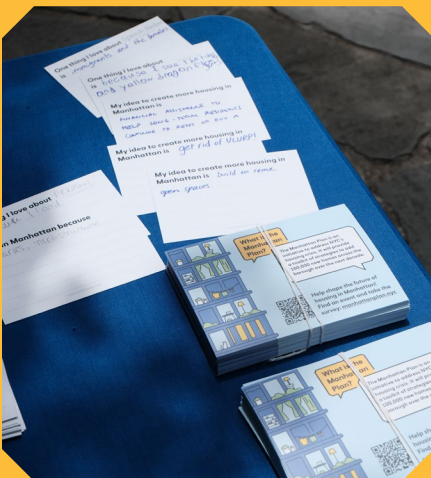
“Build housing everywhere in Manhattan. Given amenities and transit access, we don’t need to rule anywhere out.”

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“I’d love to see more housing in my neighborhood and I’m glad to see many developments... I know [we] resist change — most neighborhoods do, but all communities share this responsibility.”

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# In-Person Engagement

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Fourteen pop-up tabling events were held across the borough to hear directly from New Yorkers about their experience, priorities, and ideas for housing in Manhattan. Events were held at farmers' markets, local parks and plazas, and special events, including Summer Streets and the National Night Out Against Crime. To support engagement in English, Spanish, and Chinese, written materials were translated and multilingual staff attended events. In total, approximately 2,000 people were engaged directly at the pop-up events.



**2,000+**

People Engaged



**300+**

Ideas Cards Completed



# What New Yorkers Said

**I live in Manhattan because**

*I used to live in Manhattan and really trying to move back. However the best city in the world and it's so hard to find an affordable apartment. MN is the best to me. It's where everything starts. I call it the crossroads of NYC.*

**My idea to create more housing in Manhattan is...**

更多可负担住房:适合不同家庭规模、尤其是大家庭的住房。

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**I live in Manhattan because**

*Everything I may want to do and everyone I want to see are all here! Quite difficult to get bored here.*

**I live in Manhattan because**

*WE SCORED AN INCLUSIONARY HOUSING UNIT - 20 YEARS AGO, BUT WOULDN'T BE ABLE TO AFFORD TODAY*

**I live in Manhattan because**

*I WALK EVERYWHERE AND WHEN I DON'T WALK I USE PUBLIC TRANSPORTATION. MANHATTAN HAS EVERYTHING. GREAT SCHOOLS, PARKS, MUSEUMS, I MOST VALUE*

**I live in Manhattan because**

*It is close to where I work and the amenities (Dog Park)*

**What I love about East Village my neighborhood is**  
*my bakery, my fire escape and my neighbors (I'd quite like to have more of them)*

**What I love about SUTTON PL my neighborhood is**  
*TODOS LOS PARQUES A MI ALREDEDOR*

**What I love about HARLEM/WA HI my neighborhood is**  
*The people, the rich unapologetic culture, the greenery, the vendors, the bustling of the city by day and calmness by nights, the buildings, the pigeons, the block parties and above all, how is the people that keep the city moving*

**What I love about Manhatta my neighborhood**

*The easy access to public transit and micromobility like walking paths and bike lanes that encourage us to be active and environmentally friendly*

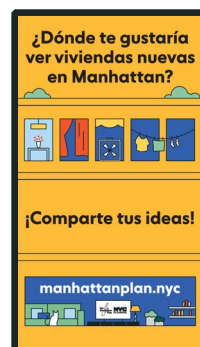
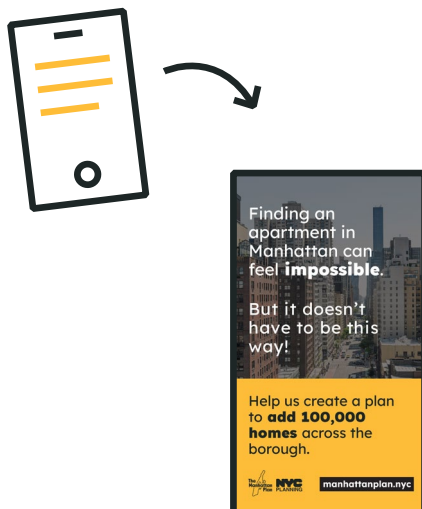
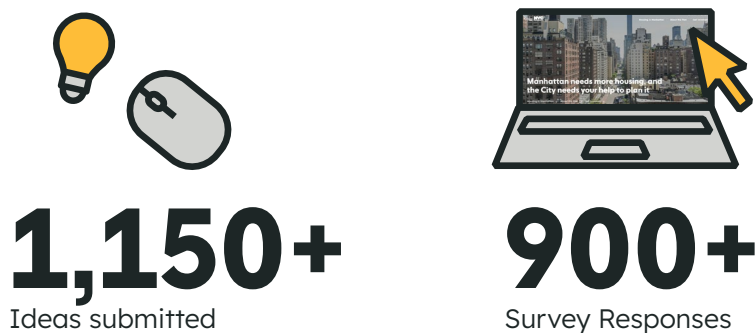
*I love NYC*

# Digital Engagement

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The Manhattan Plan website ([manhattanplan.nyc](http://manhattanplan.nyc)) provided many ways for people to participate online. The website featured a multilingual survey and a digital mapping tool that invited users to share specific ideas for where housing should be added at the census tract level.

Overall, the survey received 906 responses (see Appendix for Online Survey Results). The respondents mirrored Manhattanites in multiple ways. Forty-four percent of respondents indicated that they are ‘rent-burdened,’ which is roughly representative of Manhattanites overall (45 percent rent-burdened).<sup>1</sup> Likewise, 68 percent of respondents are renters and 32 percent are homeowners. This is in line with New York City’s overall renter-owner split (67 percent renter / 33 percent owner), and slightly lower than Manhattan’s renter-owner split (75 percent renter / 25 percent owner).<sup>2</sup> People submitted 1,150 ideas for new housing through the interactive map.



# What New Yorkers Said

"The wide avenues [of Hamilton Heights and Sugar Hill] and underused lots along Amsterdam, Broadway, and near the river could take on more density without disrupting the historic rowhouses and landmarks that give the neighborhood its character."

With the 12 FAR cap lifted, we finally have the zoning tools to bring in taller, mixed-income housing here, letting the neighborhood grow while still preserving the history that makes it special."

"There is a lot of opportunity for housing here and I would support a neighborhood rezoning. There are tons of underutilized or vacant lots that are currently zoned not for housing."

"Seventh Avenue should be upzoned."

"Drastically simplify and upzone the current zoning code. Places like the UES/UWS, Midtown, FiDi have no need for any real restrictions on their development."

"There is more space in Washington Heights than in the rest of Manhattan. The city can build large units, with 3-4 bedrooms."

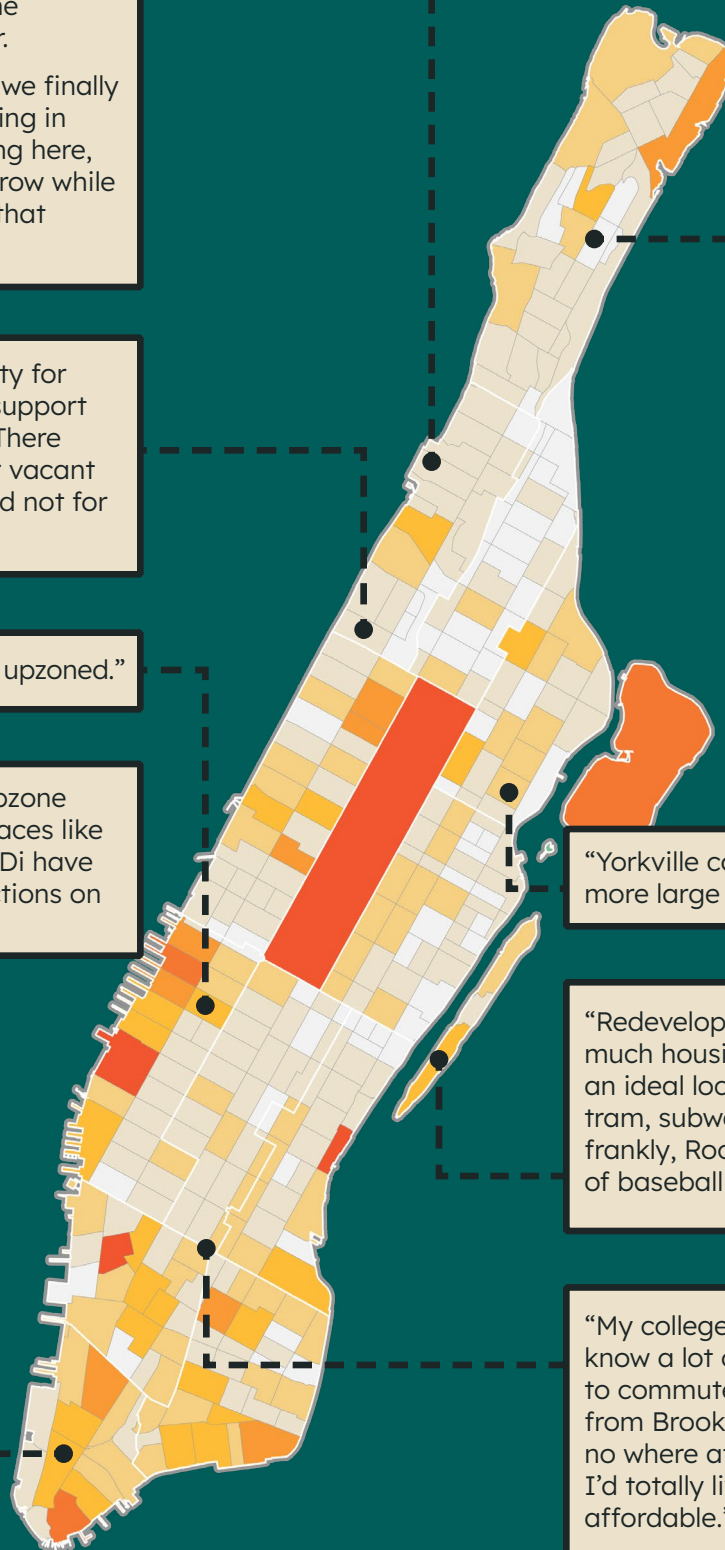
## MAPPING TOOL IDEAS BY CENSUS TRACT

- 1 - 3 Ideas
- 4 - 6 Ideas
- 7 - 9 Ideas
- 10 - 12 Ideas
- 13 - 15 Ideas
- 15 + Ideas

"Yorkville could easily accommodate more large residential buildings."

"Redevelop Firefighter's Field into as much housing as possible. It's SUCH an ideal location (equidistant to tram, subway, and ferry stops) and frankly, Roosevelt Island has plenty of baseball fields already."

"My college is around here and I know a lot of students being forced to commute upwards of an hour from Brooklyn because there's no where affordable and closer! I'd totally live in k-town if it was affordable."



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# Stakeholder Engagement

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To incorporate additional expertise and perspectives, the City conducted briefings, focus groups, and interviews with an additional 192 stakeholders (see Appendix for List of Stakeholders Engaged).

- **Briefings** with elected officials, community board leaders, Business Improvement Districts, and professional membership organizations helped to spread awareness of the Plan and gather feedback.
- **Focus groups** brought together participants with shared backgrounds and expertise, including community-based organizations and service providers; for-profit and non-profit developers; preservationists; architects and designers; public policy and advocacy organizations; and business and civic leaders.
- **Interviews** provided deeper insights from organizations and individuals unable to attend other sessions.



# 192

Stakeholders  
Engaged



↑ Pop-up event in Carl Schurz Park



02

# Planning For Growth

- 1 How the City Plans For Growth
- 2 How Development Can Deliver Public Benefits
- 3 Generational Investments

# How the City Plans For Growth

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The City plans for growth in many ways, from long-term visions to immediate priorities. These plans ensure that needs created by growth—from school seats to open space and transit investments—are met alongside and in support of new housing and the population it brings.

## STRATEGIC PLANS

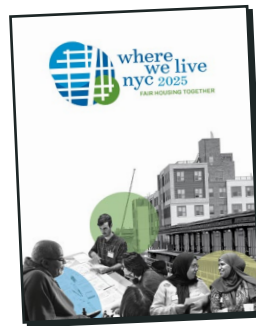
Strategic plans set long-term goals and policy priorities to guide equitable and sustainable growth. City agencies can initiate their own strategic plans, typically in alignment with citywide objectives. Strategic plans often span ten or more years, but are updated incrementally to reflect progress on goals, shifts in circumstances, or changes in mayoral priorities.

## CAPITAL PLANS

Capital plans allocate financial resources to fund projects and initiatives. City agencies draft their own capital plans to allocate funds to specific projects or programs. The Office of Management and Budget distributes funding to agencies and aligns budgets with administration priorities and citywide fiscal policy. Timeframes for capital plans can range from one year to ten or more years.

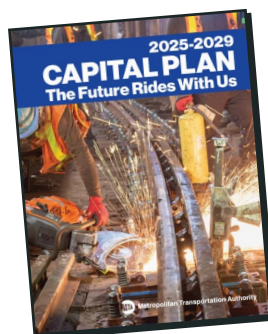
## NEIGHBORHOOD PLANS

Neighborhood plans bring together residents, local stakeholders, elected officials, and government agencies to develop a vision to guide the future of an area and develop specific strategies to achieve that vision. Neighborhood plans often result in zoning changes, capital investments, and programs and services to address community needs.



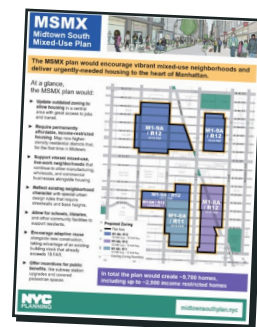
← Where We Live NYC Report (2025)

→ NYC DEP Long-Range Vision (2025)



↑ MTA 5-Year Capital Plan (2020)

→ SCA 5-Year Capital Plan (2025)



↑ Midtown South Mixed Use Plan (2025)

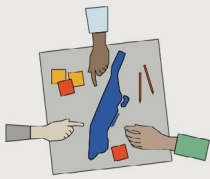
↖ Inwood NYC Action Plan (2017)

## The Department of City Planning

Among NYC’s many agencies, the Department of City Planning (DCP) plays a leading role in planning for the future of NYC. It develops land use policies, zoning regulations and inclusive neighborhood plans and studies, and supports the City Planning Commission in its review of land use applications. DCP also contributes to the creation of the City’s ten-year Capital Strategy and the Citywide Statement of Needs.

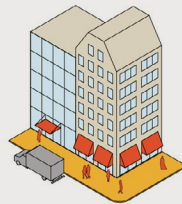
DCP seeks to foster thriving and dynamic neighborhoods with access to housing and jobs, resilient infrastructure, and a vibrant public realm. Its work is guided by five strategic pillars:

### STRATEGIC PILLARS



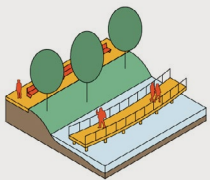
#### Inclusive Planning

Engage communities to develop inclusive plans and studies that incorporate a range of perspectives, align local and citywide needs, enhance the built environment and public space, and address historic inequities.



#### Economic Opportunity

Facilitate the city’s economic vibrancy by fostering a wide range of jobs, meeting evolving business needs, and encouraging dynamic and accessible commercial activity.



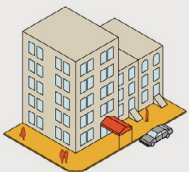
#### Sustainability

Plan for New York City’s long-term sustainability, ensuring resilience to climate change, adaptability to economic and social changes, and preparedness for natural and human-driven disasters.



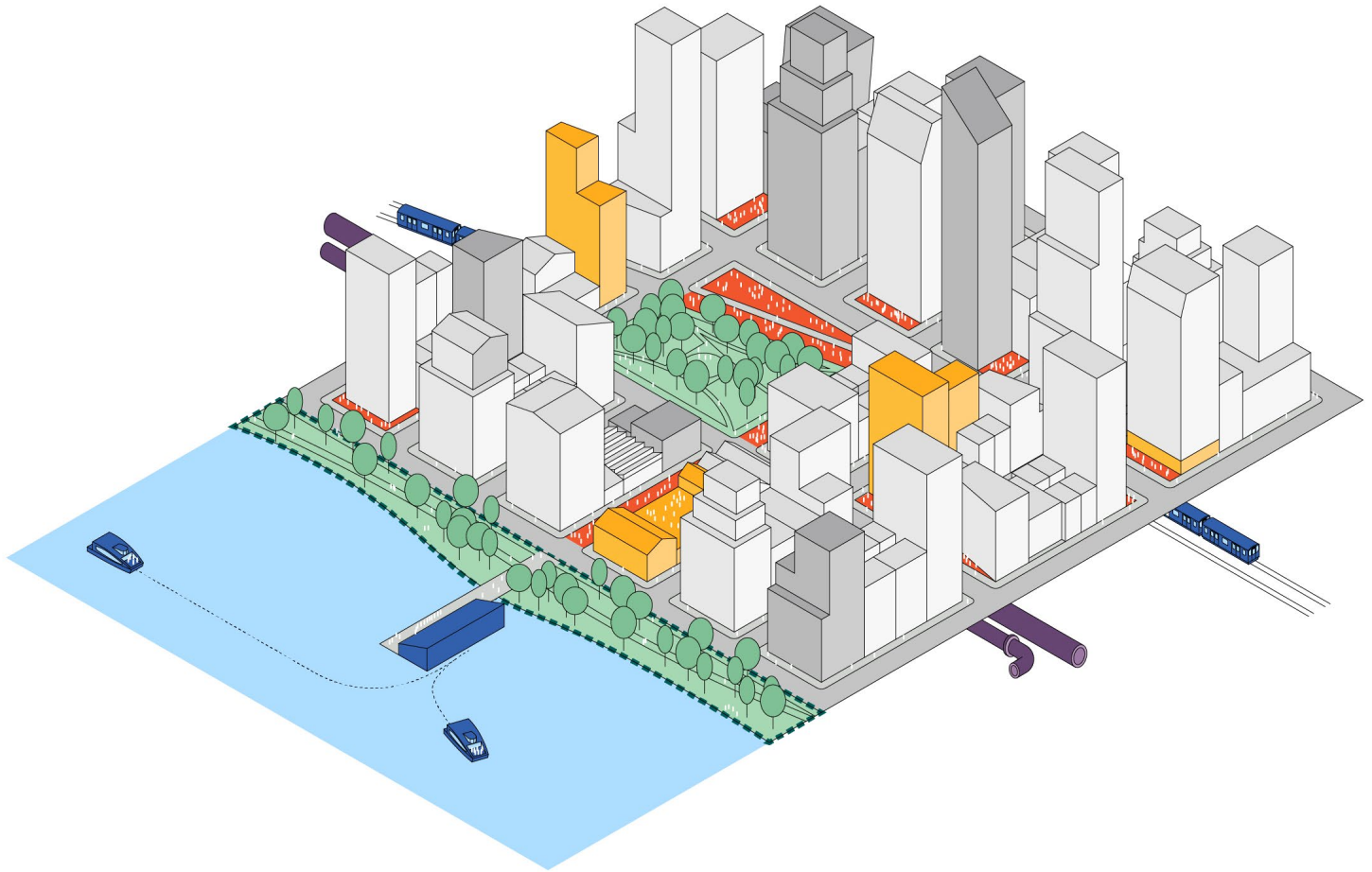
#### Informed Decision-Making

Drive informed and evidence-based decision-making, both within and beyond the agency, by supporting land use applications, analyzing data, conducting policy analysis, and creating open data and civic engagement tools.



#### Housing Access

Expand opportunities for housing by encouraging growth, dismantling exclusionary barriers, and supporting the creation of housing for all New Yorkers.



## Neighborhood Building Blocks

Housing is one of several physical building blocks of a balanced and livable neighborhood. While housing is the focus of this report, the City advances investments in open space, transit, schools, and other public amenities to help address long-standing disparities and ensure that both new and existing residents can thrive.

### ● Open Space

Open spaces provide residents with access to recreation, nature, and community gathering places, enhancing livability and public health as density increases.

### ● Streetscapes

Streets, sidewalks, plazas, and pedestrian areas help to create vibrant, inclusive, and safe environments that connect buildings with surrounding neighborhoods.

### ● Resilience & Environment

Integrating investments in green infrastructure, energy efficiency, and climate adaptation supports long-term environmental resilience and protects people and their neighborhoods.

### ● Transit & Mobility

Strengthening transit and mobility networks enables equitable access to jobs and services, reduces congestion, and supports sustainable patterns of growth around new housing.

### ● Community Facilities

Community facilities such as schools, libraries, medical facilities, and cultural or recreation centers provide essential services and social infrastructure to residents.

### ● Utilities

Coordinating investments in sewer, water, and energy infrastructure with residential growth is central to the future of a sustainable, resilient borough.

# How Development Can Deliver Public Benefits

While much of the city's infrastructure is delivered through government-led investment, new development can also deliver public benefits and new infrastructure. For example, new development can:

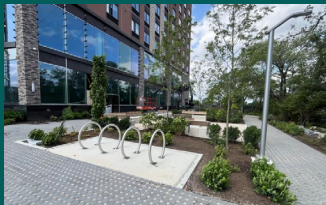
## Provide open space



550 Madison POPS

### Privately Owned Public Spaces (POPS)

POPS are public spaces located on private property that provide light, air, and amenities such as seating and greenery. Many are in high density commercial and residential districts where public space is often limited. Private developers provide them in exchange for additional zoning floor area.

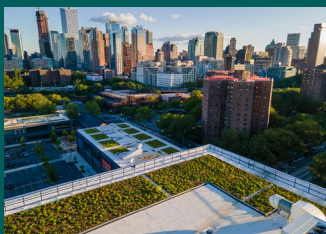


North Cove Waterfront Open Space (375 West 207<sup>th</sup> Street)

### Waterfront Public Access Areas

Property owners may be required to design, construct, and maintain new, publicly accessible waterfront open spaces when they develop their property.

## Improve stormwater management



Source: NYC DEP

The Unified Stormwater Rule requires new development to slow or limit the amount of water that lands on the site from entering the sewer system. This means that new buildings often send less stormwater into the sewers than the buildings they replace.

## Reduce pollution and provide electricity



Source: NYC DDC

Local Laws 92/24 require that new buildings put green roofs or solar panels on their rooftops. These requirements ensure that new buildings help the City achieve its sustainability goals.

## Improve resiliency



West Chelsea Flood Resilience

New buildings in the floodplain are held to higher resiliency standards. These require elevating structures and building infrastructure above the Federal Emergency Management Agency flood elevation and other measures.

## Improve our transit system



Illustrative Rendering of the New Elevator at 77<sup>th</sup> Street Station  
Source: Northwell Health

Development adjacent to a transit station must consult with the MTA on easement opportunities on their property for future station improvements such as an elevator or stairs. Development on sites within 500' of a station (or 1500' in a Central Business District) are incentivized to pay for and build transit improvements on or near their property in exchange for a floor area bonus.

## Expand school capacity



PS 297 at 8 Spruce Street

The City seeks public-private partnerships to deliver new school seats in Manhattan, sometimes by exempting the floor area of a public school in a private building. A developer can construct a public school on private land within a mixed-use development and the Department of Education will take ownership of the school component of the building.

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# Generational Investments

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The City continues to make infrastructure investments to support complete, growing neighborhoods. Some investments are so large that, once finished, they will shape daily life and drive investment for years to come. The City has invested billions of dollars in improving Manhattan's infrastructure and many of these generational investments are now coming to fruition.

## Parks & Open Spaces

- 1 Closing the Loop on the Greenway
- 2 Davis Center & Harlem Meer Restoration
- 3 79<sup>th</sup> Street Boat Basin Restoration
- 4 Lincoln Center West
- 5 Bella Abzug Park
- 6 Gansevoort Peninsula
- 7 Pier 42 Revitalization
- 8 Brooklyn Bridge Esplanade
- 9 Water Street Streetscape
- 10 Community Parks Initiative (multiple sites including Martin Luther King Jr. Playground)
- 11 Inwood Waterfront
- 12 Clarkson Street Recreation Corridor

## Public Realm

- 13 Chinatown Connections
- 14 Future of Fifth
- 15 Park Avenue Redesign
- 16 Broadway Vision

## Community Facilities

- 17 New York Public Library Renovations (multiple sites including Fort Washington Library)
- 18 Department of Health Public Health Lab
- 19 School Construction Authority School Investments (multiple sites including Oscar de La Renta Educational Campus)

## Resilience & Environment

- 20 East Side Coastal Resiliency
- 21 Lower Manhattan Coastal Resiliency

## Transit & Mobility

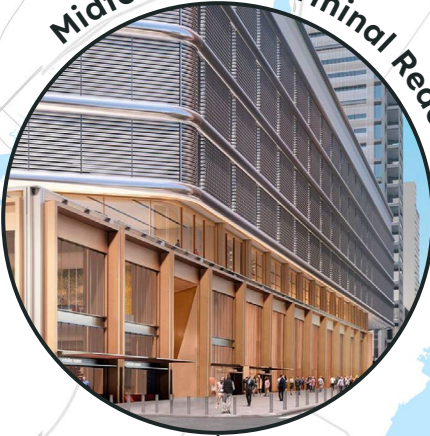
- 22 Congestion Pricing
- 23 14<sup>th</sup> and 34<sup>th</sup> Street Busways
- 24 Penn Station Redevelopment
- 25 Penn Station Access
- 26 Moynihan Train Hall Redevelopment
- 27 Midtown Bus Terminal Redevelopment
- 28 7 Train Extension
- 29 East Side Access
- 30 Second Ave Subway Phase 1
- 31 Second Ave Subway Phase 2

→  
Sources: NYC Parks, Port Authority of New York and New Jersey, NYC School Construction Authority, East Side Coastal Resiliency project, Mathews Nielsen Landscape Architects

Martin Luther King Jr. Playground



Midtown Bus Terminal Redevelopment



Oscar de la Renta Educational Campus



East Side Coastal Resiliency



Pier 42 Revitalization





03

# Why Manhattan Needs an Ambitious Housing Plan

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# Why Manhattan Needs an Ambitious Housing Plan

30

Manhattan has long been a place where people come to build their lives; to study, to work, to raise families, to pursue creative and professional ambitions. The borough's density, transit access, jobs, and cultural life create opportunities that are hard to match anywhere else in the country. But that can only continue if Manhattan is a place where people can afford to live, and the borough's severe housing shortage is making that increasingly difficult. Meeting this moment requires an ambitious plan to expand housing so that Manhattan can remain open, vibrant, and accessible to people of all backgrounds.

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## WHAT WE HEARD

During public engagement, many community members and stakeholders expressed a belief in the need for large scale action and big ideas to address Manhattan's housing shortage. Many saw 100,000 new homes as a necessary goal.

### Incomparable Economic Opportunity

A person living in Manhattan has access to more jobs than virtually anyone else in the country. Manhattan contains about 2.5 million jobs – that's about one out of every four jobs in a labor market that stretches across 31 counties and three states.<sup>3</sup>

Manhattan has continued to be an engine of job growth in recent decades, adding over 340,000 new jobs since the turn of the century, or about one quarter of regional total growth.<sup>4</sup> The borough is projected to add hundreds of thousands of jobs in the decades ahead, increasing both housing and transit demand in the borough and broader region.

Manhattan's dense concentration of employers and workers creates a labor market where businesses can find the skilled workers they need, and workers in turn have many job options. Local businesses benefit from proximity to numerous residents and visitors, a reality underscored by the disruption to shopping and working patterns caused by the COVID-19 pandemic. Notably, neighborhoods with more residents have seen businesses fare better and commercial vacancy recover more quickly. Continuing to add more housing in and around job-rich areas will help support the city's economic success and resilience.

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"When you look at the scale of what is needed, [the 100,000-unit goal] is not too ambitious, it's attainable."

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"Bringing people into commercial areas is extremely helpful for retail. Create vibrancy in the built environment with a different use."

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## WHAT WE HEARD

Many participants voiced support for mixed-use development with jobs and housing to support more vibrant neighborhoods. Given post-pandemic work patterns, there was also discussion around converting office buildings into new housing, although some in the business community stressed the importance of maintaining the commercial identity of the central districts.

### Transit Access & Walkability

Manhattan's transit access and walkability are unparalleled, connecting New Yorkers to jobs and daily needs. Today, 89 percent of all employed Manhattan residents also work in the borough (758,000 out of a total of 856,000).<sup>5</sup> Manhattanites have the shortest commute times of residents of any borough, which has helped the occupancy rates of Manhattan office space recover faster than other parts of the country.

Existing infrastructure is designed to bring about two million daily commuters into Manhattan, and ongoing investment—from megaprojects like the Second Avenue Subway to hundreds of smaller bikeway and pedestrian improvements—will continue to improve the borough's transit access and walkability in the years ahead.

Most Manhattan households are a short walk from a grocery store, a pharmacy, a hardware store, and other daily needs. Nearly 80 percent of Manhattan households are car-free, a far higher figure than possible almost anywhere else in the country.<sup>6</sup> These factors also make it easier to age in place.

### Unparalleled Amenities

Jobs are not the only factors that pull people to Manhattan, of course. Manhattan is a global cultural capital and home to some of the world's iconic museums, performances spaces, restaurants, parks, and schools, as well as countless celebrated neighborhood institutions and streetscapes. The borough includes everything from the Metropolitan Opera to experimental music in small venues downtown, from Le Bernardin to Hajji's Deli (the East Harlem bodega that is said to have invented the chopped cheese),



# 31 min.

It takes the average Manhattanite 31 minutes to get to work. This is the fastest commute of all the boroughs and about 25 percent faster than the second-place borough (Brooklyn).<sup>7</sup>

# 50%

Of survey respondents who live in Manhattan cited "Convenient Location" as one of the main reasons they chose to live in their neighborhood.

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**"We wouldn't want to lose the status of being the world's premium business district. Find a way to bring residents into [commercial districts] where each category supports the other."**

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from Central Park to the hundreds of local parks and playgrounds. These are all reminders that the benefits of density are not merely economic and that density supports a vibrant quality of life.

Ninety-eight percent of Manhattan is within NYC Parks' Walk-to-a-Park service area, which measures parks access as a quarter-mile walk or less for sites such as small playgrounds and sitting areas or a half-mile walk or less for larger parks that serve a wider region.<sup>8</sup> Manhattan's higher population density also means that more people are served per park on average.

### Housing is Expensive and in Short Supply

While Manhattan's jobs, transit access, walkability, and cultural amenities make it a desirable place to live, housing supply has not kept pace with demand.

Housing costs in Manhattan are the highest in the city. Median asking rents increased 50 percent in the last 15 years, reaching a median rent of \$5,500 for a two-bedroom apartment.<sup>9</sup> Almost half of Manhattanites are rent-burdened, meaning they spend more than 30 percent of their income on rent, and about a quarter are severely rent-burdened, which means they spend more than half of their income on rent.<sup>10</sup> These pressures limit housing choice; contribute to gentrification, overcrowding and displacement; and affect people across income levels.

Research demonstrates that lower-income families bear the brunt of this dynamic, but high housing costs affect everyone. Fewer employers will come to Manhattan if workers can't afford to live here, slowing economic growth and reducing tax revenue for investments like transit improvements, and new schools and parks.

These high housing costs and the challenges they create are a product of the borough's housing shortage and of the political and policy choices over the last several decades that have made it impossible to produce enough housing to meet more of the demand to live here. Manhattan's rental vacancy rate is at 2.33 percent, lower than before the pandemic and less than half of the state's five percent threshold for a declaration of a Housing Emergency.<sup>11</sup>

# 98%

percent of Manhattan is within NYC Parks' Walk-to-a-Park service area

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**"Throw a dart anywhere on this map, and that area could use more AFFORDABLE housing."**

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# over 1/3

of Manhattan survey respondents reported that they have seriously considered leaving Manhattan and New York City due to the cost of housing.

From the 1970s to the 2010s, Manhattan produced more housing than any other borough year in and year out, with few exceptions. That makes sense—Manhattan is the very center of a very high-demand region. Since that time, though, the borough’s housing production has fallen sharply. Starting in 2021, Manhattan has tumbled to fourth place, producing less housing than every borough except Staten Island, a place where single-family homes predominate. In 2024, Manhattan produced just 14 percent of the city’s new housing, or fewer than one in seven new housing units.<sup>12</sup>

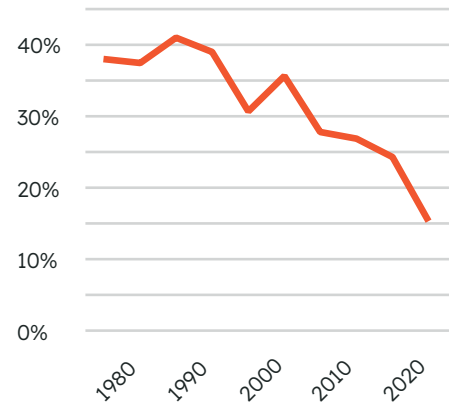
Manhattan’s limited housing production is also incredibly uneven—six neighborhood tabulation areas (stand-ins for neighborhoods, also known as NTAs) produced as much housing as the other 26. Some of the wealthiest, most sought-after neighborhoods actually lost housing, as families combined adjacent co-op apartments or converted formerly subdivided townhouses into one-family homes.

### Lack of Income Restricted Housing

In the near term, new housing alone is not enough to open Manhattan to the full range of families that can benefit from its unparalleled opportunity—this will require new income-restricted housing, which is in extremely short supply. This includes publicly-financed 100 percent affordable developments supported by HPD as well as mixed income, privately-financed developments built with Mandatory Inclusionary Housing and the Universal Affordability Preference, zoning regulations that create affordable housing.

While much of Manhattan’s older housing stock is protected from rent increases through regulations such as rent-stabilization and, to a much lesser extent, rent control, these programs do not include income restrictions and so that stock is not income-restricted housing. As with market-rate units, landlords typically seek the lowest-risk, highest-income tenants they can find and do not allocate these apartments on the basis of need. Indeed, the borough has added comparatively little new income-restricted housing. From 2015 to 2024, Manhattan produced only 14 percent of the city’s income-restricted homes.<sup>13</sup> New income-restricted affordable developments are inundated with applicants; each one

### Manhattan’s Housing Production as a Percentage of Citywide Total



Source: NYC DCP

**“Manhattan needs low-income affordable housing in the heart of the city so people can walk to work!”**

receives on average over 16,000 applications.<sup>14</sup> While Mandatory Inclusionary Housing is a particularly effective tool for generating income-restricted housing in high-cost neighborhoods, it has yet to be mapped extensively across the borough.

## WHAT WE HEARD

Many people highlighted the dire need for affordable housing for New Yorkers of varying income levels and called for affordable housing in neighborhoods across the borough. In addition to low-income families, concerns were voiced about middle-income households who don't qualify for affordable housing but still struggle to afford market rents.

### FEATURED CONCEPT

#### Mandatory Inclusionary Housing

Created in 2016, Mandatory Inclusionary Housing (MIH) is a zoning tool that ensures that a share of new housing in areas rezoned for growth is permanently income-restricted and affordable, helping create more economically diverse communities across New York City.

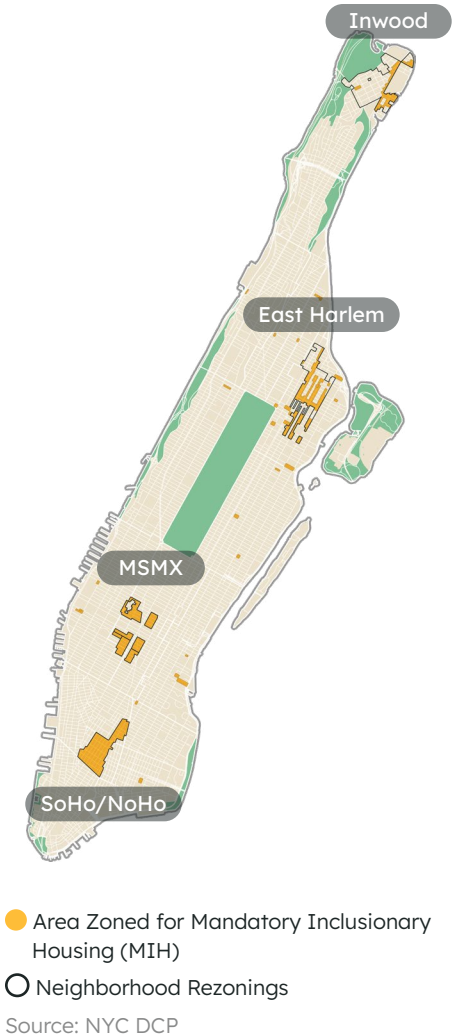
MIH can be applied to specific sites through private land use applications, or across wider areas as part of City-led neighborhood plans. Wherever MIH applies, 20 to 30 percent of any new building, enlargement or conversion above ten units or 12,500 square feet must be set aside as permanently income-restricted affordable housing.

## Lack of Housing Variety

In addition to needing more housing overall, Manhattan needs a wider variety of housing to suit people's needs. More than half of Manhattan's housing inventory is one- and two-bedroom apartments, the highest in both share and absolute numbers among all the boroughs.<sup>15</sup>

Given the small share of three-bedroom apartments (16 percent of the borough's inventory in 2023, compared with 29 percent citywide),<sup>16</sup> it's no surprise that many survey respondents indicated a need for "family-sized" apartments in the borough.

At the same time, many survey respondents indicated a need for more and better options for single-person households. Some neighborhoods do not have enough small apartments for people



who want to live alone, especially neighborhoods with large populations of students and young professionals. This can lead to roommates taking up family-sized apartments.

### More Homes Means Fairer Housing

Expanding housing opportunities across Manhattan is essential to advancing fair housing. When new homes are only created in a few neighborhoods, patterns of exclusion and unequal access persist. By adding housing across the borough, more people can benefit from the opportunities Manhattan offers—including existing residents who want to stay in their neighborhood and newcomers who want to move here.

### Complementary Housing Tools

Adding new housing is just one part of ensuring Manhattan remains a place of opportunity. Tenant and homeowner protections are important tools to ensure the borough's 1.66 million existing residents can remain in their homes. Investment in existing buildings—especially public housing—is critical for maintaining the stability and quality of the homes that will continue to make up most of Manhattan's housing for years to come. However, tenant protections and rent stabilization laws are largely governed by state law. Likewise, federal and state support has long underpinned the construction and maintenance of the city's public and affordable housing stock.

These interlocking policies all support the City's broader housing goals. This Plan focuses on new housing for the reasons described above, and because new housing production is one of the areas most clearly within the City's—and the Department of City Planning's—authority.

### The Path Forward

In a real and direct way, more people means more opportunity. That's why Manhattan needs an ambitious housing plan. Not only for new arrivals, but for everyone who lives and works here today, or anyone who benefits from a more vibrant and dynamic Manhattan throughout the region, the country, and the world. The path forward will no doubt include advancing many of the strategies surfaced by this process and included in this Plan.

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**“You have to make it possible for people to stay in one place long enough to make it a neighborhood [...] And most of what that means is making housing more affordable.”**

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**“NYC thinks far too small and incrementally when it comes to housing... Just build it.”**

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04

# Toolkit of Strategies

## Themes

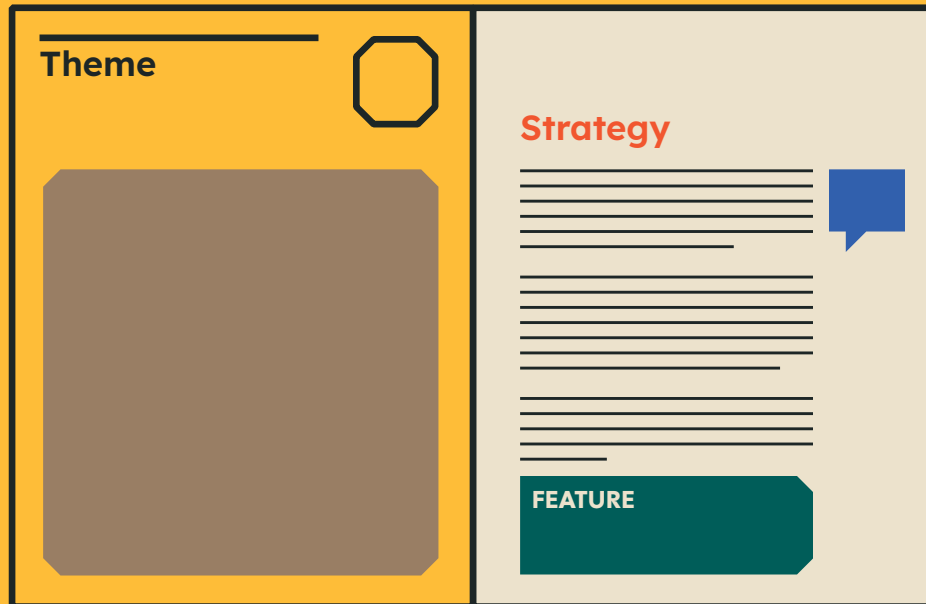
- 1 Housing Near Transportation and Job Centers
- 2 Housing in Areas with Greater Housing Potential or Low Housing Production
- 3 Housing on City- or Government-Owned Sites
- 4 Housing on Private Sites
- 5 Development Process and Regulatory Environment
- 6 Alternative Development Models and Building Methods

# Themes and Strategies

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The Manhattan Plan is organized around a set of broader themes and actionable strategies for unlocking the housing Manhattan needs that are grounded in what we heard from New Yorkers.

For each strategy, the Plan outlines relevant context, highlights existing projects that illustrate the approach, and identifies future opportunities to advance it further. Each section also includes a sample of community feedback related to that strategy. While public engagement surfaced a wide range of viewpoints—including opposition to new housing—this report focuses on feedback tied to areas where the City can take meaningful action.



Strategies are not mutually exclusive and a single project or initiative can reflect multiple strategies.



### Theme 1: Housing Near Transportation and Job Centers

#### Strategies:

- Near Major Job Centers and Mass Transit Nodes
- Near Subway Stations and Other Forms of Public Transportation



### Theme 2: Housing in Areas with Greater Housing Potential or Low Housing Production

#### Strategies:

- In Underzoned Areas
- In Areas with Restrictive Residential Rules
- In Industrial Areas
- In Historic Districts
- In Areas That Have Produced Less Housing



### Theme 3: Housing on City- or Government-Owned Sites

#### Strategies:

- On City-Owned Sites
- On State and Federal Sites
- By Extending the Shoreline of Manhattan
- On or Over Transportation Infrastructure



### Theme 4: Housing on Private Sites

#### Strategies:

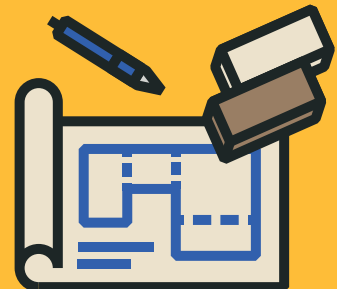
- On Underutilized Sites
- On Campuses and Large-Scale Sites
- On Sites Appropriate for Commercial to Residential Conversions



### Theme 5: Development Process and Regulatory Environment

#### Strategies:

- Streamline City Agency Processes
- Streamline Affordable Housing Processes
- Expand Funding Streams
- Reform Environmental Review
- Allow For More Small and Shared Apartments
- Update the Building Code



### Theme 6: Alternative Development Models and Building Methods

#### Strategies:

- Promote Alternative Ownership and Management Models
- Support Development by Non-Profits, Community-Based Organizations, and Faith-Based Organizations
- Expand Use of Alternative Building Methods

# Midtown South Mixed-Use Plan (MSMX)

40



Top: Rezoning Boundary; Bottom: Pedestrian View Rendering

Source: NYC DCP

## STRATEGIES

**In Industrial Areas:** MSMX changed zoning in areas that were previously zoned exclusively for non-residential uses and did not permit new housing.

**In Historic Districts:** MSMX included portions of the Madison Square North and Ladies' Mile Historic Districts.

**Near Major Job Centers and Mass Transit Nodes:** MSMX provides more opportunities for people to live close to major job centers and transit.

**Commercial to Residential Conversions:** MSMX provides new opportunities to convert non-residential buildings into housing.

The Midtown South Mixed-Use Plan, which was adopted by the City Council in August 2025, was a City-led neighborhood plan that utilized many of the key strategies described in this report.

The MSMX neighborhood plan updated decades-old zoning to allow new housing in Midtown South, alongside a range of office, commercial, and light industrial uses. These changes are expected to create up to 9,500 new homes for New Yorkers, including as many as 2,900 permanently income-restricted homes via Mandatory Inclusionary Housing. This new mixed-use zoning will foster vibrant, 24/7 communities with active and dynamic streets.

## FEATURED PROJECT

# City of Yes for Housing Opportunity



↑ Image Credit: Alfred Twu

City of Yes for Housing Opportunity (City of Yes), a citywide zoning update designed to tackle NYC's housing shortage, was another multi-faceted City effort to spur housing production. It included the type of broad reforms that were frequently cited during the engagement process as a crucial part of the toolkit of strategies to address the affordability crisis.

The initiative, which was approved by the New York City Council in December 2024, aims to deliver “a little more housing in every neighborhood” through carefully crafted zoning changes, some of which apply to medium- and high-density parts of the city like Manhattan.

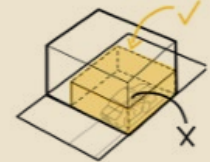
For example, the Universal Affordability Preference allows buildings to be at least 20 percent larger if that extra space is occupied by permanently affordable housing. Outdated parking requirements were eliminated across much of the city, including most of Manhattan, and reduced elsewhere. City of Yes also cleared a path for more office buildings to convert into housing and simplified the process for landmarked buildings to transfer unused development rights.

City of Yes for Housing Opportunity enabled...

Universal Affordability Preference (UAP)



Lifting Costly Parking Mandates



Converting Non-Residential Buildings to Housing



Small and Shared Housing



Campus Infill



# Housing Near Transportation and Job Centers



## Strategy

# Near Major Job Centers and Mass Transit Nodes

Manhattan is home to the nation's largest job center and sits at the center of its busiest transit system, with over 67 million annual subway riders in the borough. The areas around Penn Station, Grand Central Terminal, the Port Authority Bus Terminal, and the World Trade Center remain the preeminent locations for Class A office space and business headquarters, drawing commuters from across the region. But with the increase of remote work and additional transit investments, portions of these neighborhoods may be increasingly well suited to add new housing.

The Central Business Districts (CBDs) currently have much higher allowable densities for commercial uses than other uses, making these good areas to explore for very high density residential.

Thanks to recent City and State housing reforms, the outdated cap on residential Floor Area Ratio (FAR) has been lifted and new high-density residential districts (R11 and R12) have been created. These districts permit more housing than was previously allowed and include new Commercial District equivalents - enabling high density housing in a mixed-use development that includes new office space. Buildings constructed within these new residential zoning districts are required to include affordable housing.

In assessing where these higher-density residential districts make sense within the CBDs and elsewhere, the City considers a wide range of factors. These include the need to ensure a supply of office space that is accessible to the regional labor force, the 24/7 ecosystem created by a mixed residential and office neighborhood, and diverse needs for open space, infrastructure, and services.

"If you live near Grand Central, you have easy transit access to practically everywhere!"

## WHAT WE HEARD

Many community conversations supported the idea of permitting and building more housing in both the city's Central Business Districts and near major transportation hubs that connect NYC to the region. Responses specified that the highest density residential areas should be in areas where jobs and transportation are most accessible. Many people suggested that areas around Penn Station, Grand Central Terminal, Hudson Yards, the Port Authority Bus Terminal, and the World Trade Center could accommodate housing growth given their access to Metro-North, the Long Island Railroad, Port Authority Trans Hudson (PATH), New Jersey Transit, and Amtrak.

Other comments highlighted opportunities in areas where multiple subway lines converge, such as Times Square, Columbus Circle, Union Square, and Fulton Street.

Adding new housing in and around these places should include strategies to improve the public realm to create more open space, manage conflicts between users, and improve the condition of a heavily used streetscape. Closing the Manhattan Waterfront Greenway loop enhances safety for pedestrians and bicyclists while providing residents in some of Manhattan’s most densely populated neighborhoods with improved access to the waterfront. Another recent precedent is Broadway Vision.

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**FEATURED PROJECT****Broadway Vision**

Broadway Vision is an example of how well-designed streetscape improvements can bring new open space to Manhattan’s dense central business district, improve quality of life, and manage congestion to make commercial areas more livable.

The project is reclaiming and transforming public spaces along the storied Manhattan boulevard—from Union Square to Columbus Circle. It is creating new public amenities, from seating, to planters, to new Citi Bike stations, while also making streets safer for pedestrians through curb extensions, narrower turns to calm traffic, and reconfigured curb lanes to facilitate loading or pickups and drop offs.



↑ Source: NYC DOT

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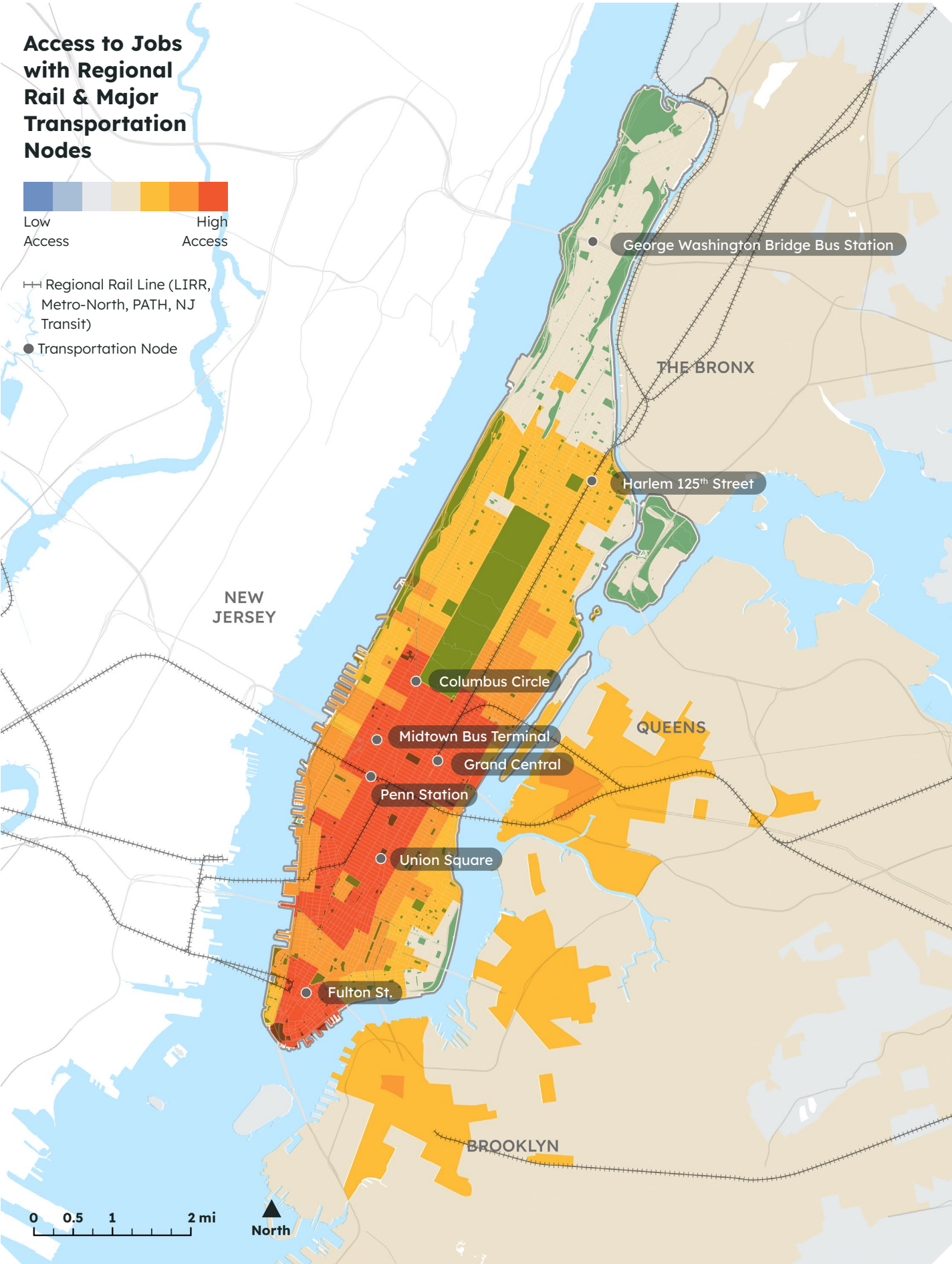
“Target higher FAR for residential use around key transit hubs to encourage mixed-use development and optimize density within a defined radius.”

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“The census tracts... bounded by Third Avenue to the west, First Avenue to the east, 44<sup>th</sup> Street to the south and 54<sup>th</sup> Street to the north – are relatively underbuilt in terms of their proximity to the Central Business District. There is access to multiple subway lines: the 4/5/6, the E/M that runs between Manhattan and Queens, and the future Second Avenue line that will run right through the area’s center.”

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↑ Source: NYC DCP Transit Travelshed Index, MTA Open Data, New Jersey Geographic Informational Network

## Strategy

# Near Subway Stations and Other Forms of Public Transportation

Manhattan's rich transportation network is among its greatest assets. The subway system, sometimes referred to as "the lifeblood of the city," moves millions of people through Manhattan every day and provides unparalleled access to jobs and amenities. It efficiently moves large numbers of people throughout the city, reducing commute and travel times as well as reducing congestion. Areas around subway stations are commonsense places to add new housing.

Beyond the subway system, major investments in other transportation modes like buses, bikes and ferries have made it easier for New Yorkers to reach jobs, education, healthcare, and shopping, both within and outside of their neighborhoods. For instance, recent expansions of the ferry system have significantly increased affordable access to waterfront areas in all five boroughs. Such improvements mean more parts of the borough now offer the kind of reliable, multimodal access that supports additional homes.

Many of Manhattan's major avenues and crosstown corridors have especially strong mobility and access. They are served by multiple transportation options and are home to local retail and services as well as major institutions like universities, hospitals, and cultural centers.

Linking land use decisions with the strength of the borough's transit network will be essential for unlocking much-needed housing growth.

## WHAT WE HEARD

There was broad and nearly unilateral support for directing growth to areas near subways by encouraging more transit-oriented development. Many stakeholders recommended increasing density close to subways, noting that across-the-board upzoning of areas within walking distance of subway entrances could help achieve this. In general, stakeholders shared that living close to transit with access to jobs, schools, amenities, and open space is a top priority when deciding where to live.

There was smaller, but still sizable support for the City to think more expansively about what qualifies as transit in transit-oriented development. Stakeholders and survey respondents suggested increasing density along bus lines like 14<sup>th</sup> Street or 34<sup>th</sup> Street busways, along bike infrastructure like the Hudson River Greenway, or even around ferry terminals.

"Midtown/Flatiron is a good example of an area that is already conveniently close to many subway lines and buses so that residents can easily get to other parts of the city or out of the city."

# 1<sup>st</sup>

Survey respondents ranked public transportation first on amenities that were most important to live near

“The Second Avenue Subway is finally here, and it makes no sense to keep the density this low right above brand-new transit. Lenox Hill and Yorkville could easily handle bigger apartment buildings along the avenues while keeping the side streets intact.”

“I think there should be some kind of Hudson River greenway-oriented development along the length of the Hudson river. The greenway is an amazing connector for north-south movement, and it can be faster than transit in many cases.”



## Subways and PATH Trains

- Subway or PATH Line
- Subway or PATH Stop

Source: MTA, PATH



## Other Transportation Networks

- Bus Route (Manhattan Only)
- Ferry Terminal
- Greenway (Manhattan Only)
- Citi Bike Station (Manhattan Only)

Source: MTA, NYC DCP, NYC DOT, Citi Bike

# Second Avenue Subway Transit Corridor

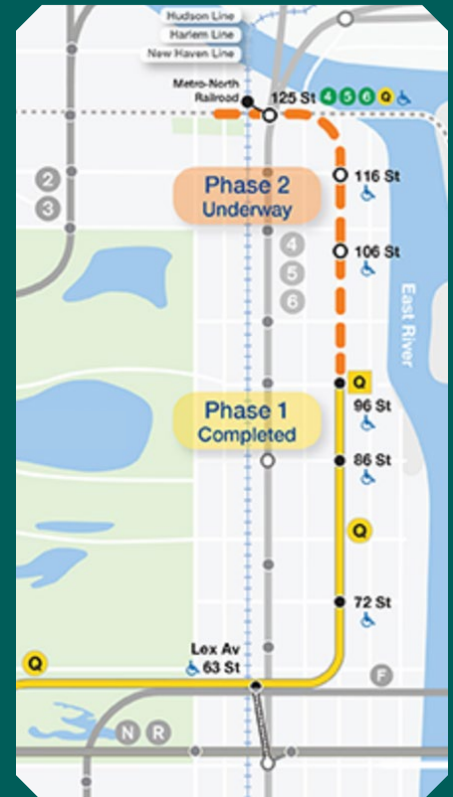
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The Second Avenue Subway is a generational transit project, bringing billions of dollars of investment to expand subway access and connectivity to the east side of Manhattan. This offers a significant opportunity to reimagine Second Avenue in the Upper East Side, Yorkville, and East Harlem as a transit-oriented corridor with additional housing and jobs.

Phase I of the Second Avenue Subway was a \$4.45 billion investment in the Upper East Side and Yorkville, one of the more significant expansions of the subway system in recent memory. Three new subway stations opened in 2017 and extended the Q line along Second Avenue to 96<sup>th</sup> Street, creating a new transit corridor through the Upper East Side. However, from 2010 to 2024, the Upper East Side and Roosevelt Island (Public Use Microdata Area 4108) only saw a 1.2 percent increase in housing units, compared to 10.2 percent in New York City as a whole. Given this substantial infrastructure investment, the area surrounding Phase I should be evaluated for additional housing.

Phase II of the Second Avenue Subway is a \$6.95 billion project that will extend the Q line north to 125<sup>th</sup> Street, creating three new stations, with two along Second Avenue at 106<sup>th</sup> and 116<sup>th</sup> Streets, and terminating at a 125<sup>th</sup> Street and Park Avenue with connections to Metro North. Together with the existing Metro North station at 125<sup>th</sup> Street and future Metro North stations in The Bronx, these transit assets and investments are transforming Harlem's eastern gateway into a regional transit hub directly linked to the East Side, Lower Manhattan, and the broader region. This new connectivity creates opportunities to bring additional housing, jobs, and public spaces to East Harlem.

Much of the 125<sup>th</sup> Street corridor is covered by the Special 125<sup>th</sup> Street District, a zoning designation that runs from Broadway to Second Avenue. Established in 2008, the Special District introduced contextual building forms, arts bonuses, and design standards. These well-intentioned regulations also set restrictive



↑ Source: MTA

height and density limits that have constrained housing creation. Over the past decade, despite strong community advocacy, much of the corridor's development potential remains unrealized.

As the Second Avenue Subway brings generational transit investment and transformative connectivity to the Upper East Side, Yorkville, and East Harlem, this new transit corridor creates opportunity for housing for more New Yorkers close to the many jobs and other amenities in the area.

#### FEATURED PROJECT

## MTA's 125<sup>th</sup> Street & Lexington Avenue Project

The MTA is transforming a 36,000 square foot vacant lot, the former site of a now-closed Pathmark Grocery Store at the southeast corner of East 125<sup>th</sup> Street and Lexington Avenue into the future terminus for Phase II of the Second Avenue Subway. This rezoning will facilitate the development of a building with nearly 700 new homes, with roughly 170 being permanently affordable and income-restricted. The project will make use of new zoning districts created through City of Yes that allow greater residential density and require Mandatory Inclusionary Housing. The revenue generated by the development will be dedicated to funding Phase II of the Second Avenue Subway.



# Housing in Areas with Greater Housing Potential or Low Housing Production



## Strategy

# In Underzoned Areas

Much of Manhattan permits new housing through medium-density residential districts (R6 through R8 with FARs of 2.0 to 7.2). This is despite the fact that these areas generally have excellent access to transit, jobs, and amenities, and have in some cases seen substantial expansions to infrastructure capacity, like the extension of the Second Avenue Subway, without commensurate changes to allowed density.

Higher density residential districts (R9 and higher) are primarily mapped in parts of Lower Manhattan, Midtown, and along avenues and major crosstown corridors on the Upper East Side and Upper West Side.

“The avenues and key corridors here [Washington Heights South] could support taller, denser buildings while the side streets keep their familiar character.”

### FEATURED OPPORTUNITY

#### Community District 6

Community Board 6, which covers Manhattan east of Lexington Avenue from 14<sup>th</sup> to 59<sup>th</sup> Streets, has been a staunch advocate for affordable housing production and has expressed interest in working with the City to find opportunities to create more housing.

The district includes a portion of Midtown East, one of the city's leading office centers, with excellent transit access from Grand Central Station and Union Square. It also contains a growing cluster of life science and medical institutions in Kips Bay.

The district has potential opportunities for additional housing along major corridors, in areas with existing higher commercial density but suppressed residential density, and in areas with underperforming existing zoning. The recent lifting of the 12 residential FAR cap creates new potential for higher-density housing in appropriate locations. Any new residential development in these areas would include affordable units through the Mandatory Inclusionary Housing program.

In his 2023 and subsequently updated report, “Housing Manhattanites,” Manhattan Borough President Mark Levine also identified geographies within Community District 6 for housing opportunity, highlighting Second Avenue as one corridor that should be explored for additional density.



In 2024, following the lifting of the outdated cap on residential density in Albany, New York City created new, higher-density R11 and R12 residential districts that have FARs of 15 and 18 and require Mandatory Inclusionary Housing. These districts were mapped for the first time through the Midtown South Mixed-Use Plan in 2025. Mapping R11, R12, or even higher density districts across more areas of Manhattan with good access to transit, jobs, and amenities would be an effective way to create a significant amount of housing for New Yorkers across income levels.

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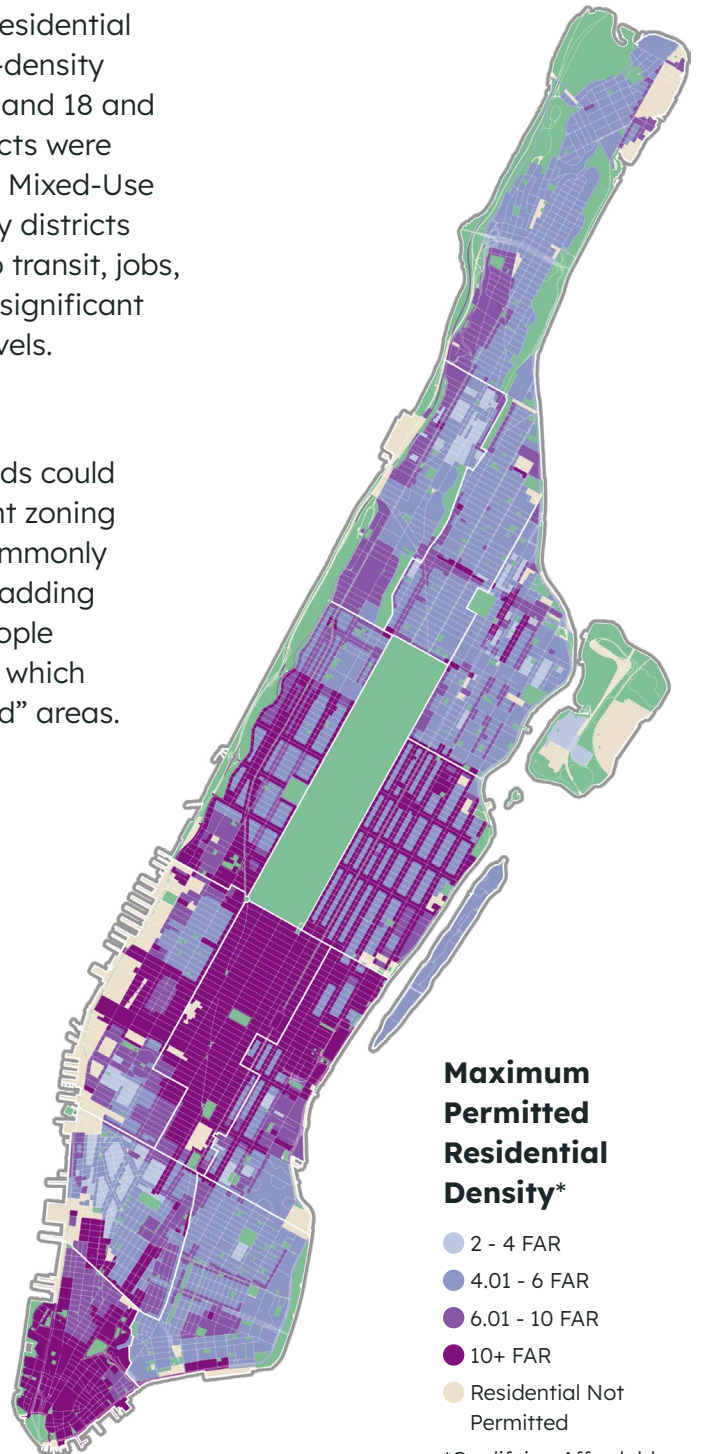
**WHAT WE HEARD**

Many New Yorkers expressed that more neighborhoods could support greater housing density than what the current zoning allows. Wide cross-town streets and avenues were commonly highlighted as places where the City should consider adding density and removing barriers to housing. Several people mentioned that the City should revisit prior rezonings which reduced housing capacity and resulted in “downzoned” areas.

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“Manhattan Valley on the Upper West Side has great subway access with the 1, B, and C trains, sits right between Central Park and Riverside Park, but it hasn’t seen much new housing in years. This area could support more density along the wide avenues, especially Broadway and Amsterdam, while keeping side streets and historic blocks intact.”

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**Maximum Permitted Residential Density\***

- 2 - 4 FAR
- 4.01 - 6 FAR
- 6.01 - 10 FAR
- 10+ FAR
- Residential Not Permitted

\*Qualifying Affordable Housing FAR (MIH & UAP)

Source: Data from NYC DCP Zoning Districts

“Some of the “sacred” areas have been broached – SoHo, MSMX, West Chelsea. But we should look at special district regulations that are very specific and revisit if those regulations should be updated or relaxed.”

## Strategy

# In Areas with Restrictive Residential Rules

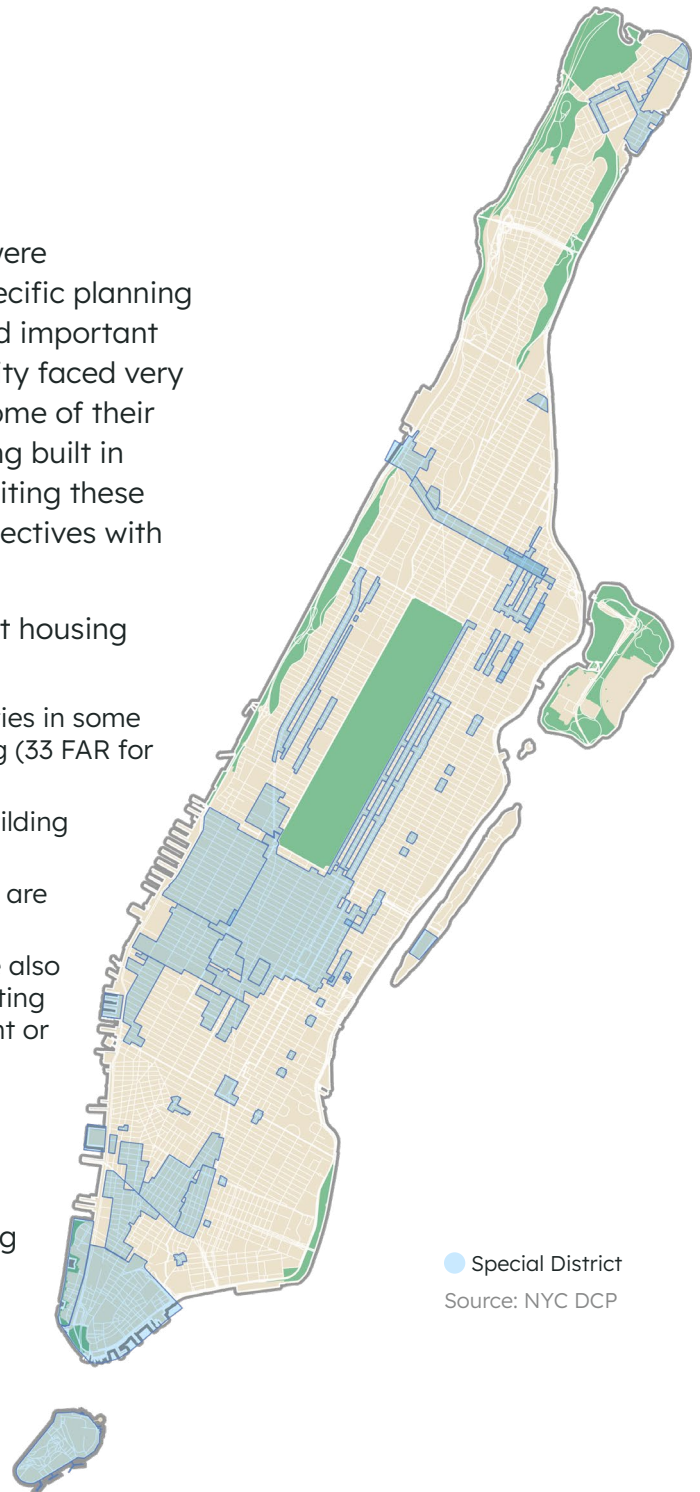
Manhattan includes numerous special districts that were established over the past five decades to achieve specific planning or design objectives. While these districts have served important policy goals, many were written at a time when the city faced very different housing and economic conditions. Today, some of their rules may prevent urgently needed housing from being built in areas that are otherwise well suited for growth. Revisiting these restrictions could help balance longstanding local objectives with the City’s broader goal of increasing housing supply.

Examples of provisions in special districts that restrict housing include:

- **Special Hudson Yards District**, where permitted densities in some locations strongly favor commercial space over housing (33 FAR for commercial versus 6 FAR for residential)
- **Special 125<sup>th</sup> Street**, where residential densities and building heights are highly limited
- **Special Little Italy District**, where residential densities are highly limited
- **Special Clinton District**, where residential densities are also limited and bespoke anti-demolition rules apply to existing residential buildings, which can discourage reinvestment or redevelopment

## WHAT WE HEARD

Some stakeholders mentioned that zoning rules in special districts are overly restrictive and limit housing creation. They advocated for special districts to be reviewed to ensure that older regulations are still appropriate today.



## Strategy

# In Industrial Areas

Manhattan was once the epicenter of the nation’s manufacturing sector, with jobs clustered in dense factories and warehouses across the borough. In 1961, planners created special manufacturing and commercial zones—called M and C8 districts—that banned new residences in places with a legacy of industrial activity.

The industrial sector, nonetheless, has experienced significant change since its midcentury peak. In the decades following World War II, New York City experienced an economic transformation from an industrial and manufacturing hub to a diversified, service sector-oriented economy, and many examples of successful mixed-use neighborhoods have emerged. Yet over 1,000 acres of Manhattan are still subject to zoning districts that restrict new housing.<sup>17</sup>

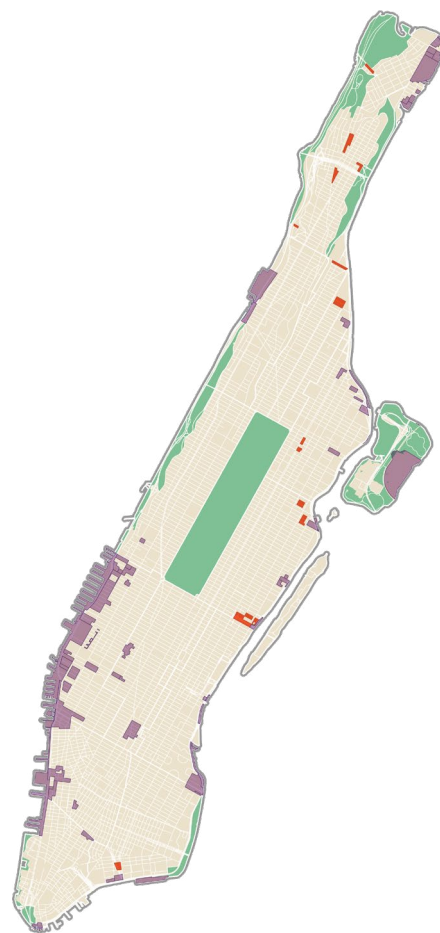
These limitations may still be appropriate where they provide critical services and infrastructure support for residents, businesses, and global commerce and provide quality jobs for New Yorkers. The City’s recently released Industrial Plan identifies some M districts in Manhattan as “primary industrial areas” where rezoning for residential use is not recommended due to the presence of major transportation infrastructure, utilities, and sanitation garages. These areas include portions of Inwood, Con Edison sites along the East River, and scattered sites with sanitation garages, utilities, and transportation infrastructure.

However, in parts of Manhattan, zoning restrictions intended to limit conflicts between housing and industrial uses may no longer be appropriate and should be re-examined.

## WHAT WE HEARD

Many stakeholders suggested that the City should re-examine areas where zoning prohibits or strictly limits new housing. Many survey respondents also advocated for increasing housing in locations that are currently occupied by public parking, self-storage buildings, and auto repair facilities, which are often limited to industrial areas.

“There are more pure manufacturing districts than MSMX and I question to what extent we need pure manufacturing districts in Manhattan. Rezoning these would create opportunity in lower Manhattan as opposed to upper Manhattan.”



## Areas Where New Housing Is Not Permitted

- M Zoning Districts
- C8 Zoning Districts

Data Source: NYC DCP

## Featured Opportunity

# West Clinton

A large part of the far west side in Clinton and Hell's Kitchen has zoning that bans new housing. This area is characterized by auto showrooms, last-mile distribution facilities, parking lots, offices, and self-storage. There are opportunities to update manufacturing zoning between West 43<sup>rd</sup> and West 60<sup>th</sup> Streets, mostly between Eleventh and Twelfth Avenues, to allow new high-density housing together with essential non-residential uses and services.

Permitting higher density residential development with Mandatory Inclusionary Housing in this area has strong local and borough-level support. The Manhattan Borough President and Community Board 4 released housing plans that support rezoning this area for housing and mixed-use development.



↑ Car wash in West Clinton

## Featured Opportunity

# Hudson Square & Hudson Square North

Hudson Square, on the far west side of Lower Manhattan, was once home to massive loft buildings and warehouses that supported the city's printing and shipping industries. This industrial legacy is embedded in the area's zoning, with regulations that limit new housing.

There is an opportunity to revisit the Special Hudson Square District—established in 2012 to promote commercial growth—to allow more residential growth. Changes could include zoning updates that allow for more housing, including affordable housing through the Mandatory Inclusionary Housing program and allowing the conversion of existing buildings to residential use. In addition, existing manufacturing districts in Hudson Square North completely prohibit residential use and could be explored for future mixed-use potential.

Considerations for the greater area include balancing the existing and future need for manufacturing uses in the area with the opportunity for residential.



↑ Hudson Square

## In Historic Districts

Historic districts are areas that possess architectural and historical significance and a distinct “sense of place.” Individual landmarks are the exteriors of individual structures that have architectural, cultural, or historical significance. Manhattan contains more designated historic districts and individual landmarks than any other borough—over 900 landmarked buildings, 62 historic districts and 19 extensions, representing over half of the city’s total designations.<sup>18</sup> Historic districts cover about 14 percent of the borough’s zoned land area and nearly 30 percent of its lots.<sup>19</sup> Some areas have much higher coverage—for example, 45 percent of the area and 70 percent of the tax lots in Community District 2 are within a historic district.

Development that falls in a historic district or pertains to a landmark requires additional layers of review and approval by the Landmarks Preservation Commission (LPC), beyond standard Department of Buildings permits. While LPC frequently approves new housing within historic districts, the additional review can add additional time and cost to projects, place additional limitations on development beyond zoning on the design or height of buildings, and make it more difficult to redevelop some buildings. A 2014 report by the NYU Furman Center found that new construction declines within historic districts after the designation of the district.<sup>25</sup>

“We need to revisit development in historic districts – they keep expanding and are not made of individual landmarks. In Europe, we see how development happens on top of historic sites without detracting from character.”

### FEATURED PROJECT

#### Supporting Landmarked Buildings to Transfer Development Rights

City of Yes made it easier for buildings designated as individual landmarks to transfer their unused development rights if they choose to do so. This allows landmarks to raise urgently-needed funds, and more homes to get built. Specifically, City of Yes:

- Simplified the transfer approval process
- Expanded the transfer radius to any lots on same block, across the street, or at next intersection
- Permitted transfers in lower density and historic districts
- Maintained all landmark and historic district protection



#### City of Yes for Housing Opportunity Transfer of Development Rights

- Transfer Radius Before City of Yes
- Transfer Radius After City of Yes

Source: NYC DCP

“While preservation is important, current regulations often block new development and contribute to housing scarcity. As a result, these districts remain inaccessible to most New Yorkers. We need to reimagine how historic areas can evolve to include diverse, affordable housing options.”

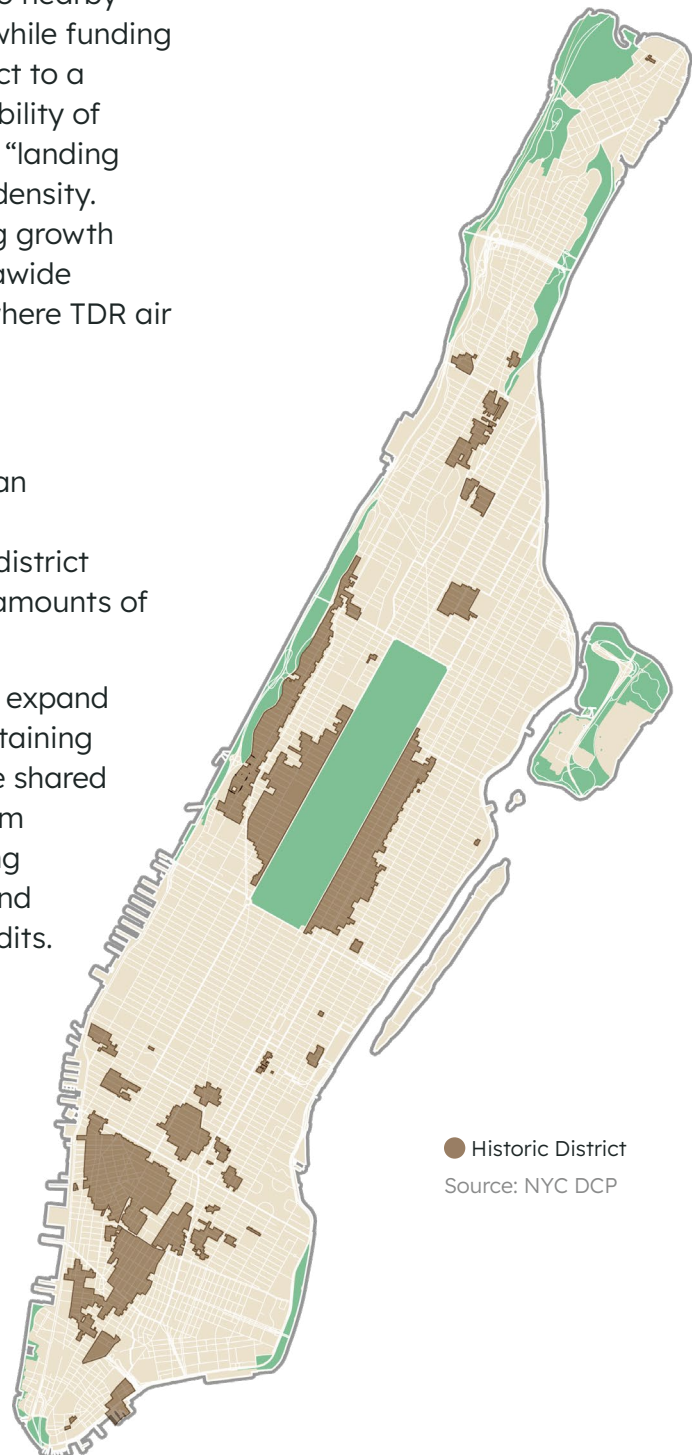
57

One way the City balances preservation and housing is through the transfer of development rights (TDR) mechanism. This allows landmarked buildings to sell their unused floor area to nearby sites, generating new housing opportunities off-site while funding preservation of historic buildings. Transfers are subject to a separate approval process and depend on the availability of unused air rights, eligible and interested owners, and “landing sites” that can accommodate additional height and density. Although TDR mechanisms provide a tool for allowing growth alongside preservation for individual landmarks, areawide preservation rules within historic districts may limit where TDR air rights can land.

#### WHAT WE HEARD

Many people, including policy advocates, expressed an appreciation for the historic character of Manhattan neighborhoods, but also acknowledged that historic district designations can make it difficult to add significant amounts of new housing, raising equity issues.

Overall, there was strong interest in exploring ways to expand housing production in historic districts while still maintaining the underlying goals of their regulations. Some people shared specific suggestions, including removing buildings from historic districts that lack qualifying features, changing zoning to reduce the need for use and bulk waivers, and expanding the use and applicability of historic tax credits.



● Historic District  
Source: NYC DCP

## Strategy

# In Areas That Have Produced Less Housing

New housing in Manhattan is not evenly distributed. Much of the borough has seen little housing construction because of restrictive zoning rules, special district regulations, historic district designations, and limitations on commercial-to-residential conversions. Over the last ten years, six Neighborhood Tabulation Areas (NTAs) produced as much housing as the other twenty-six.<sup>21</sup> Some of the wealthiest, most sought-after neighborhoods have lost housing, as families combined adjacent apartments or converted multiple apartments in a building into single-family homes in places like the West Village and Upper East and West Sides.<sup>22</sup>

Most recent development has been concentrated in places that previously had little or no housing. For example, from 2010 to 2024, Community District 4 produced 29 percent of the borough's net housing units, due in large part to the rezoning of non-residential land on the West Side. Community District 1 produced 14 percent of the borough's net units since 2010,<sup>23</sup> largely through conversions of non-residential buildings to apartments.

By contrast, some neighborhoods that once built a lot of housing now produce very little. Community Districts 8 and 6 led the borough in housing production in the 1970s and 1980s, only to see their production subsequently plummet.<sup>24</sup> Parts of the Upper East Side and Upper West Side are now losing housing, largely because of apartment combinations. Areas largely covered by historic districts, such as Community District 2, have also seen little housing production.

Low overall housing production is inextricable from low production of income-restricted affordable housing as well. New York has a variety of zoning and tax incentives designed to spur new housing production that also include requirements for affordable housing. Particularly in places like Manhattan where the cost of building new housing is high, permitting more housing is a key step toward delivering more affordable housing in particular.

The City is taking steps to address unbalanced production. Recent changes to the City Charter will “fast track” applications for new affordable housing developments in the 12 community districts that have produced the least housing. Starting in January 2027, projects providing income-restricted housing in those 12 districts will benefit from a shorter, more predictable review process.

“Spreading development [...] means sharing responsibility for the city’s housing needs more fairly across Manhattan.”

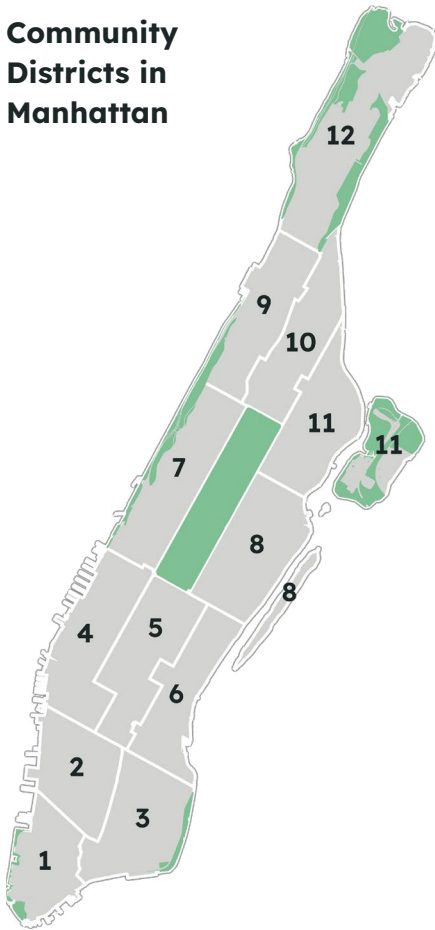
“There are areas in Manhattan [that are] not pulling their weight. Promote housing in areas that have not been building and where displacement risk is lowest.”

“The West Village is one of the wealthiest parts of Manhattan, but it’s still low-density and hasn’t really built much affordable housing. If we’re serious about tackling the housing crunch, neighborhoods like this need to step up instead of pushing all new development onto other parts of the city.”

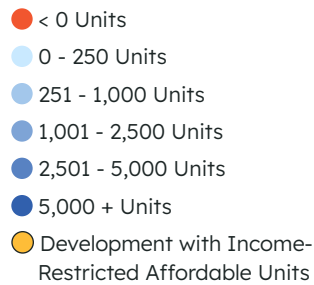
## WHAT WE HEARD

Many participants cited a dire need for more affordable housing city-wide and in their own neighborhoods. Another frequent theme was that all neighborhoods should be adding housing, including affordable housing. Some suggested setting specific housing targets for under-producing areas and recommended that the City focus efforts on boosting housing production in those areas first.

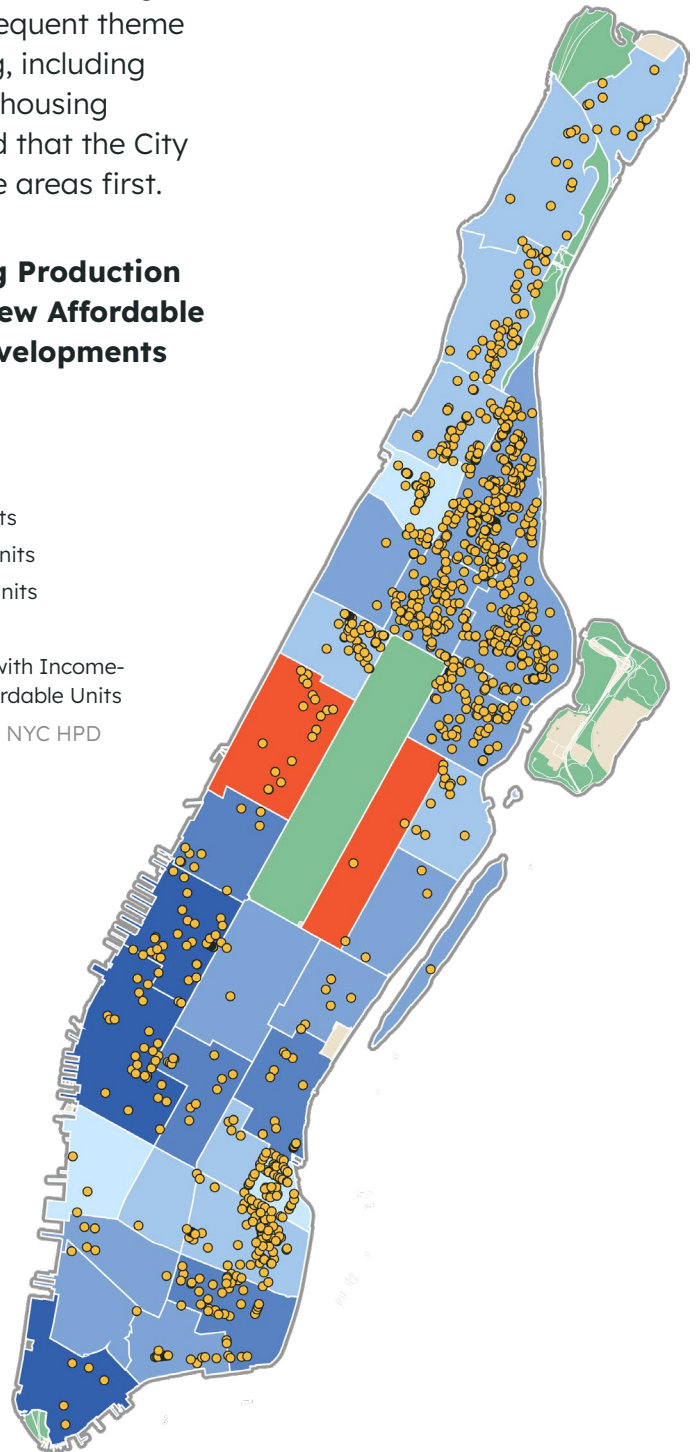
### Community Districts in Manhattan



### Net Housing Production by NTA & New Affordable Housing Developments (2015-2024)



Source: NYC DCP, NYC HPD



# Community District Housing Production Targets

60

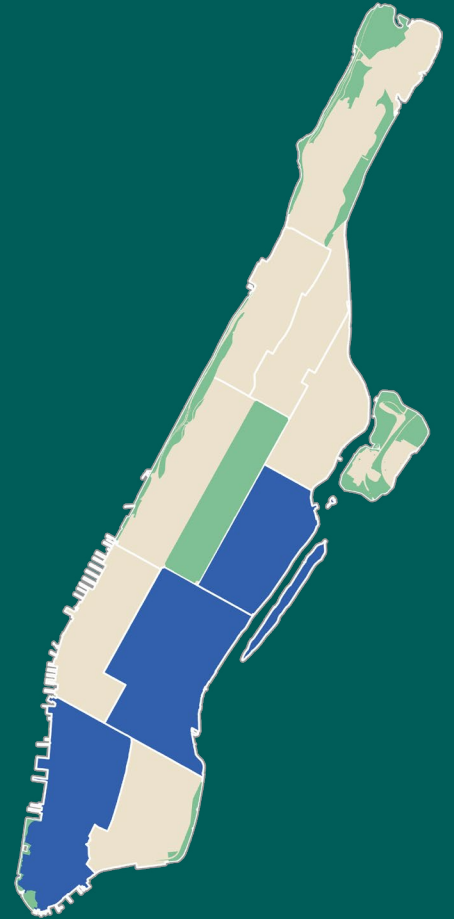
In 2023, the City Council passed the Fair Housing Framework (Local Law 167) into law, codifying a commitment to advance fair housing. The Framework calls for an assessment of the city's housing needs to be paired with five-year housing production targets, both citywide and by community district. Setting housing production targets at the community district-level—including affordable housing targets—will help guide future land use decisions and affordable housing investments to areas with the least low-cost housing today.

## Limited Affordability Areas

● Limited Affordability Areas (LAAs) by Public Use Microdata Areas (PUMAs)\*

Source: Where We Live NYC Report

\*Neighborhoods with the fewest number of total existing and recently turned over affordable rental homes based on American Community Survey data



# East 94<sup>th</sup> St Rezoning in Yorkville

Over the past decade, Yorkville has seen very little new housing, despite the neighborhood's excellent transit access and proximity to NYC Health + Hospitals/Metropolitan Hospital, an important job center.

In 2024, the City Council approved a rezoning of a manufacturing district along a portion of East 94<sup>th</sup> Street between Second and Third Avenues to permit new housing and map a Mandatory Inclusionary Housing Area. This will enable the development of a 46-story mixed-use building with approximately 483 homes, with at least 25 percent dedicated to income-restricted housing.



# Housing on City- or Government-Owned Sites



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**Strategy**

## On City-Owned Sites

The City owns a diverse real estate portfolio consisting of over 2,000 properties in Manhattan that houses dozens of agencies and other governmental institutions that provide essential services to New Yorkers. The uses supported by this portfolio include a wide range of community facilities (e.g. schools from pre-k through higher education, hospitals, fire and police stations, courthouses, libraries, museums, community centers), open spaces (e.g. parks, playgrounds, gardens), and heavier uses that support transportation infrastructure, waste management, and water management.

In Manhattan, the City has used its properties to create housing, open space, and economic development projects to serve a variety of goals. Examples include:

- **Essex Crossing:** This development is located on one of the largest stretches of undeveloped City-owned land in Manhattan, transforming parking lots into affordable housing, retail, offices, and community and green spaces in the Lower East Side.
- **Civic Hall:** This training and events hub for the city's tech sector is located in Union Square, offering 85,000 square feet of state-of-the-art classrooms and event spaces.
- **The Lower Manhattan Coastal Resiliency Project:** A plan to protect Lower Manhattan from inundation by rising sea levels and coastal storms, ensuring the area's continuity in serving residents, workers, visitors, and commuters who rely heavily on its transit network and want to remain in their neighborhoods.

Over time, these redevelopment efforts have brought new jobs and housing but have left less space for agencies to site new operations within the City-owned portfolio when the need arises. This is especially difficult for heavier uses because of increasing competition and a limited number of sites that are zoned for manufacturing. Some City-owned sites have little room to consolidate or reconfigure, and others, such as health clinics and schools, may need to preserve space for future expansions as needs evolve. When a City-owned site is identified for redevelopment, the project may be subject to a variety of regulatory processes such as the Uniform Land Use Review Procedure (ULURP) or LPC review if the building is a landmark.

Despite these challenges, the City can leverage tools to unlock sites for housing. First, some City-owned buildings are old and require significant capital investment. Timing those investments to coincide with redevelopment can help offset the costs required to prepare a site for housing.

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**"I loved that the public libraries are redeveloping libraries with affordable mixed space housing on top – that's amazing."**

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Second, where City uses are compatible with residential development—like schools and libraries—the City can leverage public-private partnerships to deliver facilities co-located with housing. Where limited City capital is available, the City can monetize more valuable land in Manhattan to offset the relocation or replacement required to advance a site for housing.

City agencies generally manage their own real estate portfolios and many of them regularly analyze their sites for potential co-location with other uses or for transferring unused development rights to support additional housing. There is no specific City agency responsible for the monitoring of the City’s entire real estate portfolio, understanding the varied operational needs, analyzing consolidation or co-location opportunities, or identifying unneeded sites for disposition or redevelopment. Even so, the City has undertaken several portfolio-wide efforts in recent years to expand housing opportunities. A recent example is Executive Order 43, which initiated the Citywide Housing Activation Task Force in 2024, requiring City agencies to review their land for potential housing sites. In addition, the City is currently looking at its own inventory of landmarked buildings to identify opportunities to transfer development rights which could facilitate more housing. The City should continue to evaluate its portfolio for opportunities to facilitate new housing.

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## WHAT WE HEARD

Many people urged the City to identify sites it owns that could be redeveloped as housing. There were also calls to identify opportunities to co-locate similar operations from different agencies which could help to free up sites for housing and to co-locate new housing with other City uses such as schools, libraries, healthcare facilities, and offices.

Many people shared specific sites to examine, including parking lots, storage facilities, and low-slung schools and libraries. Randall’s Island and Governors Island were also proposed as sites that have potential for more housing. There was a strong sentiment that housing produced on City-owned land be developed as mixed-income housing or 100 percent affordable housing.

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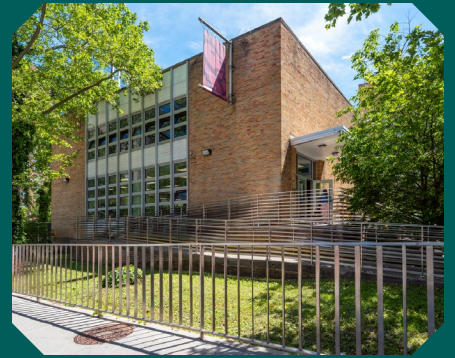
“Housing on top of libraries and museums and other ‘public goods’ seems very exciting to me... The more housing can make childcare, urban farming, physical exercise, and things like composting and education part of a community-building experience, the happier everyone will be, I think.”

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## Featured Project

# Bloomingdale Library

The New York Public Library, the Department of Health and Mental Hygiene (DOHMH), and the Economic Development Corporation have partnered to redevelop the two-story Bloomingdale Library and Riverside Health Clinic, located at 150 West 100<sup>th</sup> Street. This redevelopment project will deliver approximately 850 mixed-income homes, along with a new library branch, and off-site, modernized facilities for DOHMH.



65

## Featured Project

# 100 Gold Street

100 Gold Street is a nine-story office building currently in need of extensive repairs that houses several City agencies and organizations. In March 2025, EDC and HPD jointly issued a Request for Proposals (RFP) to redevelop the site into a mixed-income residential development. A developer was selected in December 2025, whose proposed project is expected to deliver approximately 3,700 mixed-income homes, including more than 900 permanently affordable units, created without any HPD subsidy.

The development will also feature approximately 40,000 square feet of new public open space and a purpose-built older adult center for the community. During construction, a temporary facility will be provided nearby to ensure uninterrupted services for the existing older adult center.



## Featured Project

# Inwood Library (The Eliza)

The Eliza includes 175 deeply affordable apartments and a new public library that is owned and operated by the New York Public Library. There is additional community programming including a 10,000 square-foot activities, culture, and training center as well as a new Universal Pre-K facility that is operated by the New York City Department of Education.



↑ Architectural Rendering of The Eliza

## Featured Project

# 388 Hudson Street

A vacant City-owned lot in Hudson Square is planned for redevelopment as a mixed-use building with 100 percent affordable housing co-located with a new multi-story NYC Parks Recreation Center. HPD and NYC Parks jointly issued an RFP and a developer was selected in December 2025. The proposed project will include hundreds of affordable homes and a new state-of-the-art recreation center.



The City's real estate portfolio also includes land managed by the New York City Housing Authority (NYCHA). NYCHA is the nation's largest public housing authority, serving primarily low-income residents with an average income of just over \$25,000. NYCHA employs many strategies to preserve existing housing and develop new homes, including the Permanent Affordability Commitment Together (PACT), the NYC Public Housing Preservation Trust, Comprehensive Modernization, Restore Rebuild, Transfer of Assistance, and Project Based Vouchers.

Many NYCHA developments are comprised of high-rises surrounded by underused spaces such as parking lots, service areas, and open land, or have large amounts of unused development rights. These sites offer opportunities for infill housing, leveraging long-term ground leases or selling unused development rights, or even more ambitious redevelopment scenarios—tools that can generate revenue for building repairs and create new housing and amenities for existing residents.

Implementing any of these approaches involves centering on resident engagement to involve the people who will be most impacted throughout the development process. Several regulatory approvals may also be needed, including the City's ULURP process or approval from the federal government.

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**WHAT WE HEARD**

Some participants urged the City to identify opportunities to create new housing through NYCHA properties, whether by adding infill development, transferring unused development rights to adjacent properties, or redeveloping existing buildings. Frequently cited goals included expanding public housing on-site, creating new housing nearby, rehabilitating and filling apartments for current NYCHA residents, generating revenue for improvements at existing buildings, and better integrating NYCHA campuses with their surrounding areas.

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"NYCHA housing has outdated parking lots when the future of Manhattan is more public transit. Reclaim those lots and build more affordable housing on them."

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"Redevelop NYCHA parking lots for mixed uses (including retail) and mixed-income housing, which could fund repairs or renovation of the existing housing."

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## NYCHA DEVELOPMENTS (SECTION 9)

77

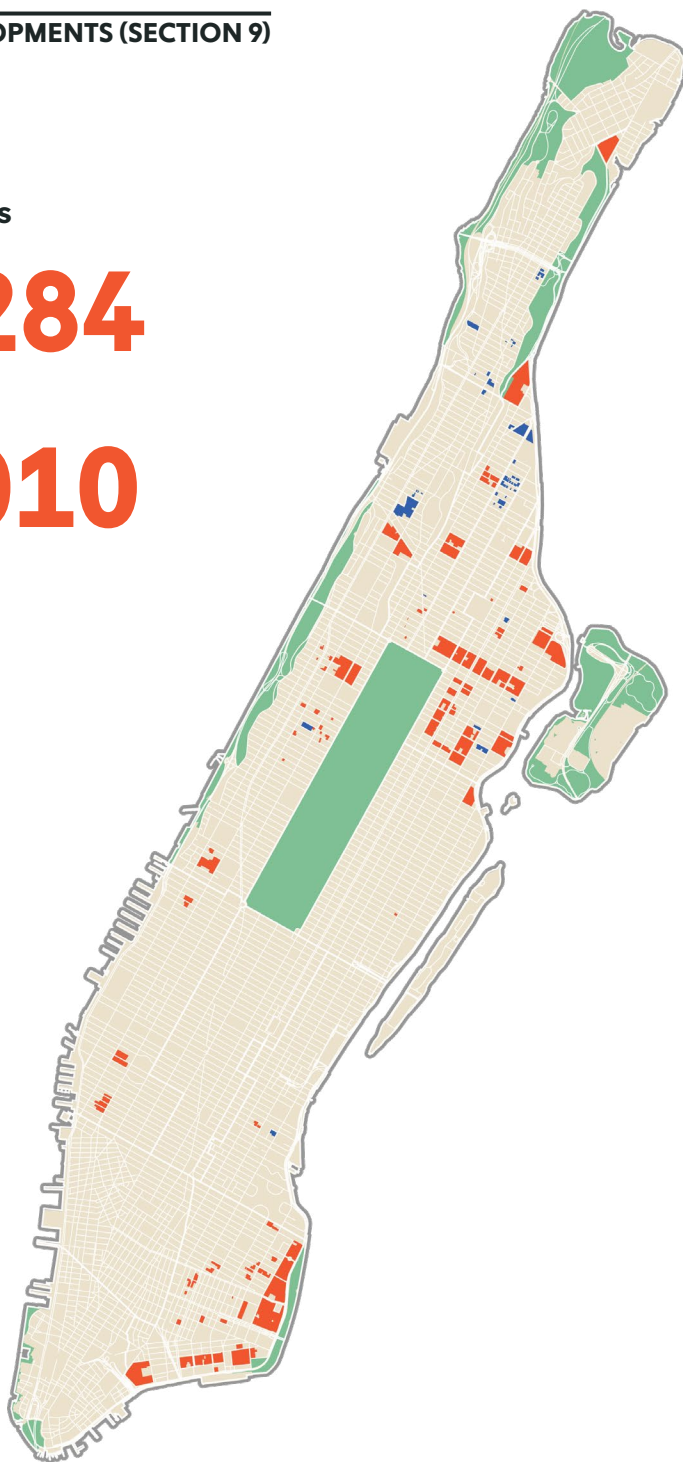
Developments

48,284

Apartments

91,010

Residents



## PACT DEVELOPMENTS (SECTION 8)

67

23

Developments

4,905

Apartments

8,569

Residents

“There have been conversations surrounding redeveloping NYCHA campuses, but beyond building on the sites, expanding NYCHA’s ability to transfer unused floor area to other sites might be a faster way to utilize that area.”

- NYCHA Developments
- PACT Developments

Source: NYCHA

## On State and Federal Sites

### State Sites

New York State, through the Empire State Development Corporation (ESD), regularly evaluates its real estate portfolio for redevelopment opportunities, often with a focus on housing. ESD is a public authority that can issue bonds to finance, construct, or operate development projects to achieve a wide range of policy objectives, including housing. A General Project Plan is an ESD-led project that can override local zoning regulations and is not subject to ULURP, but involves its own review process that includes City and public review.

There are several ongoing projects to redevelop state-owned sites being advanced by ESD, including the Lincoln Correctional Facility in Harlem, the Bayview Correctional Facility in Chelsea, the Jacob K. Javits Convention Center Site K, and the Intrepid Parking Lot. The State also has a long-term lease with the City for the majority of Roosevelt Island, which is assigned to another State entity, the Roosevelt Island Operation Corporation (RIOCI), that maintains and operates the island. Redevelopment on Roosevelt Island is governed by the island's General Development Plan.

### MTA Sites

The MTA is interested in transit-oriented development and allowing higher densities on their property, particularly if it presents an opportunity to expand transit infrastructure. Redevelopment of active MTA sites may offer unique opportunities to grow housing, but also presents unique engineering, operational, and financing challenges. In particular, any development must not adversely affect bus, subway, or rail service or the MTA's ability to keep its expansive fleet in a state of good repair.

### Federal Sites

With the exception of post offices, the federal government's portfolio is largely comprised of a small number of large properties such as courts and law enforcement buildings. These facilities have very specific security requirements that make relocation or co-location challenging, limiting options for disposal and redevelopment. Many post offices in Manhattan have already transferred unused development rights to other sites, are located in historic districts, or are individual landmarks. The operational logistics of vacating or relocating during construction presents significant disruptions that are not currently seen as viable.

“New housing could also help MTA support its capital program’s investments to improve service and address state of good repair needs.”

## WHAT WE HEARD

Many participants suggested the City should engage with the state, the MTA, and the federal government to identify opportunities to create more housing on sites they own or control. Suggestions included disposing of unneeded or underbuilt properties, co-locating operations with new housing, or relocating state and federal operations out of Manhattan.

Specific state sites that were mentioned included a variety of correctional facilities, the Marshalling Yards, Roosevelt Island, and the Manhattan Cruise Terminal. The types of MTA sites mentioned included parking garages, bus depots, and other facilities. Federally-owned post offices were also mentioned.

### FEATURED PROJECT

#### Intrepid Parking Lot

In 2025, the Empire State Development Corporation (ESD) issued an RFP to advance an ambitious plan to transform the Intrepid Museum's surface parking lot (located at 621 West 45<sup>th</sup> Street in West Clinton) into a high-density residential or mixed-use development.

The State requested proposals that included up to 18 FAR for residential uses, with 25 to 30 percent dedicated to permanently affordable, income-restricted housing. Respondents were encouraged to consider commercial and community uses that would support the neighborhood. The RFP also seeks to preserve the museum's parking rights to ensure their operations are maintained after redevelopment.



### FEATURED PROJECT

#### Roosevelt Island

The Governor, Mayor, and the RIOC recently announced an agreement to provide a short-term lease extension to RIOC. As a part of this extension, they will also take up a joint planning effort on Roosevelt Island. The City, State, and RIOC will launch a planning and community engagement process to identify community priorities and opportunities such as new housing and new infrastructure. The planning process will kick off in 2026 and will focus on opportunities at the steam plant site and at the NYC Health + Hospitals/Coler campus. Coler nursing home residents have been briefed and it will be important to ensure that the population served by Coler, and the unique services offered are at the center of the planning process for the northern tip of the island.



“When I walk by Roosevelt Island, it’s a beautiful place with open skies, green parks, and incredible views. We can keep all that park space people love while still adding the kind of dense housing the city badly needs. With smart planning, Roosevelt Island can grow without losing the character that makes it so special.”

## Strategy

# By Extending the Shoreline of Manhattan

While land reclamation has been done in the past, it has not occurred at scale since the Clean Water Act was established in 1972. Battery Park City was built on fill from the World Trade Center development, but environmental regulations largely prohibit similar actions today.

Today, large-scale land reclamation would require federal legislation to modify the Clean Water Act. Smaller scale land reclamation (typically referred to as “fill”) is more feasible. Examples of fill projects include efforts to rebuild bulkheads and harden the shoreline to enable waterfront development. Smaller-scale land reclamation initiatives can help to develop open space resources and resiliency investment that enable, support, or protect housing development, but may not be a viable way to create land for significant amounts of new housing.

The Financial District and Seaport Climate Resilience Plan will protect Lower Manhattan from daily tidal flooding and coastal storms through a multi-level flood defense system and new drainage infrastructure. The shoreline will need to be extended into the East River to ensure that the flood defense does not wall off the city from the water. The width of the shoreline extension was carefully determined to mitigate adverse impacts. While the shoreline extension presents unique challenges, it also offers opportunities to support ecosystems by providing habitats in water and on land and protects a growing residential neighborhood.

Although large-scale land reclamation strategies currently pose significant cost, engineering, and environmental hurdles, in the right location and with thoughtful planning, they have the potential to deliver a significant amount of new housing.

## WHAT WE HEARD

During engagement, some people shared suggestions to extend the land mass of Manhattan into the rivers and harbor to create space for new development. They noted that this should be done in a way that also protects the island against the effects of storm surge and sea level rise. Many comments referenced Battery Park City as an example of a large-scale land reclamation effort that supported a new neighborhood, a model that could potentially be replicated elsewhere in Manhattan.

“Expand and raise the island to prevent flooding in the future and build a couple of skyscrapers like the ones being built across the river in Queens and Brooklyn.”

“Land reclamation is compelling if it’s tied to resilience and sustainability and can produce a huge amount of housing.”

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**Strategy**

## On or Over Transportation Infrastructure

Manhattan already has examples of successful decking projects—most notably Hudson Yards, where development helped fund the 7-train extension, and the platform over I-95 between West 178<sup>th</sup> and 179<sup>th</sup> Streets. But decking over rail lines or highways sharply increases cost and complexity, often making projects financially or physically infeasible.

Narrowing or closing ground-level streets to create housing sites can be less complex than decking, but still presents challenges. Street closures for housing are rare, especially in Manhattan. But examples do exist, such as the discontinuation of streets to make way for campus-style housing developments like Stuyvesant Town in the 1940s.

Projects that involve building on or over transportation infrastructure require approvals from various rail and highway authorities as well as zoning approvals for development over railroad rights of way. City of Yes for Housing Opportunity made it easier to platform and develop over railroad rights of way or develop using air rights from adjacent rights of way on smaller sites. Building over an existing street generally requires de-mapping the street to officially remove it from the City Map, thereby creating a new site with development rights.

Removing a street from the transportation system may also have impacts to pedestrian and vehicular movement on surrounding streets and to access to light and air for existing adjacent buildings. These projects would require physical and environmental feasibility studies for topics like the required clearance from infrastructure, vibration control, structural support, ventilation, sound, waterproofing, maintenance access, resiliency, and flood vulnerability.

Despite these challenges, some sites may be more feasible than others and could deliver significant new housing if evaluated on a case-by-case basis.

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**WHAT WE HEARD**

Some participants suggested seeking opportunities to build homes on government land currently occupied by transportation infrastructure. They offered ideas for decking over open cuts and yards used for transportation infrastructure such as rail and highways, or by reclaiming land used for streets and roads for housing development.

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“There are a lot of roadways that were widened in the 1960s that could be narrowed and new lots created for housing.”

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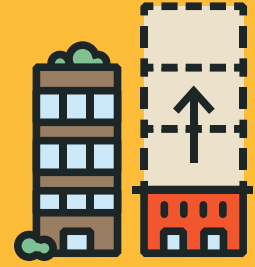


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“Brooklyn Battery Tunnel area roadways should be capped, creating massive space for high density housing.”

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# Housing on Private Sites



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**Strategy**

## On Underutilized Sites

Although most of Manhattan is developed and many vacant lots are small or irregularly shaped, there are remaining vacant and underutilized sites. Although the City cannot compel a property owner to redevelop their property, there are ways it can encourage development. In addition to changing zoning to allow greater residential development, for example, vacant lots below 110<sup>th</sup> Street are taxed at the higher “Class 4” commercial use rate.

In addition to vacant lots, automotive uses, self-storage facilities, low-slung retail buildings, movie theaters, warehouses, and accessory parking lots and garages appear to be prime candidates for denser development, but there are often zoning or economic factors that prevent redevelopment. A zoning revision to change permitted uses, increase density, or eliminate parking requirements could make redevelopment easier and spur the creation of more housing.

As shown on the map of Underbuilt Sites in Manhattan (p.74), there are different types of vacant and underdeveloped sites across the borough. Further study of why these sites remain underdeveloped could help the City identify zoning and non-zoning strategies to encourage redevelopment.

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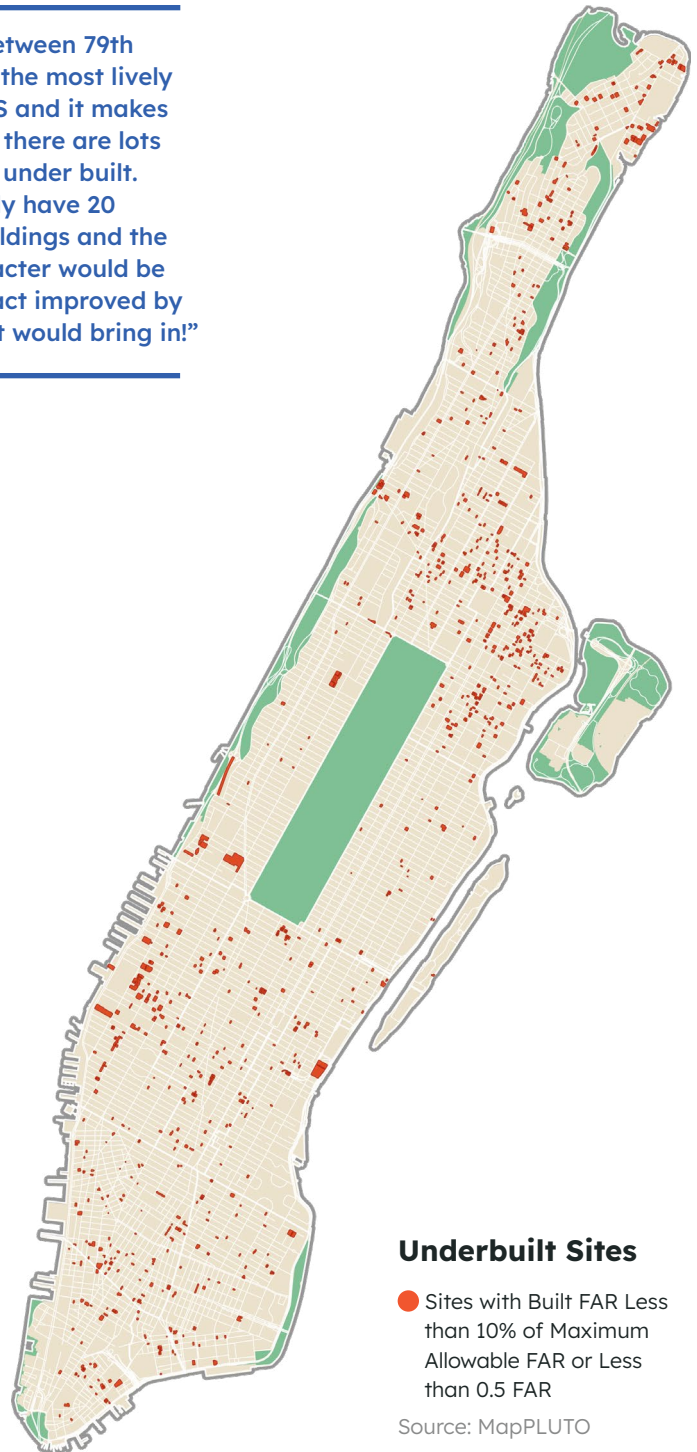
**WHAT WE HEARD**

Many people called for government to help “unlock” housing development on privately-owned sites that are currently underutilized. They described numerous underutilized properties including vacant sites, sites with abandoned and vacant buildings (both commercial and residential), auto-oriented sites (parking lots, car washes, auto repair, gas stations), as well as self-storage sites. They also cited one- and two-story retail and other underutilized low-scale commercial or industrial buildings.

Many people shared that these types of sites can reduce street activity and liveliness and called for the government to take a more proactive stance to encourage redevelopment of private sites. They suggested reaching out to property owners and leveraging tools to advance development, including zoning changes and tax policy.

“There are places in Manhattan that are inexplicably underdeveloped – lots of upper Broadway in Wash Heights or through parts of Second Ave that are still mostly commercial. It’s not always a clear answer why – may be ownership, unchanged zoning, limitations on tax incentives. Take a focused look at underdeveloped areas to identify constellation of factors that would change the incentives.”

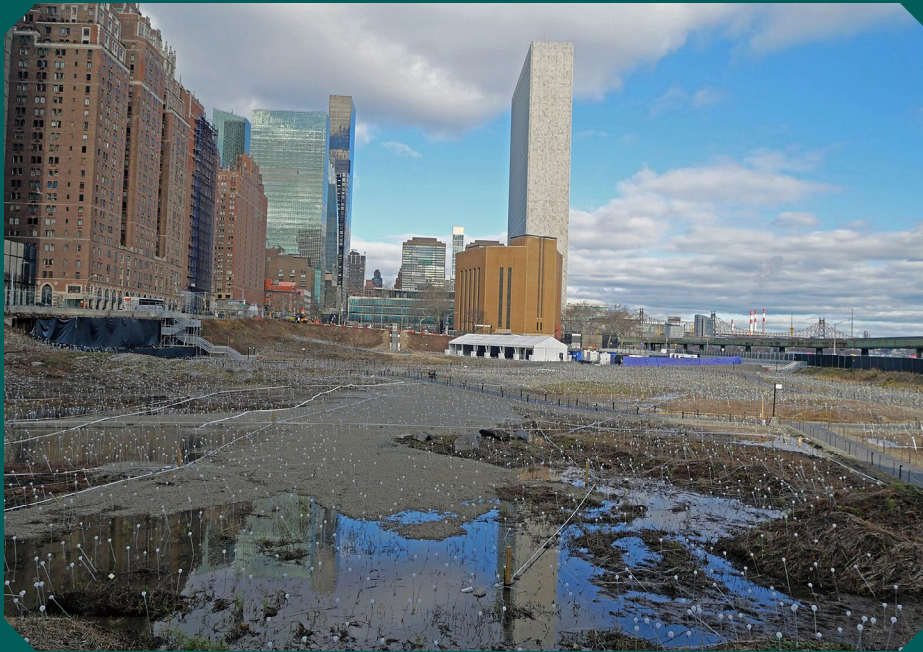
“Along Broadway between 79th and 80th... is one of the most lively corridors in the UWS and it makes no sense to me that there are lots that are so severely under built. Both lots could easily have 20 story residential buildings and the neighborhood character would be unaffected and in fact improved by the new neighbors it would bring in!”



## Featured Opportunity

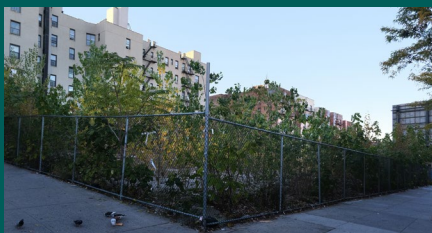
# Examples of Underbuilt Sites

## LARGE VACANT SITES



Soloviev Site/Freedom Plaza Site

The superblock along First Avenue between East 38<sup>th</sup> and East 41<sup>st</sup> Streets is the largest vacant site in Manhattan. It has been vacant since the 2007 demolition of the Con Edison Waterside Station. There have been several unsuccessful attempts to redevelop this site. In 2008, a special permit was approved to facilitate the development of nearly 2,000 homes across three residential towers but those plans did not materialize. In 2025, the owner of the site filed an application for a gaming facility license as part of a proposal to redevelop the site with a casino and a mixed-use development. That application did not advance.



Former Coliseum Theater (181<sup>st</sup> Street and Broadway)

This site is over 22,000 square feet and was the longtime home of the Coliseum Theater, a former cinema in the heart of Washington Heights. The building was demolished in 2019.



118-124 Tenth Avenue

118-124 Tenth Avenue is over 12,000 square feet and has been vacant since a low-slung retail development was demolished in 2019.

## LOW-SCALE RETAIL DEVELOPMENT

75



1- and 2-story Retail along Broadway near West 157<sup>th</sup> and 158<sup>th</sup> Street

Broadway between West 157<sup>th</sup> and 158<sup>th</sup> Street is an example of low-scale retail development along a major corridor that is also a wide street (150 feet wide), with the 157<sup>th</sup> Street 1-train located at the end of the block.

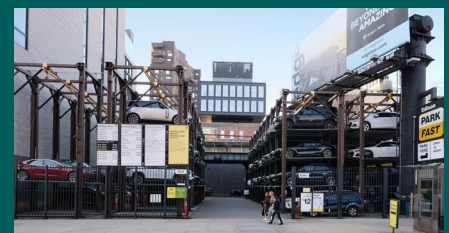
## LOW-SCALE AUTO-ORIENTED USES



334 East 109<sup>th</sup> Street

334 East 109<sup>th</sup> Street is over 15,000 square feet and home to a car wash. The site is within walking distance of the 6-train at 110<sup>th</sup> Street.

## SURFACE PARKING LOTS



Parking Structures on 10<sup>th</sup> Avenue and 20<sup>th</sup> Street

This is an example of a standalone parking lot at Tenth Avenue and West 20<sup>th</sup> Street.

## Strategy

# On Campuses and Large-Scale Sites

Large campus-like sites, or large lots with multiple buildings on them, often have significant parking facilities or other underused space in between buildings. These sites present an opportunity for substantial new housing by collaborating with property owners to add new “infill” housing.

Many of these campuses were built under old zoning and still have unused development rights available and underused space that could be turned into housing. Creating more housing on these large campuses could accomplish multiple goals: to create new homes and bring in additional revenue that could pay to fix existing buildings and breathe new life into community institutions.

The City has already made strides to encourage infill development on privately-owned campuses. Recently, City of Yes reduced the required distance between buildings and increased allowable heights to create new opportunities for development while still imposing height and open space standards that preserve campus character.

“The Village View Mitchell Lama complex rises amidst an immense sea of parking lots...This presents a great opportunity to improve land use by converting existing surface parking lots into new housing.”

### FEATURED PROJECT

#### Park West Village Infill (Columbus Square)

Park West Village on the Upper West Side is a 24-acre housing complex built in the 1950s as an urban renewal project. The campus contains seven buildings with approximately 2,500 rent-stabilized and condo units and a large open space.

Around 2010, five new buildings with approximately 700 homes, retail space, and designated space for community organizations, two schools, and a health center were developed on the campus as part of the Columbus Square development. While this infill project did not include income-restricted homes, there are now tools such as MIH that could provide increased affordability of future infill projects.

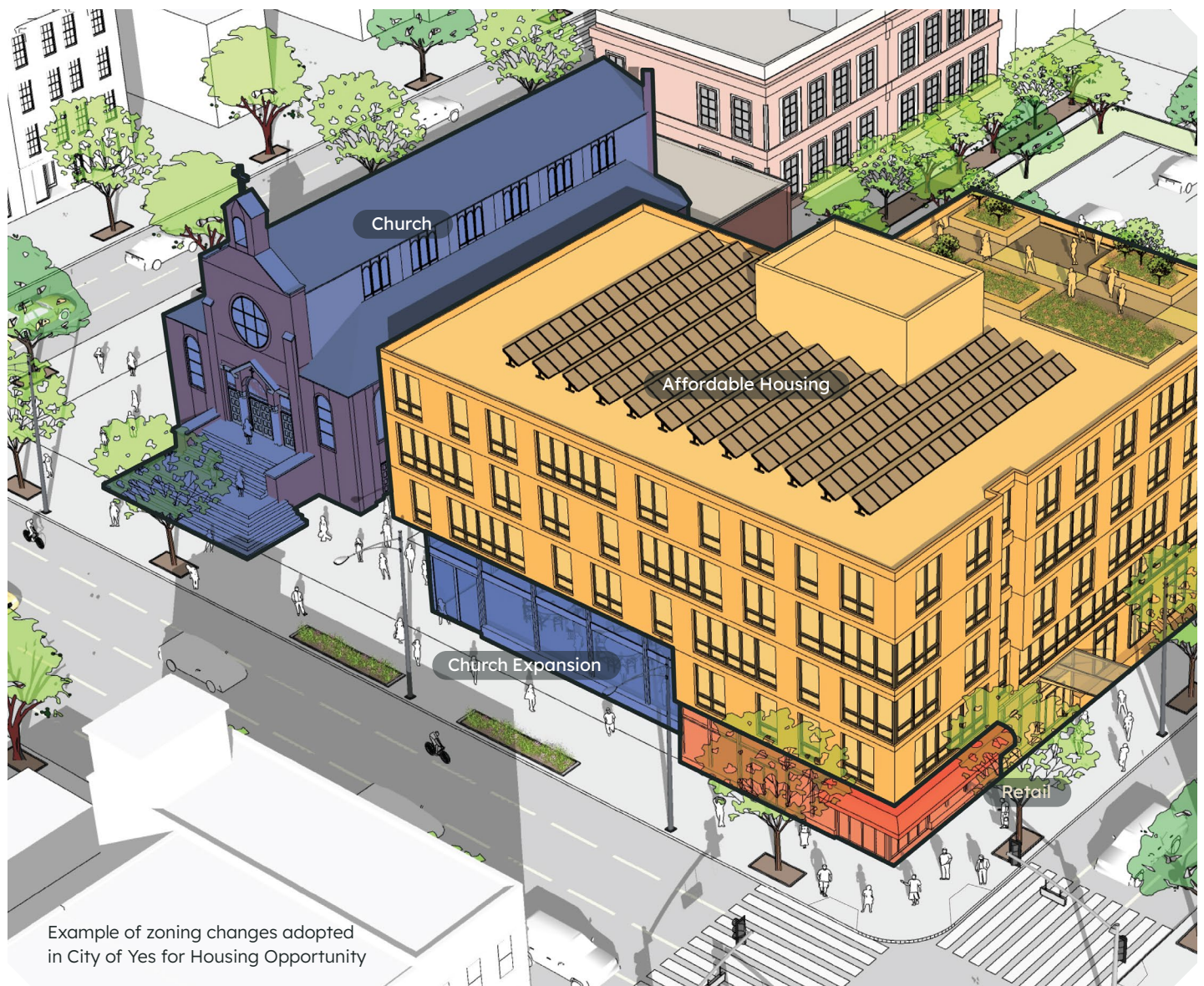


● Existing Buildings ● Infill Development

“Identify development opportunities for student and workforce housing on private hospital campuses”

## WHAT WE HEARD

Participants shared ideas about exploring housing opportunities on large scale sites and campuses. These large sites are often already developed but have remaining land for additional development including infill housing between buildings and replacing surface parking with housing. Some suggested specific sites including large residential campuses built in the 1940s and 1950s, various Mitchell-Lama developments, hospital or medical complexes, and private institutions such as universities.



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**Strategy**

## On Sites Appropriate for Commercial to Residential Conversions

Several recent initiatives have helped commercial buildings convert to housing. Prior to 2025, only commercial buildings built before 1961 were eligible for conversion to residential use. In 2024, City of Yes significantly increased the geography and eligibility of conversions to include existing buildings that are zoned for residential use and built before 1991. The City also runs the Office Conversion Accelerator program, which provides building owners with a single point of contact in city government to help ensure office conversion projects can be completed in a code-compliant and timely way. Also in 2024, New York State created a tax exemption for the conversion of a nonresidential building into multi-family residential called 467-m. In exchange for the tax incentive, buildings must set aside at least 25 percent of new housing units to be income-restricted at 80 percent Area Median Income (AMI) in perpetuity, subject to rent stabilization.

Due to these recent changes, conversions are likely to comprise a large share of new housing created in the borough in the coming years. However, there are limits to this potential. For instance, buildings with very large floorplates are difficult to retrofit while still providing enough windows to provide sufficient light and air for residential development and demand for offices to support the city's employment will limit the potential of conversions to support all of Manhattan's demand for new housing.

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“Take advantage of empty office buildings and turn them into housing”

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“Office buildings from Park to Third Avenue have space to spare post-pandemic. Even those companies that have on-site employees are taking up less footage than they used to via open plans where employees are sitting close enough to touch elbows. Make buildings mixed-use—residential and offices plus co-working spaces offered to residents who are working virtually.”

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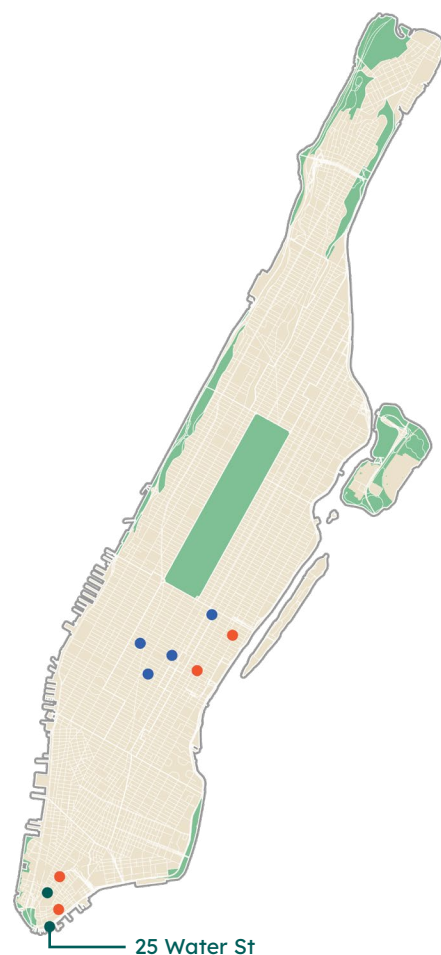
**FEATURED PROJECT****25 Water Street**

This was the first project in New York City to use the 467-m tax exemption. This building was an office building that lost tenants following flooding damage during Superstorm Sandy and the COVID pandemic. It converted into 1320 total apartments, 330 of which are income-restricted affordable.

**Commercial to Residential Conversion Projects Utilizing 467-m**

Status	Address	Total Units	Affordable Units
●	25 Water Street	1,320	330
●	55 Broad Street	571	143
●	77 Water Street	625	156
●	222 Broadway	798	200
●	229 East 42 <sup>nd</sup> Street	1,600	400
●	1011 First Avenue	420	105
●	135 East 57 <sup>th</sup> Street	400	100
●	29 West 35 <sup>th</sup> Street	107	27
●	6 East 43 <sup>rd</sup> Street	441	111
●	5 Times Square	1,250	313

● Completed    ● In Construction    ● Announced

**Map of 467-m Projects**

Source: NYC DCP

**WHAT WE HEARD**

One of the most frequent strategies shared suggested converting underutilized or vacant commercial buildings to different forms of housing. Participants brought up a variety of tools including zoning tools, tax incentives, historic tax credits, and fast-tracking regulatory procedures. Some noted that large commercial buildings might be well-suited to conversions to student housing, since the deep floorplates could accommodate shared spaces such as laundry and various types of community rooms.

# Development Process and Regulatory Environment



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**Strategy**

## Streamline City Agency Processes

Adding housing in New York City entails a lengthy and complicated process that involves many City agencies. For example, the Department of Buildings (DOB) is responsible for reviewing and approving building plans, permitting and licensing functions, and conducting inspections that allow buildings to be occupied. The Fire Department inspects and signs off on sprinkler systems. The Department of Environmental Protection reviews plans for asbestos abatement. The Department of Transportation reviews any improvements to a sidewalk, curb and paved roadway fronting the property like curb cuts, trees, utilities, and street drainage.

If a property owner needs a discretionary land use action such as a rezoning to facilitate their project, the Department of City Planning is responsible for guiding them through the process. This may require environmental review that could involve several other city agencies including the Department of Transportation, the Department of Environmental Protection, the Parks Department, and the Landmarks Preservation Commission.

In addition to time and money, these steps add uncertainty and risk as these projects are subject to the City's ULURP process. If a building includes affordable housing, developers must also work with HPD for financing or to comply with the housing lottery process. Additionally, if environmental permits or approvals are needed to ensure that a building complies with rules about hazardous materials, air quality, noise, stormwater, or construction protection for natural resources, the NYC Department of Environmental Protection, the Mayor's Office of Environmental Remediation, or NYS Department of Environmental Protection may also need to provide their own review and approval.

The City is committed to streamlining these processes. In 2022, DOB launched the Major Projects Development Program—a voluntary, fee-based program that facilitates large, complex development projects through a more streamlined process by assigning a dedicated DOB project coordinator to guide a project from pre-development through obtaining a Certificate of Occupancy. In 2022, the Building and Land use Approval Streamlining Taskforce (BLAST) made 111 recommendations for improving regulatory processes related to development. Many of these improvements involving DOB permitting and the land use approval process have already been implemented and others are underway. A change to the City Charter approved by voters in the 2025 election will allow the City to consolidate and digitize

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**“The entire development process is too long and cumbersome.”**

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the City Map, an important tool that today can add months or years to development timelines. Looking ahead, the Department of City Planning is working to implement a new, streamlined application process for simple zoning actions.

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**WHAT WE HEARD**

Several stakeholders expressed that the City’s processes for regulating development can be cumbersome and time-consuming, adding to the cost, complexity, and uncertainty of building housing. Suggestions were made to speed up development by consolidating similar efforts under one roof, facilitating coordination between different city agencies, and expediting routine approvals.

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“Loosen zoning requirements, streamline building processes, and build more market rate housing of various sizes to meet demand.”

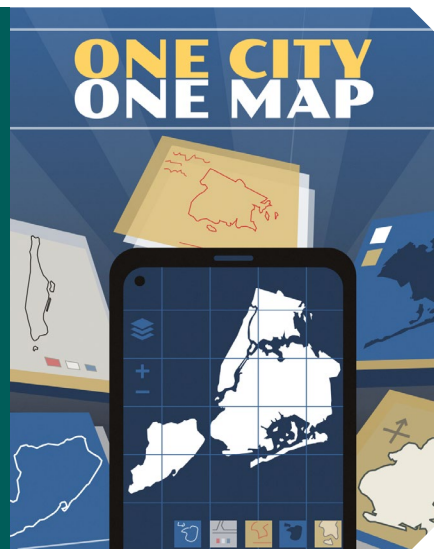
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**FEATURED PROJECT****Digitizing the City Map**

The City Map establishes the legally defined locations of street lines and widths, street names, and legal grades, as well as the locations of mapped parkland and public places. Today, the City Map consists of one map for each of the five boroughs, administered by the respective Borough President, totaling over 8,000 individual paper maps. Merely confirming jurisdiction on older maps can take months, and changing the City Map can take years, adding significant time and cost to affordable housing, resiliency infrastructure, and other vital projects.

In November 2025 NYC voters approved an initiative to consolidate and digitize the City Map under the jurisdiction of DCP. This Digital City Map, due in 2029, will allow processes that today take months or even years to occur nearly instantly.



↑ Source: Courtesy 2025 NYC Charter Revision Commission, Image credit Alfred Twu

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**Strategy**

## Streamline Affordable Housing Processes

Streamlining processes that apply to income-restricted affordable housing could help deliver these homes more quickly in Manhattan and across the boroughs. The process of building and leasing income-restricted affordable housing is overseen by HPD. Much new housing development in Manhattan includes City-sponsored or regulated affordable housing requiring HPD review and approval. To help facilitate these processes and implement changes delivered through City of Yes for Housing Opportunity, HPD received 95 new staff lines, and HPD and its partner agencies received \$2 billion in new capital investments for housing.

HPD routinely evaluates ways to streamline review and approval process while also ensuring that developers meet their obligations to provide affordable housing and abide by fair housing standards. For example, in 2023 HPD issued new design guidelines for new construction multifamily buildings to clarify the criteria used to evaluate proposed developments and help projects meet requirements. HPD is also upgrading Housing Connect (the application portal for affordable housing) and making it easier to list vacancies in existing affordable buildings—also known as re-rentals.

Many affordable developments also require zoning changes to maximize the efficiency of public subsidies and increase production—steps that can add significant time and cost. City of Yes removed zoning barriers and created new tools, such as the Universal Affordability Preference, making it easier to create housing as-of-right and add more income-restricted affordable housing.

Beyond zoning, recently approved City Charter revisions created a new fast track public process for affordable housing that allows the Board of Standards and Appeals to grant relief for publicly financed affordable housing projects. The fast-track process also expedites the development of affordable housing projects in the 12 community districts which have produced the lowest number of affordable housing units in the past five years. Recent analysis shows at least three may be in Manhattan.

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“[We need] a fast pass for approvals for both land use changes and permitting for developing affordable housing.”

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**WHAT WE HEARD**

Developers of both affordable and market rate housing advocated for changes to expedite review, permitting, and approvals for affordable housing. Specific suggestions included aligning application requirements across review agencies (Department of Housing Preservation and Development, Department of City Planning, and the New York State Homes and Community Renewal), streamlining the lease-up process for affordable units, expediting zoning changes for affordable housing, and creating more pathways for affordable micro-units.

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“Affordability is expensive, and there is a complicated lease-up process. In Ottawa, there is one lottery for all affordable housing, not project by project. Streamlining or reforming the lottery and lease-up process would be beneficial.”

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## Strategy

# Expand Funding Streams

Creating or preserving affordable housing requires significant capital investment. The city, state, and federal government each have a range of tools to financially support affordable housing, including providing low-cost financing, low-cost land, direct subsidy, and tax benefits. The City also dedicates a significant portion of its budget to direct subsidies and other resources to support the development and preservation of affordable housing.

However, many of these tools have limits. For example, the Low-Income Housing Tax Credit (LIHTC)—one of the most important financing mechanisms for affordable housing—reduces federal income tax liability via two types of credits: a nine percent credit, or a four percent credit, both of which are limited annually. Therefore, it is important to expand funding where possible and identify complementary financing sources to help maximize the amount of affordable housing that gets built.

“Increase incentives for inclusionary housing, together with [increased] funding for 100% affordable.”

### FEATURED PROJECT

#### BCTC & Cirrus Affordable Housing MOU

In 2024, the City of New York signed a memorandum of understanding with the Building and Construction Trades Council of Greater New York (BCTC), and Cirrus Workforce Housing Partners, LP (Cirrus) to facilitate the development of affordable housing, including workforce housing designed for essential workers. Pension funds affiliated with BCTC members and other Building Trade unions, along with Cirrus, have pledged more than \$100 million in an initial fundraising stage to invest in new housing and redevelopment projects.



↑ Rendering of Former Flushing Airport Proposal  
Source: S9 Architects

### WHAT WE HEARD

Multiple stakeholders called on the city, state, and federal government to increase funding for affordable housing development and preservation. Suggestions for innovative funding sources included creating a bank for low-interest loans for affordable housing, offering low-interest matching funds for developers with approved capital, investing pension funds in affordable housing, and expanding middle-income housing programs that require less subsidy.

“Increase funding for HPD programs.”

## Reform Environmental Review

Most new buildings in New York City are constructed “as-of-right” and adhere to existing codes and regulations. However, some projects need further review, such as when a property owner proposes something that zoning does not currently allow, seeks public financial assistance, or requires other governmental approvals. In these cases, the project may trigger an environmental review.

The city’s environmental review process, known as Citywide Environmental Quality Review (CEQR), evaluates whether a proposed project could affect the environment, infrastructure, or surrounding communities. Similarly, projects that receive state or federal funding or approvals may require a state or federal environmental review.

Environmental review can add as much two to three years of additional time to the development process, even though most reviews conclude that there is no potential for impact. This means that time and resources are spent inefficiently.

New York City is taking action streamline environmental review. In 2024, the City implemented Green Fast Track, which allows modest housing projects that meet certain environmental criteria to bypass environmental review. City agencies are also updating the CEQR Technical Manual (the document that provides guidance on CEQR procedures and analyses) to streamline and simplify environmental review.

Because CEQR builds on the minimum requirements set by state law, City efforts in reforming environmental review are limited by state regulations. Therefore, state legislation is needed to reform environmental review in more significant ways.

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“Reform  
environmental  
review at the  
state level.”

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## FEATURED PROJECT

### CEQR Data Hub

Until recently, initiating CEQR required manually collecting up to 180 data sets from a patchwork of city, state, and federal sources, and confirming that each one is up to date. The CEQR Data Hub streamlines this process by centralizing data sets in one place and providing clear instructions on how to use them. It also streamlines communication by offering a workbook to easily calculate population data that previously had to be requested from DCP staff.

## WHAT WE HEARD

Many stakeholders involved in housing development recommended streamlining the environmental review process to enable more housing production. Some offered very specific ideas, including having the state’s environmental review process mirror existing City relief for small projects, developing tools to automate standardized analysis, updating technical guidance so only projects that have could potentially have issues need to do analysis, and standardizing the process for identifying unknown potential environmental risks (“e-designations”).

**“Reform State SEQRA legislation: At a minimum, mirror the city’s type II rules for housing so that projects deemed to not need City review do not then need State review.”**

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**Strategy**

## Allow For More Small and Shared Apartments

In the first half of the 20th century, shared housing models—such as boarding houses and Single Room Occupancy (SRO) hotels—made up a significant and affordable share of New York City’s housing stock. But mid-century policies intended to improve housing quality ultimately prohibited the construction of new shared housing and sharply reduced the existing supply. In the decades since, this has forced many people who would prefer to live alone to instead live with roommates, and it has contributed to the homelessness crisis by limiting low-cost options for those who need them most.

Between 2013 and 2023, the number of small households (one or two adults) in New York City grew by 11.1 percent, an increase of 206,700 households. Over the same period, the city’s stock of small units (studios and one-bedrooms) grew by only 7.5 percent, or roughly 96,400 units. Meanwhile, the number of homes with four or more bedrooms increased by 8.3 percent (just over 21,300 units), even as the number of households with five or more people declined by 0.7 percent (a loss of almost 2,200 households).<sup>26</sup>

While recognizing the need for family-sized units, New York City is also taking steps to encourage the creation of smaller apartments. Barriers were removed through City of Yes, which eliminated the Dwelling Unit Factor (DUF)—a rule regulating average unit size—in most of Manhattan (CDs 1–8) and standardized it elsewhere in the city. Although DUF does not determine the minimum size of individual apartments (which is governed by the Housing Maintenance Code), it does regulate the average unit size within a building. As such, City of Yes reforms have made it much easier to build a building comprised solely of smaller apartments.

The Department of Housing Preservation and Development has also created a *Shared Housing Roadmap* that outlines the zoning, legislative, and policy changes required to relegalize shared housing, or units with private bedrooms but common kitchens and bathrooms. Council Member Erik Bottcher recently introduced legislation at the City Council that would change codes to allow for shared housing, in line with the *Shared Housing Roadmap*.

Further expansion of small and shared housing would require reforms to New York State’s Multiple Dwelling Law which sets statewide standards for the construction, maintenance, and occupancy of buildings with three or more units.

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“We need to consider micro-units, SROs, and smaller elevators because you could have much more volume and bring costs down.”

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## FEATURED PROJECT

### ShareNYC Project in East Harlem

ShareNYC is an LGBTQIA-affirming shared housing development coming to East Harlem that will provide affordable, supportive housing to unhoused young adults (ages 18 to 25). The 10-story building will have approximately 32 fully-furnished rooming units, and rent will include all utilities. The units are designed to encourage a sense of community and create a home-like environment. The building will include a rear yard with native plantings that will be open for resident use, and residents will also have access to onsite social services including the Ali Forney Center Life Skills Programming and Life Coaching Retreats.



Source:  
Ascendant  
Neighborhood  
Development

## WHAT WE HEARD

Many people spoke in favor of allowing smaller units and shared housing configurations to increase the amount of housing each development can deliver, create more affordable options for people who want to live alone, and offer opportunities for social interaction among neighbors. Suggestions included offering incentives, testing new financing models, and amending City and State codes to make smaller and alternative housing types easier to build.

A range of alternative housing models were also mentioned, including SRO and dorm-style housing with shared kitchens and bathrooms, co-housing with shared indoor and outdoor spaces, intergenerational housing with a mix of small and large units and common areas, micro-units, and new approaches to student housing.

“Legalize single room occupancy apartments. I am a student and would be willing to live in dorm style housing, but instead have to take a two bedroom away from a family who might need it (and share it with two other roommates).”

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**Strategy**

## Update the Building Code

The purpose of the Building Code is to protect health and safety in the construction and occupancy of housing. Sometimes, unintentionally restrictive or outdated building code requirements can stifle creative design and housing production. For example, requirements for the size or location of certain spaces, like bathrooms or stairways, can prevent the conversion of underused offices, warehouses, or other uses into living spaces. The City reviews the Building Code every five to six years to identify potential updates, in reference to the latest national standards. Potential changes must be approved by City Council and meet safety and accessibility standards.

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“Legalize housing and only require essential safety regulations, no other red tape.”

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**WHAT WE HEARD**

Many housing policy advocates and developers recommended reviewing aspects of the City’s building code that may unnecessarily constrain development, increase costs, or lead to duplicative reviews by multiple agencies. They offered a range of ideas aimed at reducing regulatory burdens to increase design flexibility.

Specific suggestions included modifying elevator size requirements, reducing minimum bathroom sizes, simplifying and relaxing single-stair rules, and updating noise attenuation standards to align with those used in environmental review to avoid additional technical analysis.

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“In terms of what the City can do, reduce regulations. Allow micro-studios, allow taller buildings with greater bulk by right, allow single-stair and change the Building Code to make building cheaper and easier.”

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# Alternative Development Models and Building Methods



## Strategy

# Promote Alternative Ownership and Management Models

New York has a rich history of creative housing ownership and management models. In the 1970s and 1980s, the City took ownership of distressed buildings and rehabilitated many of them over the years, giving tenants the chance to become limited-equity homeowners through Housing Development Fund Corporation (HDFC) cooperatives. Today, there are over 1,100 HDFC co-ops and, since 2014, HPD has preserved about 56,000 affordable homeownership units through co-op programs.

The Mitchell-Lama housing program is another notable program that was used to build a significant amount housing providing affordable rental and cooperative homes to moderate- and middle-income families between 1955 and 1978. While some developments have exited the program, remaining buildings are in high demand with long waitlists.

In recent years, Community Land Trusts (CLTs) have been formed in New York City. A Community Land Trust is a nonprofit organization that owns land and provides low- and moderate-income communities with shared equity homeownership opportunities. HPD has provided financing or is in the predevelopment phase for more than 1,200 units of affordable housing through CLTs.

Further efforts are underway to expand shared-equity models. City programs such as Affordable Neighborhood Cooperative and Open Door create new income-restricted co-ops, while recent State legislation (The Housing Affordability, Resiliency, and Energy Efficiency Investment Act of 2023) provides HPD with greater flexibility to finance affordable CLT projects.

Together, these approaches show the range of viable alternative ownership and development models for constructing new housing.

## WHAT WE HEARD

Many community members and advocates called for non-traditional forms of building ownership or and management of buildings to support the creation and operation of affordable housing and limited equity buildings. Many references were made to supporting Community Land Trusts and increasing opportunities for affordable homeownership.

“Expanding community land trusts can help ensure long-term affordability.”

“I want to make a plug for a “social housing development authority” as an aspirational tool that would help housing development.”

# Cooper Square Community Land Trust

In 2020, HPD provided rehab financing and a tax exemption to preserve the long-term affordability of over 300 units of housing on the Cooper Square CLT's land in the East Village which includes 21 buildings and 22 commercial units. These sites were originally acquired by the City between 1975 and 1989 either through condemnation proceedings or tax foreclosure. They were then disposed to Cooper Square Community Land Trust between 1994 and 2003 through HPD's Mutual Housing Program to be re-developed as affordable housing and commercial space.

94



Source:  
Cooper Square  
Committee

# El Barrio Community Land Trust

In 2020, HPD provided \$7.5 million in capital financing, four city-owned buildings, and startup support to help create a 36-unit affordable rental project in East Harlem. Under the East Harlem El Barrio CLT, a board of tenants, community members, and nonprofit leaders oversee the building management and operate the development as an affordable rental mutual housing association project. The buildings include apartments for mobility and vision-impaired residents and 10 percent of the units serve formerly homeless households.

↓ Source: Picture the Homeless



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**Strategy**

## Support Development by Non-Profits, Community-Based Organizations, and Faith-Based Organizations

Many non-profits, community-based organizations (CBOs), and faith-based organizations (FBOs) want to build affordable housing but face financial barriers or technical limitations to doing so. These groups often have deep ties to their neighborhoods and may control underutilized land, yet they lack the resources, development experience, or access to financing that private developers have. Providing these groups with targeted technical and economic assistance can help them overcome these hurdles and expand the pool of partners the City has in developing affordable housing.

HPD includes nonprofit participation requirements in several housing programs, such as the Supportive Housing Loan Program, which requires at least 50 percent nonprofit ownership. New initiatives, such as the MBE Guaranty Facility, will help Minority Business Enterprise developers, including nonprofits and FBOs, secure construction financing for affordable projects.

Recent zoning changes enacted through City of Yes also make it easier for FBOs and other community facilities to create housing on their properties if they choose to do so. These updates allow the conversion of former convents and schools into housing, enable new housing on campuses with available land, and expand the ability for landmarked buildings to transfer unused development rights.

City agencies like DCP and HPD are also working with the burgeoning technical support network for FBOs that want to develop their land, including Enterprise, Local Initiatives Support Corporation, Bricks & Mortals, New York State Council of Churches, and numerous smaller development consultants.

Beyond New York City, the Faith-Based Affordable Housing Act (S3397/A3647) is being considered by the State Legislature. If adopted, it would provide zoning allowances for development of housing on land owned by religious corporations, provided that the development provides affordable housing.

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**WHAT WE HEARD**

Many stakeholders from non-profits, community-based organizations, and faith-based organizations called for additional support in facilitating development on their properties.

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“Advance public-private partnerships with organizations that have land like faith-based organizations.”

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“If CBOs were developing housing themselves, dedicated support from a city agency would be helpful for entities that don’t typically do real estate development.”

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## Strategy

# Expand Use of Alternative Building Methods

In addition to facilitating more housing, the City is working to improve the environmental performance of all buildings, including new construction. This entails reducing carbon emissions, enabling circular construction practices, and accelerating the use of biobased materials for construction. In 2023, City of Yes for Carbon Neutrality updated zoning to make it easier for buildings to add solar panels and undertake climate-friendly retrofits.

Modular construction and other prefabricated methods may reduce some construction costs and disruptions, but face logistical challenges in Manhattan, including the lack of in-city fabrication facilities and transportation constraints. Modular construction is also typically more feasible for lower- to mid-scale buildings, limiting its impact on large-scale housing production.

Expanding the use of mass timber is key to achieving the City’s target to reduce carbon by 50 percent from new buildings, infrastructure, and major retrofits. The NYC Mass Timber Studio aims to broaden awareness, identify new opportunities, and speed up the use of mass timber practices in New York City. However, there are limitations to mass timber’s applications in Manhattan today, as building heights are limited to 85 feet and seven stories due to fire safety concerns.

## WHAT WE HEARD

Some participants saw promise in new building methods to not only provide new housing, but to reduce costs, increase efficiency and sustainability, and better respond to consumer demands. Examples frequently cited included Passive House standards, mass timber, and modular construction.

“Wherever housing might be proposed, it needs to move forward NYC’s and NYS’s commitments to steep carbon reductions, not further sink them.”

“Mass timber may not help you build faster, but it may help you build more housing and be closer to carbon neutral.”

“I know there are things like modular housing that are making construction itself cheaper. To have a chance of hitting the goal, we have to change the way we’re developing housing.”

## Featured Project

# Sendero Verde

Sendero Verde is an affordable housing development in East Harlem. It is the largest multifamily Passive House in the United States, offering healthy indoor air quality; superior thermal comfort; and high levels of energy efficiency, consuming only a small fraction of the energy used by conventional buildings to heat, cool and ventilate. The development contains over 700 apartments ranging from very low to moderate income, as well as 36 units for formerly homeless residents. It includes community space for the Union Settlement Association, retail, over 11,000 square feet of Greenthumb Community Gardens, and a courtyard that is open to the public.



↑ Source: NYC HPD

## Featured Project

# Mass Timber in East Harlem

15-21 West 124<sup>th</sup> Street is a seven-story residential building proposed to replace an existing concrete building with a mass timber structure. It features 35 units, generous amenities, and exposed timber elements in communal spaces, all aimed at creating a healthier, lower-carbon living environment.

The mass timber superstructure will achieve a 33 percent reduction in global warming potential compared to its concrete counterpart, with further improvements possible using recycled dry-assembly floor systems. The team worked closely with the NYC Department of Buildings to ensure code compliance, expressing optimism about the project's role in shaping a sustainable future for Harlem and serving as a model for mass timber adoption in dense urban environments.



↑ Source: NYCEDC

RED LOBSTER

APOLLO

RED LOBSTER

BANANA REPUBLIC

125 STREET  
Music & Fashion  
EXPLOSION



Burlington

APOLLO

THANK YOU  
COCA-COLA



05

# Appendix

- 1 Online Survey Results
- 2 List of Stakeholders Engaged
- 3 Endnotes

# Online Survey Results

100 The Manhattan Plan digitally engaged people through its website, [manhattanplan.nyc](http://manhattanplan.nyc). The website had two engagement tools: a multilingual survey and a digital mapping tool. The multilingual survey (offered in English, Spanish, and Simplified Chinese) had users share their experience with housing, how they made decisions related to housing, and ideas on how to create more housing in Manhattan. The digital mapping tool invited users to share specific ideas for where housing should be added at the census tract level.

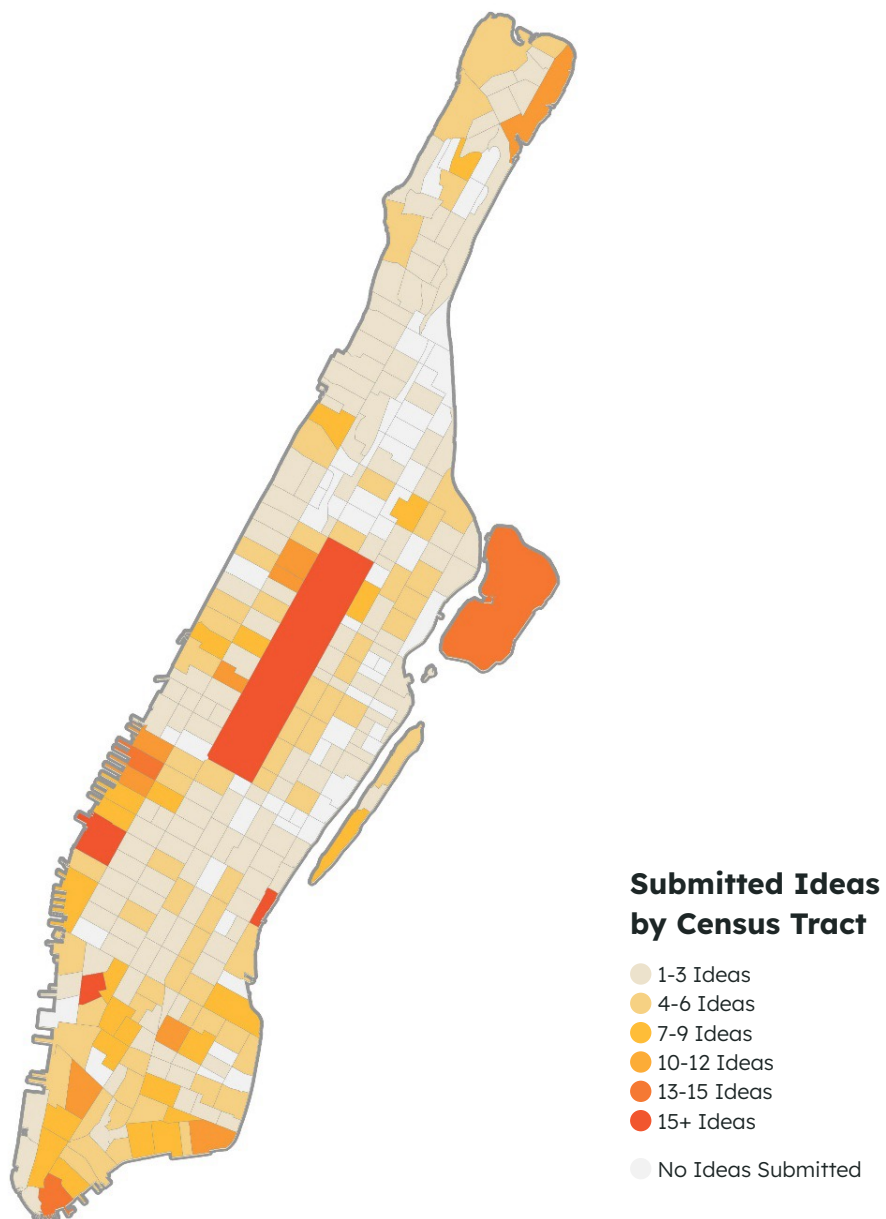
This section provides the online survey and digital mapping results separated into All Respondents and Manhattan Respondents, where Manhattan Respondents were determined by the Zip Codes users provided. Answer choices have been sorted in order of most to least frequent. Required questions are noted with an asterisk.

## Survey Language Selected by Respondent

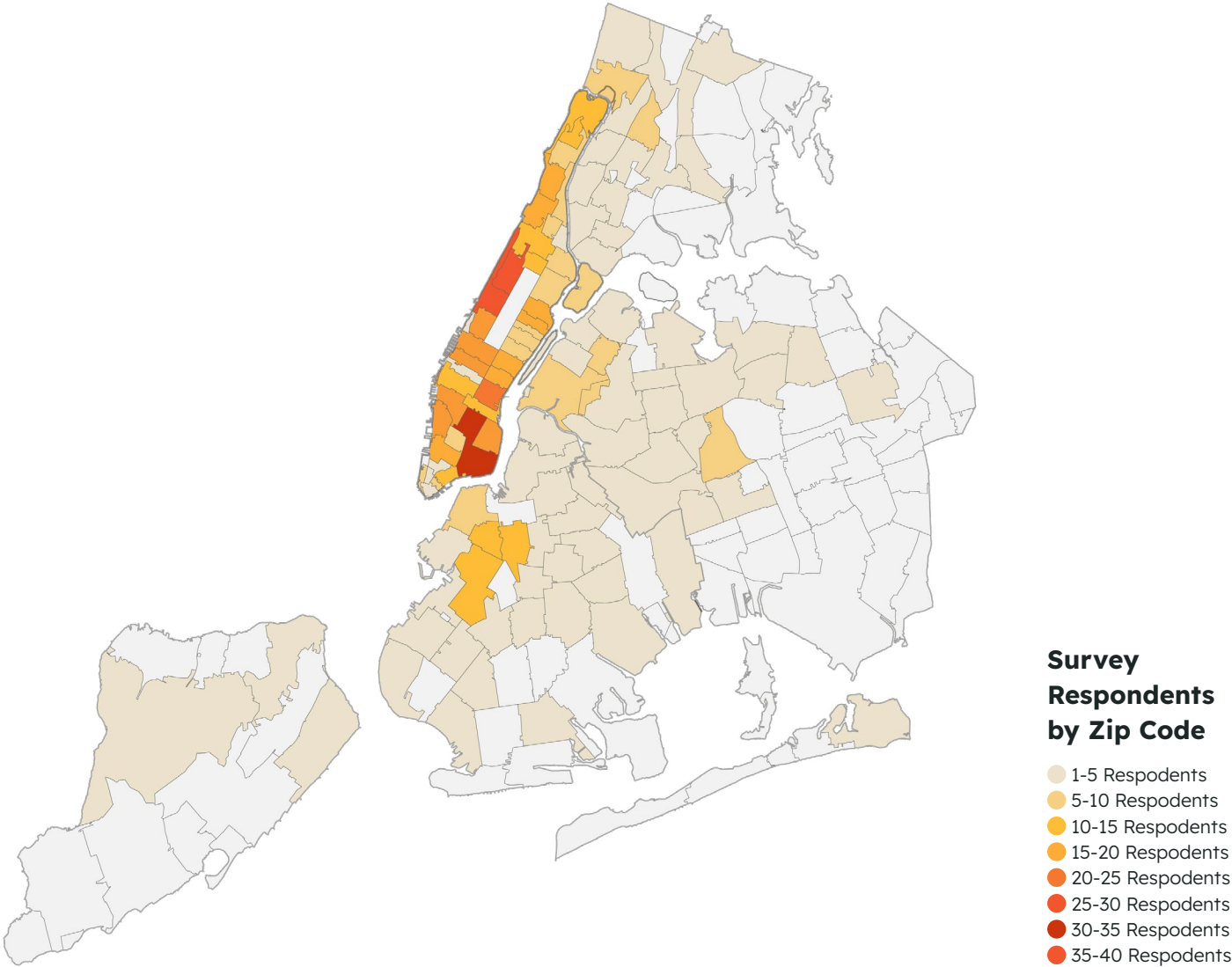
	All Respondents		Manhattan Respondents	
	Count	Percent	Count	Percent
English	774	85%	616	92%
Spanish	119	13%	48	7%
Chinese	13	2%	8	1%
Total	907		673	

## Digital Mapping Tool: Where you want to see more housing in Manhattan?

101



Question 1: Enter Your Zip Code\*



**Question 2: Do you rent or own your home?\***

	All Respondents		Manhattan Respondents	
	Count	Percent	Count	Percent
Rent	612	68%	423	63%
Own	294	32%	249	37%
Total Responses	906		672	

**Question 3: Do you currently pay more than 30% of your income on housing costs?\***

	All Respondents		Manhattan Respondents	
	Count	Percent	Count	Percent
Yes	440	50%	312	46%
No	361	40%	289	43%
Not Sure	96	10%	67	10%
Total Responses	906		672	

**Question 4: Please select the main reason(s) you chose to live in your current neighborhood: (Select at least 1 option, up to a total of 3)\***

	All Respondents		Manhattan Respondents	
	Count	Percent	Count	Percent
Convenient Location for Daily Life	427	48%	338	50%
Found an Apartment I Could Afford	385	43%	277	41%
Found an Apartment that Suited My Needs	359	40%	271	40%
Close to Neighborhood Services and Amenities	236	26%	193	29%
Close to Friends or Family	133	15%	107	16%
To Be Part of a Community Like Me	121	13%	93	14%
Other	72	8%	54	8%
Not Sure	96	10%	67	10%
Total Responses	906		672	

\* denotes a required question

**Question 5: Please select any tradeoffs you made in order to live in your current neighborhood (Select all that apply)\***

	All Respondents		Manhattan Respondents	
	Count	Percent	Count	Percent
Adjusted Apartment Size Expectations	378	42%	289	43%
Adjusted Other Apartment Expectations	367	41%	286	43%
Spend Less On Other Needs	250	28%	196	29%
Live With Others (Roommates)	101	11%	66	10%
Gave Up A Car	71	8%	54	8%
Live With Parents or Relatives	64	7%	43	6%
Changed Job, School, Childcare	21	2%	13	2%
Other	105	12%	80	12%
Total Responses	906		672	

**Question 6: How have housing costs impacted your decision-making (Select all that apply)?\***

	All Respondents		Manhattan Respondents	
	Count	Percent	Count	Percent
Seriously Considered Leaving Neighborhood	305	34%	214	34%
Seriously Considered Leaving NYC	296	33%	210	34%
Seriously Considered Leaving MN	243	27%	194	31%
Housing Cost Is Not A Primary Factor	104	11%	82	13%
Never Seriously Considered Leaving MN	101	11%	42	7%
Left MN Due to Housing Costs	73	8%	14	2%
Left NYC Due to Housing Costs	10	1%	6	1%
None Of The Above	182	20%	158	25%
Not Sure	96	10%	67	10%
Total Responses	906		672	

**Question 7: Please rank how important it is for you to live within a 15-minute walk of the following:**

	All Respondents		Manhattan Respondents	
	Count	Percent	Count	Percent
Public transportation	403	47%	289	47%
Daily shopping needs	143	17%	108	18%
Your job	71	8%	46	8%
Schools or childcare	52	6%	36	6%
Food and dining options	42	5%	31	5%
Family and friends	39	5%	26	4%
Healthcare	18	2%	10	2%
Entertainment and cultural venues	16	2%	7	1%
A public park, the waterfront, or a greenway	10	1%	0	0%
Total Responses	863		609	

**Question 8: What neighborhood in Manhattan would you most like to live in?**

All Respondents			Manhattan Respondents		
Neighborhood NTA	Count	%	Neighborhood NTA	Count	%
Upper West Side (Central)	90	10.1%	Upper West Side (Central)	70	11.2%
West Village	87	9.7%	West Village	61	9.8%
Greenwich Village	65	7.3%	Greenwich Village	45	7.2%
Chelsea-Hudson Yards	53	5.9%	Chelsea-Hudson Yards	40	6.4%
East Village	39	4.4%	Gramercy	30	4.8%
Lower East Side	39	4.4%	Lower East Side	28	4.5%
Financial District-Battery Park City	38	4.3%	Upper West Side-Lincoln Square	27	4.3%
Gramercy	35	3.9%	Financial District-Battery Park City	26	4.2%
Upper West Side-Lincoln Square	35	3.9%	East Village	23	3.7%
Upper East Side-Yorkville	27	3.0%	Upper East Side-Yorkville	23	3.7%
Tribeca-Civic Center	26	2.9%	Tribeca-Civic Center	21	3.4%

\* denotes a required question

## Question 8 (Cont.)

All Respondents			Manhattan Respondents		
Upper West Side-Manhattan Valley	25	2.8%	Upper West Side-Manhattan Valley	20	3.2%
Midtown South-Flatiron-Union Square	21	2.4%	Murray Hill-Kips Bay	16	2.6%
Upper East Side-Lenox Hill-Roosevelt Island	20	2.2%	Midtown South-Flatiron-Union Square	14	2.2%
Upper East Side-Carnegie Hill	19	2.1%	Upper East Side-Carnegie Hill	14	2.2%
Murray Hill-Kips Bay	18	2.0%	Upper East Side-Lenox Hill-Roosevelt Island	13	2.1%
East Midtown-Turtle Bay	16	1.8%	Hell's Kitchen	12	1.9%
Hell's Kitchen	15	1.7%	Chinatown-Two Bridges	11	1.8%
Washington Heights (North)	15	1.7%	East Midtown-Turtle Bay	10	1.6%
Washington Heights (South)	14	1.6%	Washington Heights (North)	9	1.4%
Chinatown-Two Bridges	14	1.6%	Harlem (South)	9	1.4%
Inwood	13	1.5%	Hamilton Heights-Sugar Hill	7	1.1%
Hamilton Heights-Sugar Hill	13	1.5%	SoHo-Little Italy-Hudson Square	7	1.1%
Midtown-Times Square	12	1.3%	Washington Heights (South)	5	0.8%
Harlem (South)	12	1.3%	Midtown-Times Square	5	0.8%
Inwood Hill Park	10	1.1%	Inwood Hill Park	5	0.8%
SoHo-Little Italy-Hudson Square	10	1.1%	East Harlem (South)	5	0.8%
Harlem (North)	9	1.0%	The Battery-Governors Island-Ellis Island-Liberty Island	4	0.6%
East Harlem (South)	8	0.9%	Harlem (North)	4	0.6%
The Battery-Governors Island-Ellis Island-Liberty Island	7	0.8%	Inwood	3	0.5%
United Nations	5	0.6%	United Nations	3	0.5%
East Harlem (North)	4	0.5%	Stuyvesant Town-Peter Cooper Village	3	0.5%
Manhattanville-West Harlem	4	0.5%	East Harlem (North)	2	0.3%

**Question 8 (Cont.)**

All Respondents			Manhattan Respondents		
Morningside Heights	3	0.3%	Manhattanville-West Harlem	2	0.3%
Stuyvesant Town-Peter Cooper Village	3	0.3%	Morningside Heights	2	0.3%
Randall's Island	2	0.2%	Highbridge Park	1	0.2%
Highbridge Park	2	0.2%	Randall's Island	0	0.0%
Other	19	2.1%	Other	10	1.6%
Total Responses	894		Total Responses	624	

**Question 9: What housing types would you most like to see more in Manhattan (Select up to 3)?**

	All Respondents		Manhattan Respondents	
	Count	Percent	Count	Percent
Family-Sized Apartments	481	53%	328	53%
Apartments to Live Alone	355	39%	257	41%
Apartments for 2 People	320	35%	230	37%
Permanent Supportive Housing	312	34%	205	33%
Senior Housing	239	26%	189	30%
Other	70	8%	56	9%
Total Responses	906		672	

**Question 10: Do You Have Ideas About How To Create More Housing?**

	All Respondents		Manhattan Respondents	
	Count		Count	
Total Responses	868		624	

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# List of Stakeholders Engaged

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## Complete List of Stakeholders and Organizations Engaged

- American Institute of Architects
- American Institute of Architects Housing Committee
- Apex Building Group
- Asian Americans for Equality
- Association for Neighborhood and Housing Development
- Breaking Ground
- Building and Construction Trades Council of Greater New York
- Center for Independence of the Disabled, New York
- Chinese-American Planning Council
- Citizens Housing and Planning Council
- City University of New York
- Civitas
- Columbia University Graduate School of Architecture, Planning and Preservation
- Community Preservation Corporation
- Cozen O'Connor
- Curtis + Ginsberg
- Dattner Architects
- Diller Scofidio + Renfro
- Douglaston Development
- Extell Development
- Fogarty Finger
- Fried Frank
- Gensler
- Gotham Organization
- Grand Central Partnership
- Hill West
- Hispanic Federation
- Historic Districts Council
- Homeless Services United
- HR&A Advisors
- Herbert Smith Freehills Kramer
- Joy Construction
- Kohn Pedersen Fox
- L+M Development Partners
- LiveOn New York
- Local 32BJ (SEIU 32BJ)
- Local Initiative Support Corporation
- MAG Partners
- Magnusson Architecture and Planning
- Manhattan Business Improvement Districts
- Manhattan Chamber of Commerce
- Marvel
- Monadnock Development
- Municipal Arts Society
- National Zoning Atlas
- New York Building Congress
- New York City Central Labor Council, AFL-CIO
- New York Housing Conference
- New York Landmarks Conservancy
- New York League of Conservation Voters
- New York State Association for Affordable Housing
- New York University
- NYU Furman Center
- Open NY
- Partnership for New York City
- Phipps
- Preservation League of New York State
- Project Renewal
- Real Estate Board of New York
- Regional Plan Association
- Services for the Underserved
- SHoP Architects
- Skidmore, Owings & Merrill
- Stantec
- Tech:NYC
- TF Cornerstone
- The Health & Housing Consortium
- Times Square Alliance
- Tishman Speyer

- Transportation Alternatives
- Trinity Church
- Union Square Partnership
- Urban Design Forum
- Van Alen Institute

- Assemblymember Harvey Epstein (District 74)
- Assemblymember Tony Simone (District 75)
- Congressman Jerry Nadler (District 12)
- Congressman Dan Goldman (District 10)

### **COMMUNITY BOARD LEADERS**

- Manhattan Community Board 1
- Manhattan Community Board 2
- Manhattan Community Board 3
- Manhattan Community Board 4
- Manhattan Community Board 5
- Manhattan Community Board 6
- Manhattan Community Board 7
- Manhattan Community Board 8
- Manhattan Community Board 9
- Manhattan Community Board 10
- Manhattan Community Board 11
- Manhattan Community Board 12

### **ELECTED OFFICIALS**

- Borough President Mark Levine
- Council Member Chris Marte (District 1)
- Council Member Carlina Rivera (District 2)
- Council Member Erik Bottcher (District 3)
- Council Member Keith Powers (District 4)
- Council Member Julie Menin (District 5)
- Council Member Gale Brewer (District 6)
- Council Member Diana Ayala (District 8)
- Council Member Yusef Salaam (District 9)
- Council Member Carmen De La Rosa (District 10)
- Senator Brian Kavanaugh (District 27)
- Senator Liz Krueger (28th District)
- Senator Brad Hoylman-Sigal (47th District)
- Assemblymember Micah Lasher (District 69)
- Assemblymember Jordan Wright (District 70)
- Assemblymember Alex Bores (District 73)

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# Endnotes

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- 1 United States Census Bureau, American Community Survey, 2019-2023 American Community Survey 5-Year Estimates, Table B25070.
- 2 United States Census Bureau; American Community Survey, 2019-2023 American Community Survey 5-Year Estimates, Table B25003.
- 3 Federal Reserve Bank of St. Louis; 2023; NYS DOL QCEW 2000-2024 Q4
- 4 Ibid
- 5 United States Census Bureau; American Community Survey, 2019-2023 American Community Survey 5-Year Public Use Microdata Samples
- 6 United States Census Bureau; American Community Survey, 2018-2022 American Community Survey 5-Year Estimates, Table B08201.
- 7 New York City Department of City Planning.
- 8 GIS calculations using New York City Department of Parks and Recreation; Walk-to-a-Park Service Area data
- 9 StreetEasy. StreetEasy Data Dashboard.
- 10 New York City Rent Guidelines Board. 2024 Income and Affordability Study. 2024.
- 11 New York City Housing Preservation and Development. New York City Housing and Vacancy Survey (NYCHVS), 2023 NYCHVS Public Use Files.
- 12 New York City Department of City Planning, Internal Calculations.
- 13 New York City Housing Preservation and Development. Affordable Housing Production by Building. New York City Open Data. Last updated October 2025.
- 14 New York City Housing Preservation and Development.
- 15 New York City Housing Preservation and Development; New York City Housing and Vacancy Survey (NYCHVS), 2023 NYCHVS Public Use Files.
- 16 Ibid
- 17 New York City Department of City Planning.
- 18 Landmarks Preservation Commission. Individual Landmark and Historic District Building Database. New York City Open Data.
- 19 New York City MapPLUTO
- 20 Been, Vicki, Ingrid Gould Ellen, Michael Gedal, Edward Glaeser, and Brian J. McCabe. Preserving history or hindering growth? The heterogeneous effects of historic districts on local housing markets in New York City. The Furman Center, 2014.
- 21 New York City Department of City Planning, Housing Database 2024 Q4
- 22 Pietrus, Matthew. "Homes Are Vanishing From NYC's Wealthiest Neighborhoods, and It's Worse Than We Thought." Next City, August 31, 2023
- 23 New York City Department of City Planning, Housing Database 2024 Q4
- 24 Ibid
- 25 Been, Vicki, Brad Greenburg, and Rohan Iyer. What the Charter Revision Commission's Ballot Proposals May Mean for New York City's Housing Production. The Furman Center, 2025.
- 26 United States Census Bureau, American Community Survey, 2019-2023 American Community Survey 5-Year Estimates, Table B11016.

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# Glossary

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# Glossary

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Term	Definition
Affordable	Under long-established federal standards, a home is considered affordable if it costs less than 30 percent of a household's income. Naturally affordable housing meets this measure when it's available on the open market. Income-restricted affordable housing – which is created through tax incentives or public subsidies – requires households to meet a legally-defined income to qualify for the housing.
Area Median Income (AMI)	A measure of affordability determined yearly by the U.S. Department of Housing and Urban Development. AMI determines the eligible income levels for affordable housing. In New York City, this measure is adjusted based on local market rents.
Building Code	Common name for the New York City construction codes that, along with the Zoning Resolution, regulate building construction in the city. These codes – for plumbing, building, mechanical, fuel gas, and energy conservation – are administered by the Department of Buildings (DOB).
Central Business District (CBD)	A common term for the city's primary employment centers in Manhattan below 59 <sup>th</sup> Street, particularly the high-density office districts in Midtown and Lower Manhattan.
Certificate of Occupancy (CO)	A Certificate of Occupancy (CO) states a legal use and/or type of permitted occupancy of a building. No one may legally occupy a building until the Department of Buildings has issued a CO or Temporary Certificate of Occupancy (TCO).

Term	Definition
Comprehensive Modernization	A NYCHA program to advance major renovations across building exteriors, multiple building systems, building and apartment interiors, and site and grounds improvements, through a single, integrated project. Comprehensive Modernization (Comp Mod) allows buildings to be renovated more quickly with better value for money than through multiple smaller capital projects. Properties that undergo Comp Mod remain in the Section 9 program.
Dwelling Unit Factor (DUF)	A number by which permitted residential floor area is divided to calculate and regulate the maximum number of dwelling units permitted in a building.
E-Designation	A special zoning label placed on a property as part of a discretionary action that requires specified environmental issues be addressed before a building is constructed or enlarged or the use of the land changes.
Floor Area Ratio (FAR)	A measurement used to regulate how much floor space can be built on a lot. FAR is the ratio of a building's floor area to the size of the lot it sits on. Each zoning district specifies a maximum FAR for various building types.
Historic Landmark	Buildings designated by the NYC Landmarks Preservation Commission (LPC) for having special historical or aesthetic interest. Demolition of landmarks is typically prohibited, and alterations often require review and approval by the LPC.
Housing Choice Vouchers	A rental subsidy program, also known as Section 8, that provides vouchers to eligible low- and moderate-income families to rent housing in the private market.

Term	Definition
Housing Development Fund Corporation (HDFC) cooperatives	Buildings acquired by the City in the 1970s and 1980s through tax foreclosure were subsequently renovated and sold to tenants as Limited-Equity Cooperatives.
Limited-Equity Cooperative	Housing that is owned cooperatively through shares in a non-profit corporation and the resale value is limited to preserve affordability. Limited equity co-ops typically require lower down payments and tenants must qualify as low- or moderate-income.
Mandatory Inclusionary Housing (MIH)	A zoning provision that requires a share of new housing in areas rezoned for higher residential density to be permanently affordable to low- and moderate-income households. The required amount of affordable housing and income levels vary based on several options specified in the Zoning Resolution.
Neighborhood Tabulation Areas (NTAs)	Statistical geographies for reporting Census Bureau data that roughly correspond with many neighborhoods commonly recognized by New Yorkers.
NYC Public Housing Preservation Trust	Public Housing Preservation Trust (the Trust) is a State-created public entity established in 2022 that can issue bonds to fund comprehensive renovations of NYCHA buildings. NYCHA remains permanent owner of the land/buildings and enters into a long-term ground lease with the Trust to secure federally funded Project-Based Section 8 vouchers. The Trust preserves affordability and resident rights. NYCHA continues to manage the property after conversion. Residents opt in to the Trust, serve on the publicly appointed nine-member board, and are active partners during renovation projects.

Term	Definition
Permanent Affordability Commitment Together (PACT)	Permanent Affordability Commitment Together (PACT) is a program that allows NYCHA to unlock funding to complete comprehensive repairs or build new, modern homes at NYCHA properties. Through PACT, developments are included in the federal Rental Assistance Demonstration (RAD) and transition to a more stable, federally funded program called Project-Based Section 8. PACT ensures that homes remain permanently affordable and resident rights are fully preserved. PACT depends on partnerships with private and non-profit development partners, who are selected based on resident input.
Project Based Vouchers	Similar to the Section 8 Housing Choice Voucher (HCV) program, Project Based Vouchers (PBV) require tenants to pay 30 percent of their income towards rent. However, whereas the regular Section 8 subsidy is tied to a tenant, the Project-Based Voucher subsidy is attached to a designated unit.
Qualifying Affordable Housing	Qualifying affordable housing includes MIH developments in MIH areas, UAP developments, and other buildings subject to an affordable housing regulatory agreement.
Rent-Burdened	A household is considered rent-burdened if they are paying more than 30 percent of their gross monthly income in gross monthly rent.
Request for Proposals (RFP)	A phase of the procurement process that solicits bids to complete a specific project or provide a service.

Term	Definition
Residential District	A zoning district designated by the letter R that permits new residences and community facilities. The number that follows the R indicates the permitted density, with R1 being the lowest to R12 being the highest.
Restore Rebuild	Restore Rebuild is a federal program that enables NYCHA to build new public housing units up to the Authority's "Faircloth" and immediately convert those units to Section 8 via RAD conversion, increasing NYCHA's supply of quality, safe, and permanently affordable housing across the city.
Section 9 Housing	Federally funded and publicly owned and managed housing for low-income families, the elderly, and persons with disabilities created under Section 9 of the 1937 US Housing Act.
Single Room Occupancy (SRO)	Single- or two-room housing units typically located in hotels or former hotels in which tenants in a building share kitchens and bathrooms. For decades, SROs were an important source of housing for very low income or formerly homeless individuals. Mid-century zoning and building codes banned or discouraged new SROs.
Term Sheet	A document required by NYC Housing Preservation and Development that outlines the key terms and conditions for affordable housing projects and financing.

Term	Definition
Transfer of Assistance	Through RAD, NYCHA can convert public housing assistance to Project-Based Section 8 rental assistance and move such assistance to a new location, either to existing building(s) or building(s) to be constructed. Transfer of Assistance (ToA) can be used at any NYCHA development and the Project-Based Section 8 vouchers created via a RAD ToA conversion can be used at new non-NYCHA receiving sites, including new construction buildings.
Transfer of Development Rights (TDR)	In limited circumstances specified in the Zoning Resolution, TDR allows for the transfer of unused development rights from one zoning lot to another, to preserve historic buildings, open spaces or unique cultural resources. For such purposes, TDR may be permitted where the transfer could not be accomplished through a zoning lot merger. In the case of a landmarked building, for example, a transfer may be made by CPC special permit to a broader area than permitted through a zoning lot merger.
Transit-Oriented Development (TOD)	Policies that direct or encourage density and new development to locations near mass transit.
Uniform Land Use Review Procedure (ULURP)	The public review process, mandated by the City Charter, for certain discretionary actions, such as zoning map amendments, CPC special permits, site selections and acquisitions for City capital projects and certain disposition of City property. ULURP sets forth a clear time frame and process for public participation and decision-making.
Universal Affordability Preference (UAP)	Zoning provisions applicable in medium- and high-density neighborhoods that allow buildings to include at least 20% more housing if the additional homes are permanently affordable.

Term	Definition
Urban Renewal Project	A project in an urban renewal area that may involve slum clearance and redevelopments rehabilitation and conservation, or a combination of both. It may include acquisition of land, relocation of displaced site occupants, site clearance, installation of site improvements, rehabilitation of properties and disposition of acquired land for redevelopment in accordance with the Urban Renewal Plan.
Zoning	Laws that regulate, among other things, the types of uses (for example, residential or commercial) that can be located on a given piece of land, as well as the overall shape and size of buildings.



