

# 2020 Housing Supply Report

May 27, 2020

New York City Rent Guidelines Board

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# ***New York City Rent Guidelines Board***

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**04** *Introduction*

**04** *Overview*

**05** *New York City's Housing Inventory*

**06** *Changes in the Housing Inventory*

**13** *Tax-Delinquent Property*

**14** *Demolitions*

**15** *Summary*

**17** *Appendices*

## What's New

- ☑ While published in May 2020, due to constraints in gathering current data, this report focuses almost exclusively on data from 2019. Future editions of this report will better reflect the impact of the COVID-19 pandemic on housing supply.
- ☑ Permits for 26,547 new dwelling units were issued in NYC in 2019, a 27.0% increase from the prior year. Permits issued in April 2020, the most recently available data, show a decrease of 75.6% as compared to the prior April.
- ☑ The number of new housing units completed in 2019 decreased 6.9% from the prior year, to 26,599.
- ☑ City-sponsored programs spurred 25,889 new housing starts in 2019, 39% of which were newly constructed units.
- ☑ The number of housing units newly receiving 421-a exemptions decreased 19.6% in 2019, to 22,754.
- ☑ There was a 22.6% decrease in the number of residential co-op or condo units accepted in 2019, to 6,583 units contained in 281 plans.
- ☑ The number of housing units newly receiving J-51 abatements and exemptions decreased 54.8% in 2019, to 13,487.
- ☑ Demolitions were nearly flat in 2019, rising just 0.3%, to 1,894 buildings.

## Introduction

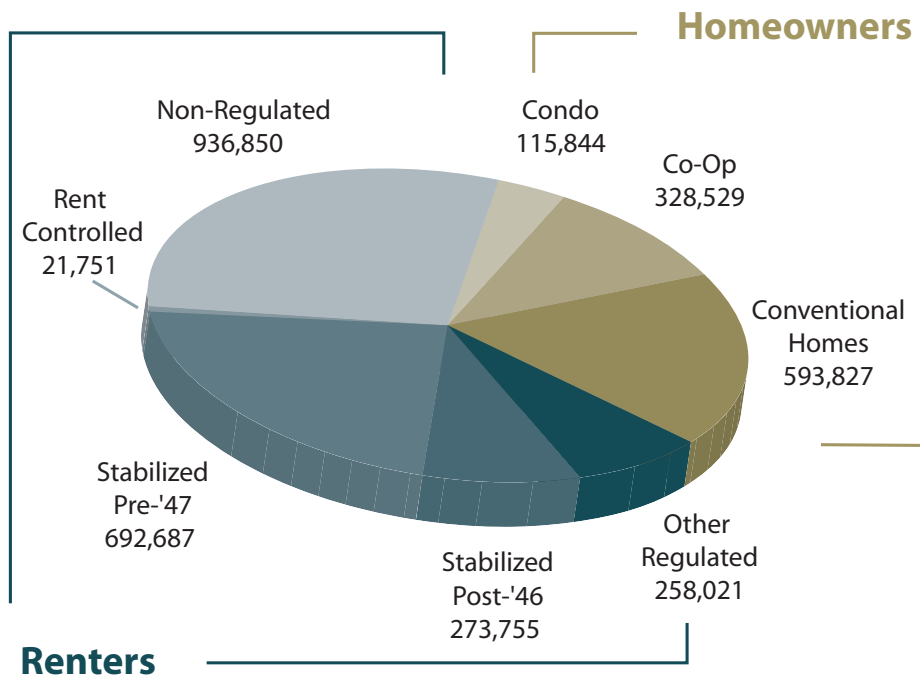
Section 26-510(b) of the Rent Stabilization Law requires the Rent Guidelines Board (RGB) to consider the “over-all supply of housing accommodations and over-all vacancy rates” and “such other data as may be made available to it.” To assist the Board in meeting this obligation, the RGB research staff produces an annual Housing Supply Report, which reports on conditions in the housing market, including vacancy and overcrowding rates, new housing production, co-op and condo conversions, demolitions, housing created through tax incentives, and government-sponsored housing starts. Note that while published in May 2020, due to constraints in gathering current data, this report focuses almost exclusively on data from 2019. Future editions of this report will better reflect the impact of the COVID-19 pandemic on housing supply.

## Overview

In 2019 there was a 27.0% increase in the number of permits issued for new housing units, rising to 26,547, while the most recently available data, from April of 2020, shows a 75.6% decline as compared to the same month of the previous year. The number of completed housing units fell during 2019, decreasing 6.9% to 26,599 units. The number of units newly receiving 421-a benefits fell, decreasing 19.6% from 2018 levels. The number of units newly accepted in residential co-op and condo plans fell by 22.6%, with the number of plans falling by 2.1%. Rehabilitation of housing units under the J-51 tax abatement and exemption program also fell during 2019, down 54.8%. The number of demolitions rose by 0.3% during 2019. As of 2017, a tight housing market also remains in New York City (NYC), with a Citywide rental vacancy rate of 3.63% and 11.5% of all rental housing considered overcrowded.

### Number of Renter and Owner Units, 2017

New York City’s Housing Stock Is Predominantly Renter-Occupied



Source: U.S. Bureau of the Census, 2017 New York City Housing and Vacancy Survey  
 Note: Above figures exclude 247,977 vacant units that are not available for sale or rent.

## New York City's Housing Inventory

Most New Yorkers live in multi-family rental housing rather than owning homes. According to the 2017 *Housing and Vacancy Survey (HVS)*,<sup>1</sup> rental units comprise 62.9% of NYC's available housing stock, a far greater share than the nationwide average of 36.1%.<sup>2</sup> NYC in 2017 had a total of 3,469,240 housing units, the largest housing stock since the first HVS was conducted in 1965. NYC's housing is not only distinguished by the size of its rental housing stock, but unlike most cities, the bulk of rental units are rent regulated. Of the 2,183,064 occupied and vacant rental units reported in the most recent HVS, 42.9% were unregulated, or "free market." The remaining units were rent regulated, including pre-war (pre-47) rent stabilized (31.7%), post-war (post-46) rent stabilized (12.5%), rent controlled (1.0%), or regulated under various other<sup>3</sup> types of programs (11.8%). (See pie chart on the previous page.)

The HVS also indicated that NYC's housing market remains tight, finding a Citywide rental vacancy rate of 3.63% in 2017, below the 5%

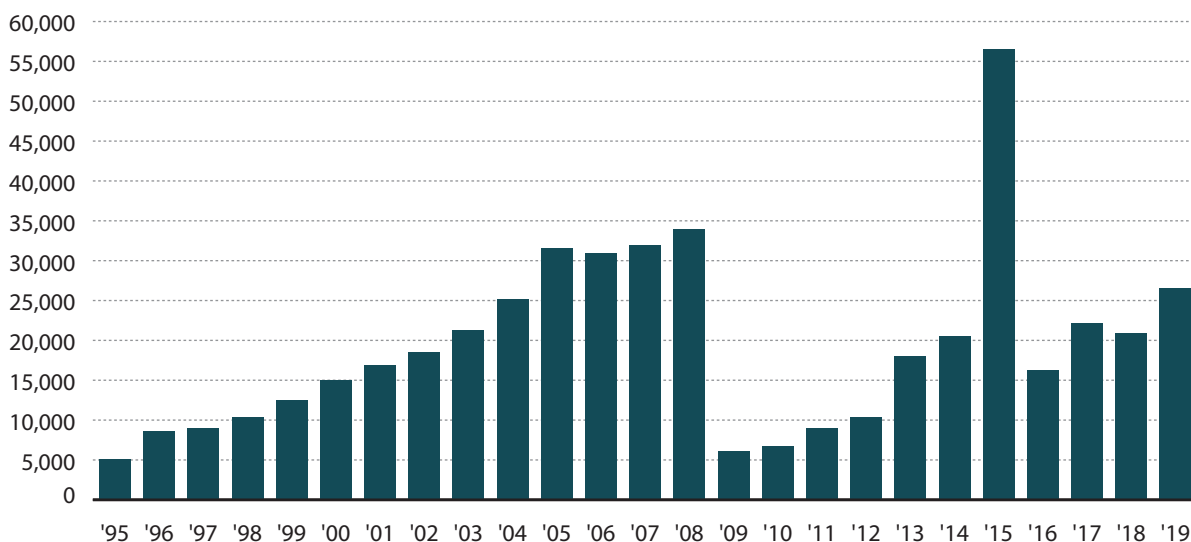
threshold required for rent regulation to continue under State law. This translates into the availability of just 79,190 vacant units out of almost 2.2 million rental units Citywide. The vacancy rate ranged from a low of 2.71% in the Bronx to a high of 4.73% in Manhattan. The Brooklyn vacancy rate was 3.28%, and the Queens rate was 3.50%. The sample size in Staten Island was too small to permit calculation of an accurate vacancy rate.<sup>4</sup>

Vacancy rates also varied by rent regulation status. Both post-war and pre-war stabilized units had low vacancy rates, at 1.21% and 2.40%, respectively. Stabilized vacancy rates on the whole were 2.06%, while private, non-regulated units were vacant at a 6.07% rate.

The frequency of crowding also varied by rent regulation status. Overall, 11.5% of all rental housing in NYC in 2017 was overcrowded (defined as more than one person per room, on average), including 4.5% that was severely overcrowded (defined as an average of more than 1.5 persons per room). Post-war stabilized housing was more crowded than pre-war, with 13.4% of units overcrowded, including 6.6% severely overcrowded, while 12.9% of pre-war

## Units Issued New Housing Permits, 1995-2019

Number of Permits Issued for New Construction of Housing Increases by 27%



Source: U.S. Bureau of the Census, Construction Division - Building Permits Branch

units were overcrowded, including 5.1% severely overcrowded. Overall, 13.1% of rent stabilized housing was overcrowded, including 5.5% severely overcrowded. By comparison, in non-regulated housing, 11.3% was overcrowded, including 4.2% severely overcrowded.

### Changes in the Housing Inventory

Housing supply grows, contracts, and changes in a variety of ways — new construction, substantial rehabilitation, conversion from rental housing to owner housing, and conversion from non-residential buildings into residential use.

### Housing Permits

The number of permits authorized for new construction is a measure of how many new housing

units will be completed and ready for occupancy, typically within three years, depending on the type of housing structure. In 2019, permits newly issued rose, as they have for 21 of the past 25 years. Following a decrease of 5.5% in 2018, permits were issued in 2019 for 26,547 units of new housing, an increase of 27.0% from 2018.<sup>5</sup> (See graph on the previous page.)

Permits rose in every borough. Permits in Staten Island rose by the smallest proportion, increasing 9.1%, to 661 units. Newly issued permits rose in Queens, by 12.2% (to 5,137 units); in Brooklyn, by 14.8% (to 9,696 units); in the Bronx, by 49.8% (to 5,541 units); and by 53.8% in Manhattan (to 5,512 units). (See Appendix 1 and the map on this page.)

Permits for new housing units rose, despite the number of buildings newly permitted decreasing by 3.6%. Permits rose because the average size of buildings receiving permits rose 31.7% between 2018 and 2019 (from 14.5 units to 19.0 units).

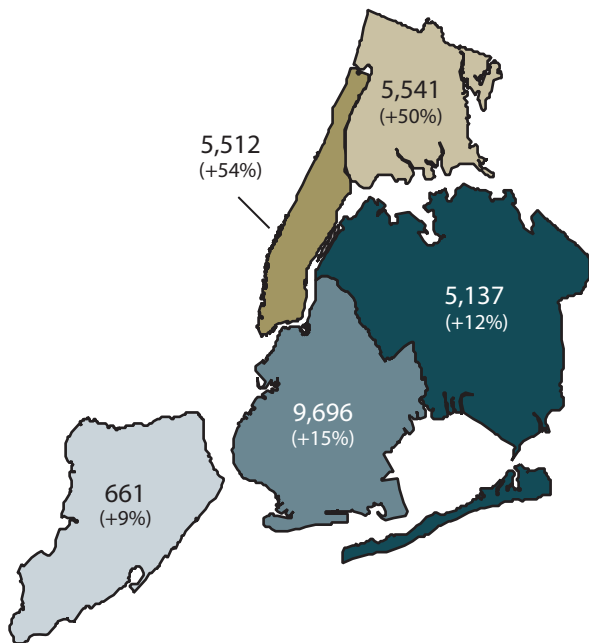
Permit data can also be analyzed more deeply by looking at the reported size of the buildings receiving permits. In 2019, a total of 1,394 buildings received permits (containing a total of 26,547 housing units). Citywide, 23.8% of these buildings were single-family, 28.2% were two-family, 9.0% were three- or four-family structures, and 39.0% were buildings with five-or-more units. In 2019, 94.3% of all permits issued Citywide were for units in five-family or greater buildings (a total of 25,033 units), with the average five-family or greater building containing 46 units for the City as a whole, and 92 units in Manhattan (both increases from the prior year). As the graph on the next page illustrates, almost all building permits in Manhattan were for the largest buildings, while in Staten Island virtually all permits were for either one- or two-family buildings. Building size was more evenly distributed in Queens. (See Appendix 2.)

On a quarterly basis in 2019, permits rose by the greatest proportion in the fourth quarter, with issued permits increasing by 59.0%. Permits also rose by 22.4% in the first quarter; 3.3% in the second quarter; and 19.6% in the third quarter. For historical permit information by quarter, see Appendix 3.

The most recently available quarterly data, from the first quarter of 2020, shows that newly issued

#### Residential Building Permits, 2019

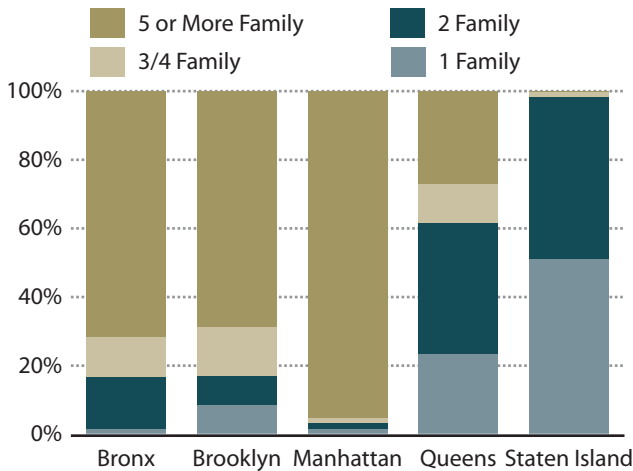
Total Number of Permits Issued in 2019 and Percentage Change From 2018, by Borough



Source: U.S. Bureau of the Census, Construction Division - Building Permits Branch

**Residential Building Permits, 2019**

**Size of Newly Permitted Buildings:**  
 Most New Buildings in Manhattan are Five Family or More, in Staten Island One- and Two-Family Homes Predominate



Source: U.S. Bureau of the Census, Construction Division - Building Permits Branch

permits were down as compared to the same period of the prior year, with decreases in four of the five boroughs. The number of permits issued in NYC decreased from 6,329 in the first quarter of 2019 to 5,648 during the first quarter of 2020, a 10.8% decrease. While permits rose 21.3% in Queens, they fell 70.3% in Staten Island; 36.0% in Manhattan; 24.2% in Brooklyn; and 7.9% in the Bronx. The number of buildings fell by a greater proportion than the number of units, falling 33.6% during the first quarter of 2020. The average building size, however, increased from 18.5 units to 24.9 units. Looking at the individual months of the first quarter of 2020, just over two-thirds of permits were issued during January, while just 11% were issued during March. Recently released data from April 2020 shows a 75.6% decrease in permits as compared to the same month of the prior year.

**Housing Completions**

This report also examines the number of units completed in the City each year, indicative of what

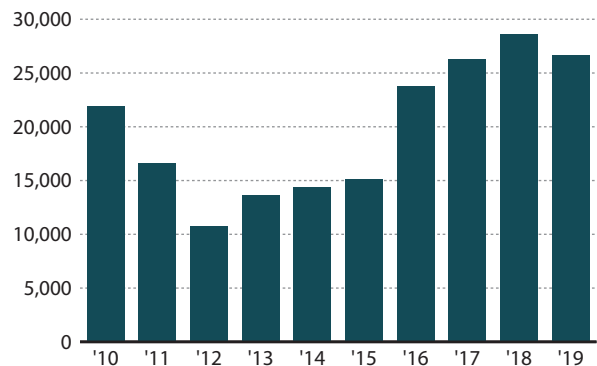
housing actually enters the market in a particular year. In 2019, an estimated 26,599 new housing units were completed, a 6.9% decrease from 2018 (see graph below).<sup>6</sup> Completions fell in four of the five boroughs, falling by the greatest proportion in Queens, which declined 25.3% (to 4,719 units). Completions also fell in Staten Island, down 25.1% (to 645 units); the Bronx, down 9.0% (to 4,332 units); and Manhattan, down 7.3% (to 6,624 units). Completions rose in Brooklyn, up 8.3% (to 10,279 units). Citywide, 93.0% of the newly completed units were in five-family or greater buildings, up from 92.9% in the prior year. The average size of completed buildings, by borough, ranged from 1.5 units per building in Staten Island, to 10.2 units in Queens; 18.4 units in Brooklyn; 33.7 units in the Bronx; and 96.5 units in Manhattan.<sup>7</sup> (See Appendix 4 for a historical breakdown of completions by borough.)

**City-Sponsored Construction**

Housing is created and preserved in part through publicly funded sources, including programs sponsored by the NYC Department of Housing Preservation and Development (HPD) and the NYC Housing Development Corporation (HDC). HPD's Office of Development operates a number of

**Newly Completed Units, 2010-2019**

7% Decrease in Units Newly Completed Units in 2019



Source: NYC Dept. of City Planning



programs that develop affordable housing for low- and moderate-income New Yorkers. Programs include the Extremely Low and Low-Income Affordability Program, which is HPD's multi-family new construction housing initiative, financed through both public and private sources; the Affordable Neighborhood Cooperative Program, which provides very low interest loans for the rehabilitation of buildings into affordable cooperatives for low and moderate-income households; and the Multifamily Housing Rehabilitation Loan Program, which provides rehabilitation loans at a maximum 3% interest for the replacement of major building systems. HDC operates some of the same programs as HPD, in addition to programs such as the Mitchell-Lama Repair Loan Program, which offers loans to Mitchell-Lama owners in order to make needed capital improvements, and the Preservation Program, which provides tax-exempt bond financing to affordable housing developments with at least 50 units.

In May of 2014, Mayor Bill de Blasio announced details of his ten-year, \$41 billion plan to build and/or preserve 200,000 units of affordable housing. "Housing New York: A Five-Borough, Ten-Year Plan" projected that 60% of the units would be preservations, and 40% would be new construction. The majority, 58%, were slated for "low-income" residents (defined at the plan's inception as \$42,000-\$67,000 for a family of four), with 22% geared for residents making more than this amount, and 20% for residents making less than this amount.<sup>8</sup>

That plan has now been modified and expanded. In "Housing New York 2.0," released in November of 2017, the de Blasio administration outlined a plan to complete the promised 200,000 units of housing two years ahead of schedule, and add another 100,000 units to the goal, for a total of 300,000 affordable units by 2026. The new guidelines call for 55.5% to be affordable for "low-income" families making between 51% and 80% of Area Median Income (as of FY 2020 \$51,200-\$81,920 for a family of three), with 19.5% geared toward residents making more than this amount, and 25.0% for residents making less than this amount. The plan also creates new programs aimed at increasing

affordable housing for seniors, preserving Mitchell-Lama housing, and creating more micro units.<sup>9</sup>

As part of Housing New York 2.0, HPD- and HDC-sponsored programs spurred a total of 25,899 housing starts<sup>10</sup> in 2019, a 24.3% decrease over the prior year. Of these starts, 15,692 (60.6%) were preservation, and 10,197 (39.4%) were new construction.<sup>11</sup>

Between 2014, the start of the Mayor's tenure, and the end of 2019, the de Blasio administration reports it has financed 147,933 units of affordable housing, 67% preservation and 33% new construction. By borough, 30% of the start were located in Manhattan, with 29% located in both Brooklyn and the Bronx, 10% in Queens, and 2% in Staten Island. By affordability level, 17% of the starts were aimed at extremely low-income households, 24% at very low-income households, 41% at low-income households, 7% at moderate-income households, and 11% at middle-income and higher households.<sup>12</sup> Almost 22,000 of these units (15% of the total) were dedicated to special needs populations (the homeless and seniors).

### Tax Incentive Programs

The City offers various tax incentive programs to promote the development of new housing. One such program is the 421-a tax exemption program, which began in the early 1970s. While there have been various iterations of the program over the years, all have allowed both renter- and owner-occupied multifamily properties to reduce their taxable assessed value for the duration of the benefit period. That is, owners are exempt from paying additional real estate taxes due to the increased value of the property resulting from the new construction. Rental apartments built with 421-a tax exemptions are subject to the provisions of the Rent Stabilization Laws during the exemption period. Requirements call for initial rents to be approved by HPD at the completion of construction (when obtaining certification), and units are then subject to rent adjustments established by the NYC Rent Guidelines Board.

A variety of factors are used to establish the level and period of 421-a benefits, and properties



are also subject to construction guidelines. Prior to 2016 (under the previous iteration of the 421-a program, which is still newly certifying units in those buildings that started construction prior to this date), eligible buildings received an exemption for 10 to 25 years depending on location, the number of units reserved for low- and moderate-income tenants, and whether they were located in a City-designated neighborhood preservation area. Longer exemption periods applied in northern Manhattan and boroughs outside Manhattan, and to projects that received governmental assistance or contained no fewer than 20% low-income units. For buildings within the Geographic Exclusion area (all of Manhattan, and parts of each of the other boroughs), affordable housing was required to be contained within the newly constructed building.<sup>13</sup>

After expiring at the end of 2015, the latest iteration of the 421-a program was reinstated in April of 2017 (retroactive to January 1, 2016), with a new name (Affordable New York Housing Program) and policy changes. Per the Affordable New York Housing Program, rental developments with 300 units or more in Manhattan (south of 96th Street) and the Brooklyn and Queens waterfront will be

eligible for a full property tax abatement for 35 years if the development creates one of three options for affordable rental units and meets newly established minimum construction wage requirements. The units must remain affordable for 40 years. For all other rental developments in NYC utilizing the tax benefit, the full tax exemption benefit period is 25 years, with a phasing out of benefits in years 26-35. For developers who use the benefit program to build co-op or condo housing, the building must contain no more than 35 units, be located outside of Manhattan, and have an assessed value of no more than \$65,000 per unit. The benefit lasts for a total of 20 years, with a full exemption for the first 14.<sup>14</sup> The governor estimates that the new program, which expires in 2022, will create 2,500 new units of affordable housing a year.<sup>15</sup>

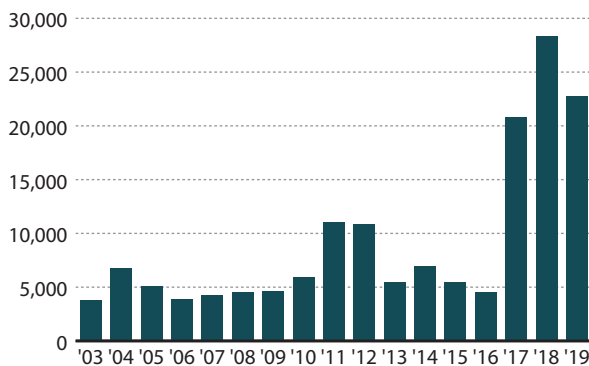
In March of 2017, the NYC Independent Budget Office analyzed the then-proposed Affordable New York Housing Program and estimated that it would cost the City a total of \$8.4 billion in lost tax revenue over the next ten years, an estimated \$1.2 billion more than the cost if the now-expired 421-a program continued unchanged.<sup>16</sup>

At the end of construction, buildings receiving 421-a benefits are required to file for a Final Certificate of Eligibility (FCE) with HPD. In 2019, the number of housing units in buildings newly receiving a 421-a FCE decreased, following two consecutive years of increase (see graph on this page). Newly certified units fell 19.6% in 2019, to 22,754 units, however annual levels are still the second highest since at least 1981 (the first year for which data is available).<sup>17</sup> At the borough level, newly certified units rose by 34.1% in Queens, but fell 52.6% in Manhattan; 19.7% in the Bronx; 14.0% in Brooklyn; and 100% (from 579 units to zero units) in Staten Island.

Citywide, the largest proportion of units newly certified in 2019 were in buildings located in Brooklyn, with 44.7% of the total units in the City. Queens had 30.1% of these units, Manhattan had 18.5%, the Bronx had 6.6%, and no units were in Staten Island. Because buildings in Manhattan are so much larger than buildings in the outer boroughs, more than 18% of units were in

**Units Newly Receiving 421-a Certificates, 2003-2019**

20% Decrease in Units Newly Issued 421-a Certificates in 2019



Source: NYC Dept. of Housing Preservation and Development

Manhattan, despite having only 36 of the 976 buildings (4%) newly certified for 421-a benefits Citywide. (See Appendices 7 and 8.)

While the overall (both owner- and renter-occupied) number of newly certified 421-a units fell 19.6% between 2018 and 2019, the number of owner units in this program rose 16.8%, while rental units fell 25.3%. Newly certified rental units fell in each borough except Queens during 2019, including 63.5% in Manhattan; 24.4% in Brooklyn; 19.5% in the Bronx; and 100% (from 573 to zero units) in Staten Island. There was an increase of 63.2% in Queens. More than 80% of newly certified units in 2019 were rental units.

In FY 2020, 203,757 units will benefit from 421-a exemptions and abatements, including 119,000 rental units; 50,000 co-op and condo units; and 34,000 1-3 family and mixed-use structures. It is estimated that the 421-a program will cost the City \$1.6 billion in lost tax revenue for all housing types in FY 2020.<sup>18</sup>

In order to be eligible for tax benefits, properties must register for an FCE with HPD on the completion of construction. HPD began notifying non-compliant owners in December of 2016 that their benefits would be suspended if they did not apply for an FCE. HPD announced in March of 2018 that it had suspended 421-a benefits, representing \$66 million in tax revenue for 2018, to 1,788 “properties.” The “properties” (individual block and lots comprising approximately 1,300 buildings, including 109 rental buildings with 4,373 units) had received 421-a benefits for at least five years, but had not filed for an FCE.<sup>19</sup> HPD estimates that approximately 77% of the properties receiving an FCE in 2017 were due to prior compliance issues, as were 73% of the properties in 2018, and 71% of the properties in 2019.<sup>20</sup>

Another program that has offered affordable housing, the New York State Mitchell-Lama program, has suffered from a loss of housing since “buyouts”<sup>21</sup> from the program began in 1985. Between 1955 and 1978, approximately 140,000 units of low- and middle-income housing were built in NYC through this tax-break and mortgage subsidy program. Since buyouts began in 1985, the City has lost

approximately 48,000 units of Mitchell-Lama housing (including 4,000 units of hospital/university staff housing), although some have transitioned to rent stabilization. After averaging an annual loss of more than 5,000 units between 2004 and 2007, the pace has slowed considerably. One development, with 353 rental units, left the Mitchell-Lama program in 2019. This building converted to rent stabilization, in addition to receiving an Article 11 tax exemption.<sup>22</sup>

## Conversions and Subdivisions

Housing units are both gained and lost through subdivisions and conversions. Subdivisions involve the division of existing residential space into an increased number of units. Non-residential spaces, such as offices or other commercial spaces, can also be converted for residential use, or existing residential spaces can be converted into a smaller number of units by combining units to increase their size. As chronicled in prior *Housing Supply Reports*, during the mid-2000s, with a tight housing market and high demand for luxury apartments, there were an increasing number of non-residential conversions in neighborhoods Citywide. Conversions occurred in facilities as diverse as hospitals, recording studios, power plants, office buildings, and churches.

One indicator of conversions is the number of non-residential buildings newly receiving J-51 benefits for conversion to residential use. In 2019, for the fourth consecutive year, no formerly non-residential buildings received J-51 benefits for conversion to a residential property.<sup>23</sup>

More housing was slated to be created in the near future through the conversion of basements into legal housing units. In February of 2019, a law was passed that modified building codes and established a three-year demonstration program to facilitate the creation and alteration of habitable apartments in basements and cellars of certain one- to three-unit homes in Brooklyn’s Community District 5 (the East New York and Cypress Hills neighborhoods). The Basement Apartment Conversion Pilot Program plan calls for providing homeowners in this District, earning less than 165%

of Area Median Income (AMI), with financial and technical assistance to convert their basements into residential units for rental occupancy. The plan calls for eligible homeowners to be provided with financial assistance in the form of a low- or no-interest loan, with a maximum loan amount of \$120,000, and the technical assistance necessary for completing the construction project. In addition to creating more rental units in this District, the pilot program would also allow the City to more easily facilitate this type of conversion program in the future in other neighborhoods.<sup>24</sup> Recent news reports state that because of budget cuts in the wake of the COVID-19 pandemic, the proposed City budget is slated to cut almost all the funding for this program in FY 2021.<sup>25</sup>

### SRO Housing and Airbnb Rentals

Conversion of single room occupancy (SRO) buildings also continued over the past year. SRO owners may convert SRO housing to other uses after obtaining a “Certificate of No Harassment” from HPD. For the first time in four years, the number of approved certificates rose, from 83 in 2018 to 90 in 2019, an increase of 8.4%.<sup>26</sup>

Efforts are also underway to ensure that SROs are used for permanent housing rather than as transient hotels. As of May 1, 2011, laws were newly passed strengthening the City’s ability to crack down on housing being used illegally for transient occupancy. Transient occupancy is now clearly defined as stays of fewer than 30 days.<sup>27</sup> Governor Cuomo signed a bill in October of 2016 that further increased the fine for illegally advertising short-term rentals to as much as \$7,500.<sup>28</sup>

Between May of 2011 and March of 2020, approximately 19,538 violations have been issued by the Mayor’s Office of Special Enforcement (OSE) to illegal hotel operators (including private apartments, hostels, and SROs). This includes 3,335 violations issued between April 2019 and March 2020, a 3.1% increase from the 3,235 violations over the same time period of the prior year.<sup>29</sup>

A law passed in July of 2018 would require online home-sharing sites to disclose to the OSE, on

a monthly basis, all listings within NYC. The data would include the identities and addresses of the hosts, and companies would potentially be subject to fines of \$1500 or more for each listing not disclosed.<sup>30</sup> The law was intended to go into effect in February of 2019, but as of May, 2020 was still being litigated in court. In the meantime, home-sharing sites are responding to individual subpoenas issued by OSE, and have provided in-depth transactional information about specified users and locations, as well as thousands of partially anonymized listings produced in response to a subpoena targeting all listings for entire homes or listings offering occupancy to three or more guests.<sup>31</sup>

Data from these subpoenas was used in several lawsuits filed by OSE in 2019, including a suit in January against ring of operators and buildings that the subpoena data revealed had generated over \$20 million in revenue by operating at least 130 apartments in 35 different buildings as short-term rentals.<sup>32</sup> Another lawsuit, in December, charged the owners of four Manhattan buildings (three of which contained rent stabilized units) with harassing tenants; reporting units being used as short-term rentals as vacant to New York State Homes and Community Renewal; as well as converting units into illegal sub-units, for the purpose of increasing the inventory of short-term rentals.<sup>33</sup>

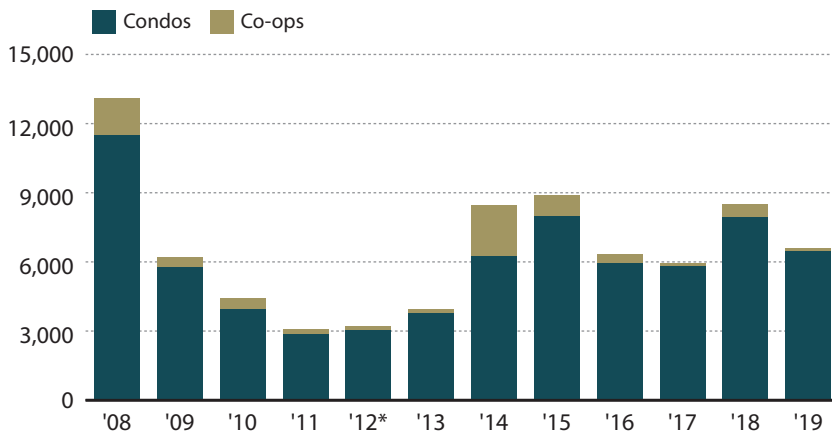
### Cooperative and Condominium Activity

Developers planning to build new co-op or condo buildings, and owners wishing to convert their rental buildings to co-ops or condos, must file plans with, and receive acceptance from, the New York State Attorney General’s Office. In 2019, the Attorney General accepted 281 residential co-op and condo plans, a 2.1% decrease from the number accepted in 2018.<sup>34</sup> These 281 plans encompassed 6,583 residential housing units, 22.6% less than in 2018 (see graph on the next page).

Two-thirds of all plans, 187, were accepted for buildings located in Brooklyn; 49 were located in Queens; 44 were accepted for Manhattan; one was accepted for Staten Island; and none were accepted in the Bronx. The greatest number of units were

**Newly Accepted Residential Co-op and Condo Units, 2008-2019**

Decrease of 23% in Newly Accepted Residential Co-op & Condo Units



Source: NYS Attorney General's Office

located in Brooklyn, with 2,841 units accepted during 2019. Manhattan had the second highest number of units, 2,200, and Queens had 1,534. Just eight units were in Staten Island (See Appendices 5 and 6.)

The majority of the plans accepted Citywide in 2019 were for new construction, comprising 227 of 281 plans, and a total of 5,358 of 6,583 units. This is similar to the prior year, when new construction accounted for 233 of the 287 accepted plans. Newly accepted co-op and condo plans also included rehabilitations (with 43 plans and 480 units), and non-eviction conversions (with 11 plans and 745 units). Of all the newly accepted plans in 2019, 98.2% of the units were in condo plans, and 1.8% were in co-op plans (see graph on this page).

While the conversion of rental housing into co-op and condo units increases the housing inventory for sale, it simultaneously reduces the total number of housing units for rent. Conversions represented 11.3% of the total number of units in 2019 co-op and condo plans, a greater share than the 6.4% share in 2018. Because most conversion plans are non-eviction plans (including all plans in 2019), only when the original rental tenant moves out, or opts to buy the apartment, does the

apartment become owner-occupied and removed from the rental stock.

**Rehabilitation**

Another method for adding to, or preserving, the City's residential housing stock is through rehabilitation of older buildings. As buildings age, they must undergo rehabilitation to remain habitable. This is particularly true with NYC's housing stock, where more than 57% of units are in buildings constructed prior to 1947.<sup>35</sup> Through tax abatement and exemption programs offered by the City for rehabilitation, units are able to remain in, or be

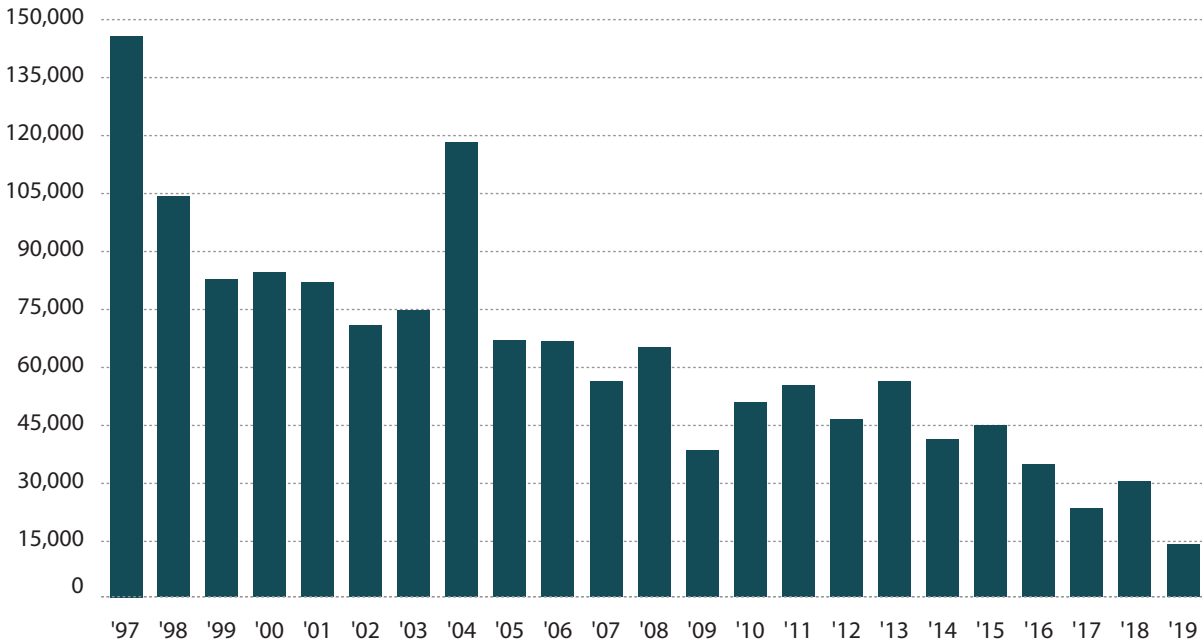
readmitted to, the City's housing stock. The J-51 tax abatement and exemption program is intended to encourage the periodic renovation of NYC's stock of both renter- and owner-occupied housing.

The J-51 tax relief program is similar to the 421-a program in that it requires that rental units be subject to rent stabilization for the duration of the benefits, regardless of the building's regulation status prior to receiving tax benefits. Rehabilitation activities that are permitted under J-51 regulations are Major Capital Improvements (MCIs); moderate and gut rehabilitation of both government-assisted and privately-financed multiple dwellings (which requires significant improvement to at least one major building-wide system); as well as improvements to co-ops and condos (subject to certain assessment guidelines if the project does not include substantial governmental assistance). While prior iterations of the J-51 program allowed for conversion of lofts and non-residential buildings into multiple dwellings, regulations effective January 1, 2012 allow only for conversions if there is substantial governmental assistance.<sup>36</sup>

In 2019, 13,487 units newly received J-51 benefits, a decrease of 54.8% from the previous year (see graph on the next page and Appendix 8).<sup>37</sup> The

### Units Receiving Initial J-51 Benefits, 1997-2019

2019 Saw a 55% Decrease in Number of Units Newly Receiving J-51 Benefits



Source: NYC Department of Housing Preservation and Development

decrease in the number of rental units, 27.3%, was less than that of owner units, 68.2%. The location of the units newly receiving benefits ranged from 38.8% located in Queens, to 33.8% in the Bronx; 24.4% in Brooklyn; 3.0% in Manhattan; and none in Staten Island. Units newly receiving benefits fell, by double digits, in every borough. Units decreased 74.1% in Manhattan, 59.8% in Queens, 53.7% in Brooklyn, 42.5% in the Bronx, and 100% (from 178 units to zero units) in Staten Island. (See Appendices 7 and 8.)

These units were contained in 769 buildings, an increase of 45.4% from 2018 levels. The average size of the buildings receiving benefits fell dramatically, from 56.4 units in 2018 to 17.5 units in 2019. In 2019, 52.8% of the units newly certified for the J-51 program were rentals, as were 21.3% of the buildings.

In FY 2020, the J-51 tax program will cost the City \$301.1 million in lost tax revenue for all housing types, including approximately 240,000 rental units, 190,000 owner units, and 1,900 1-3 family and mixed-use structures.<sup>38</sup>

Rehabilitation work is also carried out through

HPD's "Alternative Enforcement Program (AEP)," now in its thirteenth year of identifying the 200-250 "worst" buildings in the City, based on housing code violations. The most recent group of 250 buildings include 5,401 units of housing, with 8,868 non-hazardous A-class violations, 23,146 hazardous B-class violations, and 8,963 immediately hazardous C-class violations. If building owners in this program do not make repairs to their buildings, the City steps in to do so, and then charges the owners. Through the first twelve rounds of the program, the City discharged 2,214 of 2,637 buildings that entered the program, with a combined total of more than 30,000 units of housing.<sup>39</sup>

### Tax-Delinquent Property

#### In Rem Housing and Anti-Abandonment Strategies

Historically, the City foreclosed on thousands of tax-delinquent residential properties, becoming the



owner and manager of these buildings, known as *in rem* properties. By its peak in 1986, the City owned and managed 4,000 occupied buildings containing 40,000 units of housing and almost 6,000 vacant buildings containing 55,000 units of housing.

HPD's Alternative Management Programs began in 1994 with the goal of returning City-owned properties to private owners and reducing its share of *in rem* buildings by identifying buildings at risk and helping owners. HPD has successfully reduced the number of occupied and vacant *in rem* units in HPD central management to 288 through June of 2019, a 10.8% decline from the prior FY and a 99.3% decline since FY 1994.<sup>40</sup> Key initiatives to prevent abandonment include tax lien sales; the Third Party Transfer Program, which targets distressed and other buildings with tax arrears,<sup>41</sup> and housing education courses, which teach owners and superintendents basic management, maintenance, and finance skills to improve their properties.<sup>42</sup>

The City no longer forecloses and takes title to properties that are tax delinquent or in arrears for water and sewer charges. Instead, tax liens for properties that are not distressed are sold in bulk to private investors after notice is given to property owners, who are given 90 days to pay the arrears. After the lien is sold, the lien holder is entitled to collect the entire lien amount, plus other interest and charges, from the property owner. In addition, the property owner must continue to pay current taxes to the City. If the owner has not paid the lien or entered into a payment plan, the lien holder can file for foreclosure on the property.<sup>43</sup> The Lien Sale Task Force, a task force authorized by law to review and evaluate the Lien Sale Program, reported in September of 2016 that between 2008 and 2016, an average of 25,100 properties were added to the lien sale list annually. But the number of liens actually sold was an annual average of 4,600, or 18.3% of the liens published on this list. Of the 41,400 liens sold during this period, just 354 (0.8%) ultimately went into foreclosure, with less than half of these foreclosed properties being residential.<sup>44</sup> As of April 15, 2020, approximately 13,000 properties were on the 2020 lien sale list. The sale, originally scheduled for May 15, 2020, has been postponed by the NYC

Department of Finance. As of publication of this report, the date has not been set.<sup>45</sup>

An additional facet of the City's anti-abandonment strategy is third party transfer. For buildings that are distressed and in tax arrears, the City can initiate an *in rem* tax foreclosure action against property owners. The policy, authorized under Local Law 37 of 1996, transfers the title of *in rem* properties directly to new owners (qualified third parties) without the City ever taking title itself.<sup>46</sup> Since it began in 1996, the NYC Department of Finance has collected at least \$536 million in revenue associated with properties in this program, and approximately 591 buildings have been transferred to for-profit and non-profit owners, including 61 during the most recent round, Round 10.<sup>47</sup> Following a City Council oversight hearing,<sup>48</sup> Round 11 is currently on hold as a working group, comprised of elected officials, nonprofits, advocates, and community stakeholders works on reviewing the program. Per HPD, the working group "will be charged with developing recommendations to modify the program to address key concerns identified by stakeholders and make sure it effectively targets the most distressed tax delinquent properties."<sup>49</sup>

## Demolitions

A total of 1,894 buildings were demolished in 2019, a 0.3% increase over the prior year, following an increase of 9.6% in 2018. Brooklyn accounted for 34.4% of all the buildings demolished in 2019, Queens had 32.0%, the Bronx had 13.3%, Staten Island had 11.4%, and Manhattan had the lowest proportion, 8.9%. Demolitions rose in both Manhattan and the Bronx in 2019, by 15.8% and 32.1%, respectively. Demolitions fell in the other boroughs, by 1.4% in Brooklyn, 2.9% in Queens, and 19.1% in Staten Island.<sup>50</sup> (See Appendix 9.)

Obtaining a permit for demolition or significant alterations may be harder going forward. A three-year pilot program, which started in the Fall of 2018, requires certain owners to obtain a "Certificate of No Harassment" (CONH) before Department of Buildings approval of demolition or significant

alteration permits. Among the buildings that will need this approval are those in which either a court or New York State Homes and Community Renewal found at least one case of harassment since September of 2013; distressed buildings in one of 11 Community Districts; buildings that have been the subject of a full vacate order; or those buildings that participated in the AEP program for at least four months since February 1, 2016. Following a hearing to determine whether harassment of tenants has taken place within the previous 60 months, those buildings found not eligible for a CONH have the choice of entering into a “cure agreement,” where affordable housing is developed within the Community District in exchange for the permit. Absent a cure agreement, no permits will be issued to those buildings that fail to obtain a CONH for at least 60 months following the denial.<sup>51</sup> In October of 2018, the City published a list of buildings subject to the new regulations, including more than 1,000 buildings and 26,000 units of housing.<sup>52</sup>

## Summary

In 2019, housing permits rose, increasing by 27.0%, while the number of completed housing units fell by 6.9%. The number of units newly receiving 421-a tax benefits fell 19.6% in 2019, while units newly receiving J-51 tax abatements and exemptions fell by 54.8%. There was a decrease in newly accepted co-op and condo units, with residential units decreasing 22.6% and plans decreasing by 2.1%. Rental housing availability remains tight, with a Citywide vacancy rate of 3.63% in 2017, and more than 11% of rental units overcrowded. □

## Endnotes

1. The NYC Housing and Vacancy Survey is conducted triennially, sponsored by the NYC Department of Housing Preservation and Development (HPD) and conducted by the U.S. Census Bureau. Data is based on “Selected Initial Findings of the 2017 NYC Housing and Vacancy Survey,” prepared by HPD.
2. The U.S. housing stock was comprised of 36.1% renter-occupied units, according to the *2018 American Community Survey*, conducted by the U.S. Census Bureau. To calculate the ratio of renter-occupied units in NYC, staff did not include vacant units that are not for sale or for rent in the total number of housing units.
3. Other regulated units include public housing, Mitchell-Lama, *In Rem*, HUD-regulated, Article 4 and Loft Board units.
4. Since the number of vacant units available for rent in Staten Island is small, and the HVS is a sample survey, the sampling error of the vacancy rate is likely to be large, and thus, the U.S. Census Bureau could not calculate an accurate vacancy rate.
5. U.S. Census Bureau: <https://www.census.gov/construction/bps/>.
6. NYC Department of City Planning HDB19q4 Year\_Year Table. Note that the data is continually updated and is subject to change, including data from prior years.
7. Average building sizes and the proportion of units in buildings with five units or more are based on the number of proposed units for each building. Because not all units in a building necessarily complete at the same time, the number of records used to compute these figures differs from the number of reported completed units, a difference of 2,153 units, almost all in Manhattan.
8. “Housing New York: A Five-Borough, Ten-Year Plan.” NYC Dept. of Housing Preservation and Development. May 5, 2014.
9. “Housing New York 2.0.” NYC Department of Housing Preservation and Development. November 15, 2017.
10. Starts refer to the number of units beginning construction or rehabilitation in a given period.
11. Housing New York By the Numbers: <http://www1.nyc.gov/site/housing/action/by-the-numbers.page>; accessed April 2020, with data through 12/31/2019.
12. Per “Housing New York 2.0” Extremely Low-Income is defined as 0-30% of Area Median Income (AMI); Very Low-Income: 31-50% of AMI; Low-Income: 51-80% of AMI; Moderate-Income: 81-120% of AMI; Middle-Income: 121-165% of AMI. Current AMIs can be found at: <https://www1.nyc.gov/site/hpd/services-and-information/area-median-income.page>.
13. Program information available at: <https://www1.nyc.gov/site/hpd/services-and-information/tax-incentives-421-a.page>.
14. See Endnote 13.
15. Press Release, State of New York. “Governor Cuomo and Legislative Leaders Announce Agreement on FY 2018 State Budget.” April 7, 2017.
16. “Estimated Cost to New York City of Governor Cuomo’s Proposed Affordable New York Housing Program.” NYC Independent Budget Office. March 2017.
17. NYC Department of Housing Preservation and Development, Tax Incentives Program data. A large part of the increase in newly issued Final Certificates of Eligibility (FCE) in 2019 is due to enforcement policies by HPD, requiring owners to file for FCEs or lose their tax benefits.
18. “Annual Report on Tax Expenditures.” NYC Department of Finance. February 2020.
19. Press Release, NYC Department of Housing Preservation and Development. “City Suspends 421-a Benefits to More Than 1,700 Non-Compliant Owners.” March 9, 2018. Note that the 1,788 properties include condo buildings, with each unit within the building having an individual block and lot designation.
20. NYC Department of Housing Preservation and Development, Tax Incentives Program data.



21. Developments are eligible to withdraw from the Mitchell-Lama program (buyout), after 20 years upon repayment of the mortgage (or after 35 years in the case of developments aided by loans prior to May 1, 1959).
22. The number of Mitchell-Lama buyouts was provided most recently through the NYC Department of Housing Preservation and Development and the NYS Homes and Community Renewal, and in previous years through other sources, such as the report "Affordable No More: An Update" by the Office of the New York City Comptroller, Office of Policy Management on May 25, 2006.
23. NYC Department of Housing Preservation and Development, Tax Incentives Program data.
24. NYC Department of Housing Preservation and Development: <https://www1.nyc.gov/site/hpd/services-and-information/basement-apartment-conversion-pilot-program.page>; accessed May 2020.
25. "City's Basement Apartment Pilot Faces Drastic Funding Cuts." *Politico*. May 8, 2020.
26. NYC Department of Housing Preservation and Development.
27. Press Release, Mayor's Office. "Mayor Bloomberg Announces Results of City's Efforts to Curb Dangerous Illegal Hotels in New York City After State Legislation Enhances Enforcement Abilities." April 27, 2012.
28. "Cuomo Signs Bill That Deals Huge Blow to Airbnb." *New York Post*. October 21, 2016.
29. Office of the Criminal Justice Coordinator, Mayor's Office of Special Enforcement.
30. "Judge Blocks New York City Law Aimed at Curbing Airbnb Rental." *New York Times*. January 3, 2019.
31. New York State Unified Court System: [https://iapps.courts.state.ny.us/nyscef/DocumentList?docketId=Jfu\\_PLUS\\_apxJkXzTtYUhKAGyEA=&display=all&courtType=New%20York%20County%20Supreme%20Court&resultsPageNum=1](https://iapps.courts.state.ny.us/nyscef/DocumentList?docketId=Jfu_PLUS_apxJkXzTtYUhKAGyEA=&display=all&courtType=New%20York%20County%20Supreme%20Court&resultsPageNum=1).
32. Press Release, Mayor's Office. "De Blasio Administration Sues Firm For Running \$20 Million Illegal Short-term Rental Operation." January 14, 2019.
33. Press Release, Mayor's Office of Special Enforcement. "Office of Special Enforcement Sues to Stop Displacement of Rent-Stabilized Units in Four East Village Buildings." December 19, 2019.
34. NYS Attorney General's Office, Real Estate Financing Bureau data and the NYC Department of Housing Preservation and Development, Sales Unit. For the purposes of this report, "accepted" refers only to those co-op and condo plans that require offering plans. Those that do not, and receive a "no-action" letter from the NYS Attorney General's office, are not included in this data. Within the 2019 data there are nine plans (with 103 residential units) that have been accepted for filing but have outstanding deficiencies. The information entered for these plans was entered upon processing of the initial submission of the offering plan, so some of the data may be outdated and/or incomplete. Note that 2007-2018 data was updated in 2020 to reflect only residential housing units. Prior data relied on "total units," which includes residential, commercial and storage units, as well as parking spaces (in addition to other categories with very few units).
35. *2017 NYC Housing and Vacancy Survey*, U.S. Census Bureau.
36. NYC Department of Housing Preservation and Development: <https://www1.nyc.gov/site/hpd/services-and-information/tax-incentives-j-51.page>.
37. NYC Department of Housing Preservation and Development, Tax Incentives Program data. Note that, similar to the 421-a program, J-51 provides tax abatements and incentives to both renter- and owner-occupied units.
38. "Annual Report on Tax Expenditures." NYC Department of Finance. February, 2020. Due to revised methodology, the number of abatements is lower than in prior years' reports. For instance, when restated in terms of this new approach, the number of abatements was 54,385 in FY 2019, compared to the 72,101 previously reported.
39. Press Release, NYC Department of Housing Preservation and Development. "HPD Announces Sweeping Enforcement Actions for NYC's Most Troubled Buildings." March 4, 2020.
40. NYC Department of Housing Preservation and Development.
41. NYC Department of Housing Preservation and Development: <https://www1.nyc.gov/site/hpd/services-and-information/tax-delinquency.page>.
42. NYC Department of Housing Preservation and Development: <https://www1.nyc.gov/site/hpd/services-and-information/classes.page>.
43. NYC Department of Finance: <https://www1.nyc.gov/site/finance/taxes/property-lien-sales.page>.
44. "Report of the Lien Sale Task Force," September 2016.
45. See Endnote 43.
46. "New York City Case Study: Third Party Transfer Initiative: A Solution To Property Abandonment." Lisa Mueller, Local Initiative Support Corporation report. January 14, 2003.
47. Press Release, NYC Department of Housing Preservation and Development. "City Launches Working Group to Review and Modernize the Third Party Transfer Program." June 13, 2019. Additional data received directly from the NYC Department of Housing Preservation and Development.
48. "Oversight—Taking Stock: A Look into the Third Party Transfer Program in Modern Day New York." *The Council of the City of New York*. July 22, 2019.
49. See Endnote 47.
40. NYC Department of Buildings (DOB). Note that demolition statistics include both residential as well as commercial buildings, as the DOB does not specify the type of building in its data.
51. City of New York Local Law 1 of 2018.
52. Press Release, NYC Department of Housing Preservation and Development. "City Targets Over 1,000 Buildings for New Tenant Protection Program." October 12, 2018.

# Appendices

## 1. Permits Issued For Housing Units in New York City, 1962-2019

Year	Bronx	Brooklyn	Manhattan	Queens	Staten Island	Total
1962	--	--	--	--	--	70,686
1963	--	--	--	--	--	49,898
1964	--	--	--	--	--	20,594
1965	--	--	--	--	--	25,715
1966	--	--	--	--	--	23,142
1967	--	--	--	--	--	22,174
1968	--	--	--	--	--	22,062
1969	--	--	--	--	--	17,031
1970	--	--	--	--	--	22,365
1971	--	--	--	--	--	32,254
1972	--	--	--	--	--	36,061
1973	--	--	--	--	--	22,417
1974	--	--	--	--	--	15,743
1975	--	--	--	--	--	3,810
1976	--	--	--	--	--	5,435
1977	--	--	--	--	--	7,639
1978	--	--	--	--	--	11,096
1979	--	--	--	--	--	14,524
1980	--	--	--	--	--	7,800
1981	--	--	--	--	--	11,060
1982	--	--	--	--	--	7,649
1983	--	--	--	--	--	11,795
1984	--	--	--	--	--	11,566
1985	1,263	1,068	12,079	2,211	3,711	20,332
1986	920	1,278	1,622	2,180	3,782	9,782
1987	931	1,650	3,811	3,182	4,190	13,764
1988	967	1,629	2,460	2,506	2,335	9,897
1989	1,643	1,775	2,986	2,339	2,803	11,546
1990	1,182	1,634	2,398	704	940	6,858
1991	1,093	1,024	756	602	1,224	4,699
1992	1,257	646	373	351	1,255	3,882
1993	1,293	1,015	1,150	530	1,185	5,173
1994	846	911	428	560	1,265	4,010
1995	853	943	1,129	738	1,472	5,135
1996	885	942	3,369	1,301	2,155	8,652
1997	1,161	1,063	3,762	1,144	1,857	8,987
1998	1,309	1,787	3,823	1,446	2,022	10,387
1999	1,153	2,894	3,791	2,169	2,414	12,421
2000	1,646	2,904	5,110	2,723	2,667	15,050
2001	2,216	2,973	6,109	3,264	2,294	16,856
2002	2,626	5,247	5,407	3,464	1,756	18,500
2003	2,935	6,054	5,232	4,399	2,598	21,218
2004	4,924	6,825	4,555	6,853	2,051	25,208
2005	4,937	9,028	8,493	7,269	1,872	31,599
2006	4,658	9,191	8,790	7,252	1,036	30,927
2007	3,088	10,930	9,520	7,625	739	31,902
2008	2,482	12,744	9,700	7,730	1,255	33,911
2009	1,647	1,003	1,363	1,474	570	6,057
2010	1,064	2,093	704	2,358	508	6,727
2011	1,116	1,522	2,535	3,182	581	8,936
2012	2,552	3,353	2,328	1,428	673	10,334
2013	2,638	6,140	4,856	3,161	1,200	17,995
2014	1,885	7,551	5,435	4,900	712	20,483
2015	4,682	26,026	12,612	12,667	541	56,528
2016	4,003	4,503	4,024	2,838	901	16,269
2017	5,401	6,130	4,811	5,104	685	22,131
2018	3,698	8,445	3,584	4,577	606	20,910
<b>2019</b>	<b>5,541</b>	<b>9,696</b>	<b>5,512</b>	<b>5,137</b>	<b>661</b>	<b>26,547</b>

Source: U.S. Bureau of the Census, Manufacturing and Construction Division, Building Permits Branch

2. Permits Issued by Building Size & Borough (In Percentages), 2011-2019

Year/Borough	1-Family	2-Family	3/4 Family	5 or More-Family	Total Buildings
<b>2011</b>					
Bronx	1.5%	35.3%	19.1%	44.1%	68
Brooklyn	0.0%	44.3%	30.5%	25.3%	174
Manhattan	3.6%	0.0%	3.6%	92.9%	28
Queens	21.5%	57.0%	11.9%	9.6%	386
Staten Island	52.5%	47.2%	0.0%	0.3%	341
<i>Citywide</i>	26.5%	48.3%	11.3%	13.8%	997
<b>2012</b>					
Bronx	5.9%	39.3%	17.0%	37.8%	135
Brooklyn	0.4%	20.5%	36.9%	42.2%	249
Manhattan	9.5%	4.8%	0.0%	85.7%	42
Queens	26.8%	41.9%	16.9%	14.4%	284
Staten Island	64.1%	34.6%	0.0%	1.3%	298
<i>Citywide</i>	27.8%	32.5%	16.2%	23.5%	1,008
<b>2013</b>					
Bronx	2.4%	41.6%	12.0%	44.0%	125
Brooklyn	0.0%	19.8%	31.6%	48.6%	364
Manhattan	1.6%	7.8%	0.0%	90.6%	64
Queens	39.3%	32.6%	13.3%	14.8%	399
Staten Island	55.9%	42.5%	0.2%	1.4%	431
<i>Citywide</i>	29.1%	32.0%	13.3%	25.7%	1,383
<b>2014</b>					
Bronx	0.0%	33.3%	20.4%	46.3%	108
Brooklyn	0.0%	19.3%	25.8%	55.0%	400
Manhattan	1.3%	9.0%	2.6%	87.2%	78
Queens	47.8%	25.4%	10.5%	16.3%	448
Staten Island	68.1%	31.1%	0.2%	0.6%	479
<i>Citywide</i>	35.8%	25.3%	11.6%	27.4%	1,513
<b>2015</b>					
Bronx	2.9%	26.3%	9.5%	61.3%	137
Brooklyn	5.3%	7.0%	14.7%	73.0%	812
Manhattan	3.8%	1.9%	2.9%	91.4%	105
Queens	31.0%	26.3%	11.6%	31.2%	552
Staten Island	63.0%	36.7%	0.0%	0.3%	392
<i>Citywide</i>	23.5%	19.2%	10.0%	47.3%	1,998
<b>2016</b>					
Bronx	1.8%	25.2%	17.1%	55.9%	111
Brooklyn	30.6%	14.6%	14.0%	40.9%	487
Manhattan	6.3%	3.2%	3.2%	87.3%	63
Queens	39.8%	38.4%	10.3%	11.5%	477
Staten Island	52.2%	46.4%	0.0%	1.4%	414
<i>Citywide</i>	36.1%	30.7%	8.9%	24.3%	1,552
<b>2017</b>					
Bronx	6.4%	22.1%	13.6%	57.9%	140
Brooklyn	16.7%	17.1%	13.2%	53.0%	491
Manhattan	5.3%	6.6%	3.9%	84.2%	76
Queens	23.1%	43.5%	15.7%	17.8%	490
Staten Island	57.8%	41.6%	0.4%	0.2%	476
<i>Citywide</i>	28.9%	31.7%	9.9%	29.5%	1,673
<b>2018</b>					
Bronx	5.6%	21.0%	6.5%	66.9%	124
Brooklyn	11.0%	10.6%	17.7%	60.7%	453
Manhattan	0.0%	5.1%	0.0%	94.9%	59
Queens	30.4%	39.1%	10.7%	19.7%	391
Staten Island	57.5%	42.0%	0.0%	0.5%	419
<i>Citywide</i>	28.8%	28.1%	9.0%	34.1%	1,446
<b>2019</b>					
<b>Bronx</b>	<b>1.6%</b>	<b>15.0%</b>	<b>11.8%</b>	<b>71.7%</b>	<b>127</b>
<b>Brooklyn</b>	<b>8.6%</b>	<b>8.3%</b>	<b>14.4%</b>	<b>68.7%</b>	<b>409</b>
<b>Manhattan</b>	<b>1.6%</b>	<b>1.6%</b>	<b>1.6%</b>	<b>95.2%</b>	<b>63</b>
<b>Queens</b>	<b>23.3%</b>	<b>38.2%</b>	<b>11.2%</b>	<b>27.3%</b>	<b>403</b>
<b>Staten Island</b>	<b>51.0%</b>	<b>47.2%</b>	<b>1.5%</b>	<b>0.3%</b>	<b>392</b>
<b><i>Citywide</i></b>	<b>37.3%</b>	<b>34.2%</b>	<b>8.8%</b>	<b>19.8%</b>	<b>2,045</b>

Source: U.S. Bureau of the Census, Manufacturing and Construction Division, Building Permits Branch

### 3. Permits Issued For Housing Units by Quarter, 2009-2020

Year	Bronx	Brooklyn	Manhattan	Queens	Staten Island	Total
2009						
Q1	164	137	151	508	117	1,077
Q2	130	511	716	353	233	1,943
Q3	497	243	336	331	144	1,551
Q4	856	112	160	282	76	1,486
2010						
Q1	56	175	326	249	199	1,005
Q2	490	867	166	612	121	2,256
Q3	231	246	176	394	83	1,130
Q4	287	805	36	1,103	105	2,336
2011						
Q1	205	291	146	411	88	1,141
Q2	508	624	1,199	1,416	228	3,975
Q3	248	303	391	459	178	1,579
Q4	155	304	799	896	87	2,241
2012						
Q1	564	600	556	197	193	2,110
Q2	619	310	1,041	643	134	2,747
Q3	409	1,496	421	378	142	2,846
Q4	960	947	310	210	204	2,631
2013						
Q1	214	1,184	568	428	162	2,556
Q2	1,066	1,117	1,162	730	689	4,764
Q3	336	1,918	1,708	1,006	172	5,140
Q4	1,022	1,921	1,418	997	177	5,535
2014						
Q1	379	1,725	1,809	1,067	121	5,101
Q2	583	1,617	1,041	1,471	140	4,852
Q3	736	2,675	1,506	812	207	5,936
Q4	187	1,534	1,079	1,550	244	4,594
2015						
Q1	561	3,574	1,154	782	112	6,183
Q2	1,269	15,453	9,760	9,182	151	35,815
Q3	1,651	1,163	1,057	250	175	4,296
Q4	1,201	5,836	641	2,453	103	10,234
2016						
Q1	866	482	297	368	145	2,158
Q2	1,060	912	506	854	476	3,808
Q3	764	1,666	1,776	931	145	5,282
Q4	1,313	1,443	1,445	685	135	5,021
2017						
Q1	1,124	2,097	1,486	1,434	202	6,343
Q2	1,267	1,454	1,004	1,801	154	5,680
Q3	1,050	1,000	1,183	1,033	170	4,436
Q4	1,960	1,579	1,138	836	159	5,672
2018						
Q1	1,181	1,737	1,326	794	132	5,170
Q2	1,403	1,768	673	1,465	167	5,476
Q3	562	2,346	647	735	171	4,461
Q4	552	2,594	938	1,583	136	5,803
2019						
Q1	839	2,271	1,037	2,010	172	6,329
Q2	1,228	1,882	1,170	1,249	128	5,657
Q3	1,558	1,759	741	1,129	149	5,336
Q4	1,916	3,784	2,564	749	212	9,225
2020						
Q1	773	1,721	664	2,439	51	5,648

Source: U.S. Bureau of the Census, Manufacturing and Construction Division, Building Permits Branch

4. New Housing Units Completed in New York City, 1964-2019

Year	Bronx	Brooklyn	Manhattan	Queens	Staten Island	Total
1964	9,503	13,555	15,833	10,846	2,182	51,919
1965	6,247	10,084	14,699	16,103	2,319	49,452
1966	7,174	6,926	8,854	6,935	2,242	32,131
1967	4,038	3,195	7,108	5,626	3,069	23,036
1968	3,138	4,158	2,707	4,209	3,030	17,242
1969	1,313	2,371	6,570	3,447	3,768	17,469
1970	1,652	1,695	3,155	4,230	3,602	14,334
1971	7,169	2,102	4,708	2,576	2,909	19,464
1972	11,923	2,593	1,931	3,021	3,199	22,667
1973	6,294	4,340	2,918	3,415	3,969	20,936
1974	3,380	4,379	6,418	3,406	2,756	20,339
1975	4,469	3,084	9,171	2,146	2,524	21,394
1976	1,373	10,782	6,760	3,364	1,638	23,917
1977	721	3,621	2,547	1,350	1,984	10,223
1978	464	345	3,845	697	1,717	7,068
1979	405	1,566	4,060	1,042	2,642	9,715
1980	1,709	708	3,306	783	2,380	8,886
1981	396	454	4,416	1,152	2,316	8,734
1982	997	332	1,812	2,451	1,657	7,249
1983	757	1,526	2,558	2,926	1,254	9,021
1984	242	1,975	3,500	2,291	2,277	10,285
1985	557	1,301	1,739	1,871	1,939	7,407
1986	968	2,398	4,266	1,776	2,715	12,123
1987	1,177	1,735	4,197	2,347	3,301	12,757
1988	1,248	1,631	5,548	2,100	2,693	13,220
1989	847	2,098	5,979	3,560	2,201	14,685
1990	872	929	7,260	2,327	1,384	12,772
1991	656	764	2,608	1,956	1,627	7,611
1992	802	1,337	3,750	1,498	1,136	8,523
1993	886	616	1,810	801	1,466	5,579
1994	891	1,035	1,927	1,527	1,573	6,953
1995	1,166	1,647	2,798	1,013	1,268	7,892
1996	1,075	1,583	1,582	1,152	1,726	7,118
1997	1,391	1,369	816	1,578	1,791	6,945
1998	575	1,333	5,175	1,263	1,751	10,097
1999	1,228	1,025	2,341	2,119	2,264	8,977
2000	1,390	1,635	5,057	2,206	3,384	13,672
2001	1,581	2,465	5,859	1,599	2,809	14,313
2002	1,554	2,384	6,866	2,388	1,894	15,086
2003	1,450	4,783	4,718	3,000	3,482	17,433
2004	3,156	4,601	6,279	2,836	2,319	19,191
2005	2,945	4,957	5,281	4,702	1,930	19,815
2006	4,236	6,162	7,105	5,858	1,866	25,227
2007	4,469	7,083	7,584	5,883	1,435	26,454
2008	4,144	7,242	6,047	5,468	1,014	23,915
2009	2,905	7,525	6,901	4,674	874	22,879
2010	4,116	7,222	6,115	3,653	773	21,879
2011	3,412	4,822	5,099	2,688	604	16,625
2012	1,879	3,631	1,973	2,637	594	10,714
2013	1,519	4,336	3,136	4,023	622	13,636
2014	1,778	4,485	4,385	3,181	503	14,332
2015	2,576	5,683	3,194	3,125	542	15,120
2016	2,533	8,902	7,637	3,452	1,246	23,770
2017	2,776	11,329	6,267	5,261	678	26,311
2018	4,759	9,488	7,143	6,321	861	28,572
<b>2019</b>	<b>4,332</b>	<b>10,279</b>	<b>6,624</b>	<b>4,719</b>	<b>645</b>	<b>26,599</b>

Source: NYC Department of City Planning

Note: Housing unit count is based on the number of Certificates of Occupancy issued by NYC Department of Buildings (DOB), or equivalent action by the Empire State Development Corporation or NYS Dormitory Authority. Prior years' data may be adjusted and may not match prior reports.

Updated data from 2000-2018 was provided to the RGB in April of 2020. Data is updated periodically and may not match that presented in earlier reports.

## 5. Number of Residential Co-op and Condo Plans Accepted for Filing By the NYS Attorney General's Office, 2014-2019

	2014	2015	2016	2017	2018	2019
	Plans (Units)	Plans (Units)	Plans (Units)	Plans (Units)	Plans (Units)	Plans (Units)
<b>Private Plans</b>						
New Construction	204 (4,277)	212 (6,118)	206 (4,726)	224 (4,731)	233 (7,155)	227 (5,358)
Rehabilitation	36 (385)	43 (460)	45 (301)	33 (507)	42 (792)	43 (480)
Conversion (Non-Eviction)	20 (3,821)	28 (2,261)	27 (1,311)	18 (717)	11 (545)	11 (745)
Conversion (Eviction)	0	0	0	0	0	0
<b>Private Total</b>	<b>260 (8,483)</b>	<b>283 (8,839)</b>	<b>278 (6,338)</b>	<b>275 (5,955)</b>	<b>286 (8,492)</b>	<b>281 (6,583)</b>
	Plans (Units)	Plans (Units)	Plans (Units)	Plans (Units)	Plans (Units)	Plans (Units)
<b>HPD Sponsored Plans</b>						
New Construction	0	0	0	0	0	0
Rehabilitation	0	0	0	0	1 (12)	0
Conversion (Non-Eviction)	0	1 (70)	0	0	0	0
Conversion (Eviction)	0	0	0	0	0	0
<b>HPD Total</b>	<b>0</b>	<b>1 (70)</b>	<b>0</b>	<b>0</b>	<b>1 (12)</b>	<b>0</b>
<b>Grand Total</b>	<b>260 (8,483)</b>	<b>284 (8,909)</b>	<b>278 (6,338)</b>	<b>275 (5,955)</b>	<b>287 (8,504)</b>	<b>281 (6,583)</b>

Source: New York State Attorney General's Office, Real Estate Financing Bureau

Note: Figures exclude "Homeowner" and "No Action" plans/units. Data from 2014-2018 was updated in 2020 to reflect only residential housing units. . Prior data relied on "total units," which includes residential, commercial and storage units, as well as parking spaces (in addition to other categories with very few units).

## 6. Number of Units in Co-op and Condo Plans Accepted for Filing By the NYS Attorney General's Office, 1992-2019

Year	New Construction	Conversion Eviction	Conversion Non-Eviction	Rehabilitation	Total New Construction Conversion & Rehab	Units in HPD Sponsored Plans
1992	793	0	566	--	1,359	1,674
1993	775	41	134	--	950	455
1994	393	283	176	807	1,659	901
1995	614	426	201	1,258	2,499	935
1996	83	16	196	284	579	0
1997	1,417	38	131	852	2,438	533
1998	3,225	0	386	826	4,437	190
1999	1,123	343	359	1,029	2,854	295
2000	1,911	203	738	220	3,072	179
2001	3,833	22	1,053	124	5,032	22
2002	2,576	260	1,974	348	5,158	260
2003	4,870	0	639	418	5,927	0
2004	6,018	274	1,550	334	8,176	274
2005	12,210	269	2,356	223	15,058	269
2006	19,870	273	6,331	0	26,474	273
2007*	14,159	45	4,832	56	19,092	87
2008*	10,520	188	2,286	90	13,084	188
2009*	5,327	50	618	208	6,203	205
2010*	3,493	161	746	0	4,400	218
2011*	2,765	106	208	14	3,093	0
2012*	1,943	19	1,164	75	3,201	19
2013*	2,849	0	693	406	3,948	95
2014*	4,277	0	3,821	385	8,483	0
2015*	6,118	0	2,331	460	8,909	70
2016*	4,726	0	1,311	301	6,338	0
2017*	4,731	0	717	507	5,955	0
2018*	7,155	0	545	804	8,504	12
2019*	5,358	0	745	480	6,583	0

Source: New York State Attorney General's Office, Real Estate Financing Bureau

\*2007-2019 data is based on residential units. Prior years data relies on "total units," which includes residential, commercial and storage units, as well as parking spaces (in addition to other categories with very few units). On average, over this 13-year period, the number of residential units is 23.1% lower than total units.

Note: Rehabilitated units were tabulated separately from 1994 on. NYC Dept. of Housing Preservation and Development (HPD) Plans are a subset of all plans.

## 7. Tax Incentive Programs, 2017-2019

### Buildings Newly Receiving Certificates for 421-a Exemptions, 2017-2019

	2017			2018			2019		
	Certificates	Buildings	Units	Certificates	Buildings	Units	Certificates	Buildings	Units
Bronx	273	117	1,542	139	204	1,874	147	179	1,504
Brooklyn	162	442	8,195	458	594	11,841	365	453	10,178
Manhattan	63	67	7,448	63	64	8,884	35	36	4,214
Queens	240	338	3,587	373	516	5,114	239	308	6,858
Staten Island	2	2	32	4	33	579	0	0	0
<b>TOTAL</b>	<b>740</b>	<b>966</b>	<b>20,804</b>	<b>1,037</b>	<b>1,411</b>	<b>28,292</b>	<b>786</b>	<b>976</b>	<b>22,754</b>

### Buildings Newly Receiving J-51 Tax Abatements and Exemptions, 2017-2019

	2017			2018			2019		
	Buildings	Units	Certified Cost (\$1,000s)	Buildings	Units	Certified Cost (\$1,000s)	Buildings	Units	Certified Cost (\$1,000s)
Bronx	180	6,519	\$13,847	134	7,915	\$16,993	79	4,555	\$10,250
Brooklyn	126	4,625	\$12,044	154	7,116	\$21,274	91	3,292	\$10,236
Manhattan	34	3,703	\$12,578	50	1,578	\$11,351	6	409	\$1,166
Queens	1,072	7,992	\$7,511	190	13,028	\$8,705	593	5,231	\$8,083
Staten Island	1	38	\$195	1	178	\$1,039	0	0	\$0
<b>TOTAL</b>	<b>1,413</b>	<b>22,877</b>	<b>\$46,175</b>	<b>529</b>	<b>29,815</b>	<b>\$59,362</b>	<b>769</b>	<b>13,487</b>	<b>\$29,735</b>

Source: NYC Department of Housing Preservation and Development, Office of Development, Tax Incentive Programs

## 8. Tax Incentive Programs – Units Receiving Initial Benefits, 1981-2019

Year	421-a	J-51	Year	421-a	J-51
1981	3,505	--	2001	4,870	81,321
1982	3,620	--	2002	4,953	70,145
1983	2,088	--	2003	3,782	74,005
1984	5,820	--	2004	6,738	117,503
1985	5,478	--	2005	5,062	66,370
1986	8,569	--	2006	3,875	66,010
1987	8,286	--	2007	4,212	55,681
1988	10,079	109,367	2008	4,521	64,478
1989	5,342	64,392	2009	4,613	37,867
1990	980	113,009	2010	5,895	50,263
1991	3,323	115,031	2011	11,007	54,775
1992	2,650	143,593	2012	10,856	45,886
1993	914	122,000	2013	7,890	55,659
1994	627	60,874	2014	6,945	40,787
1995	2,284	77,072	2015	5,468	44,259
1996	1,085	70,431	2016	4,493	34,311
1997	2,099	145,316	2017	20,804	22,877
1998	2,118	103,527	2018	28,292	29,815
1999	6,123	82,121	<b>2019</b>	<b>22,754</b>	<b>13,487</b>
2000	2,828	83,925			

Source: NYC Department of Housing Preservation and Development, Office of Development, Tax Incentive Programs



## 9. Building Demolitions in New York City, 1985-2019

Year	Bronx		Brooklyn		Manhattan		Queens		Staten Island		Total	
	5+ Units	Total	5+ Units	Total	5+ Units	Total	5+ Units	Total	5+ Units	Total	5+ Units	Total
1985	81	157	3	101	59	73	3	133	1	31	147	495
1986	48	96	14	197	19	38	3	273	4	67	88	671
1987	14	55	2	130	22	33	1	273	6	83	45	574
1988	3	34	2	169	25	44	2	269	0	160	32	676
1989	6	48	8	160	20	38	3	219	0	109	37	574
1990	4	29	3	133	20	28	5	119	0	71	32	380
1991	10	33	15	95	9	14	1	68	0	32	35	242
1992	12	51	6	63	2	5	1	41	0	33	21	193
1993	0	17	4	94	0	1	3	51	0	5	7	168
1994	3	14	4	83	5	5	2	42	0	8	14	152
1995	2	18	0	81	0	0	2	37	0	17	4	153
1996	-	30	-	123	-	25	-	118	-	84	-	380
1997	-	29	-	127	-	51	-	168	-	119	-	494
1998	-	71	-	226	-	103	-	275	-	164	-	839
1999	-	67	-	211	-	53	-	227	-	159	-	717
2000	-	64	-	499	-	101	-	529	-	307	-	1,500
2001	-	96	-	421	-	160	-	519	-	291	-	1,487
2002	-	126	-	500	-	89	-	600	-	456	-	1,771
2003	-	161	-	560	-	100	-	865	-	564	-	2,250
2004	-	238	-	691	-	141	-	1,128	-	547	-	2,745
2005	-	245	-	1,080	-	145	-	1,545	-	477	-	3,492
2006	-	334	-	1,109	-	259	-	1,485	-	381	-	3,568
2007	-	302	-	984	-	282	-	1,407	-	308	-	3,283
2008	-	206	-	925	-	252	-	1,082	-	215	-	2,680
2009	-	166	-	467	-	153	-	663	-	177	-	1,626
2010	-	121	-	326	-	76	-	464	-	129	-	1,116
2011	-	93	-	308	-	124	-	463	-	141	-	1,129
2012	-	121	-	284	-	144	-	434	-	139	-	1,122
2013	-	105	-	367	-	145	-	453	-	216	-	1,286
2014	-	125	-	454	-	121	-	555	-	258	-	1,513
2015	-	116	-	668	-	225	-	612	-	266	-	1,887
2016	-	139	-	642	-	178	-	655	-	235	-	1,849
2017	-	136	-	573	-	114	-	579	-	320	-	1,722
2018	-	190	-	661	-	146	-	624	-	267	-	1,888
<b>2019</b>	<b>-</b>	<b>251</b>	<b>-</b>	<b>652</b>	<b>-</b>	<b>169</b>	<b>-</b>	<b>606</b>	<b>-</b>	<b>216</b>	<b>-</b>	<b>1,894</b>

Source: U.S. Bureau of the Census, Manufacturing and Construction Division, Building Permits Branch; New York City Department of Buildings

Note: The Census Bureau discontinued collecting demolition statistics in December, 1995. The New York City Department of Buildings began supplying the total number of buildings demolished from 1996 forward, but does not specify whether buildings are residential or whether they have 5+ units. Demolition statistics from 1985 through 1995 are solely residential buildings.