

Universal Access to Legal Services

A Report on Year One of Implementation
in New York City

Prepared by the
Office of Civil Justice
New York City Human Resources Administration
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Introduction

On August 11, 2017, Mayor Bill de Blasio signed into law Intro 214-b, legislation passed by the New York City Council that made the City of New York the first city in the United States to commit to make legal services available to all tenants facing eviction in housing court and public housing authority termination of tenancy proceedings. This groundbreaking legislation - Local Law 136 of 2017¹, also known as the Universal Access law, tasks the Office of Civil Justice (OCJ) of the Human Resources Administration (HRA) with implementing a program that would achieve this historic milestone by 2022.

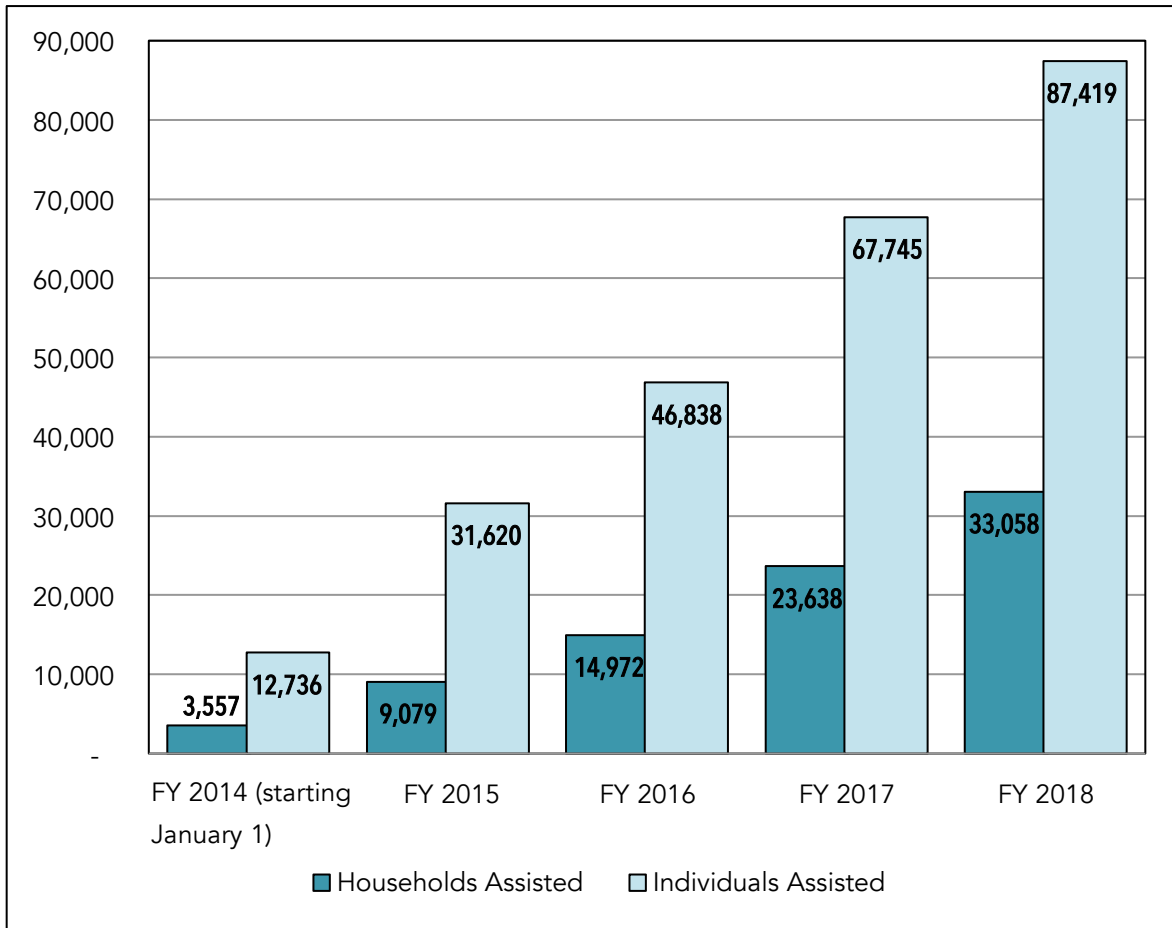
One year later, we have made significant progress towards reaching this goal. City Fiscal Year (FY) 2018² marked the first year of this phased-in implementation, and this report charts its initial progress. In FY 2018, HRA's baseline budget included \$77 million in funding for tenant legal services programs, which included the Administration's \$15 million investment in the first phase of Universal Access implementation and \$33 million for anti-harassment/displacement legal services. In FY 2018, OCJ's legal services programs for tenants provided legal representation, advice, and assistance to 33,000 households across New York City, including approximately 26,000 households facing eviction proceedings in New York City Housing Court. In total, more than one dozen nonprofit organizations, ranging from large citywide legal services providers to smaller borough- and community-based groups, provided free legal services in FY 2018, benefiting more than 87,000 New Yorkers in total.

As detailed in the chart below, as of June 30, 2018 (the end of FY 2018), 246,369 New York City residents – *nearly a quarter-million New Yorkers* – had received free legal representation, advice, or assistance in eviction and other housing-related matters since the start of the de Blasio Administration through tenant legal services programs administered by HRA.

¹ New York City Administrative Code Title 26, Chapter 13: Provision of Legal Services in Eviction Proceedings.

² July 1, 2017 through June 30, 2018.

New York City Households and Individuals Receiving Administration-Funded Housing Legal Assistance January 1, 2014 – June 30, 2018

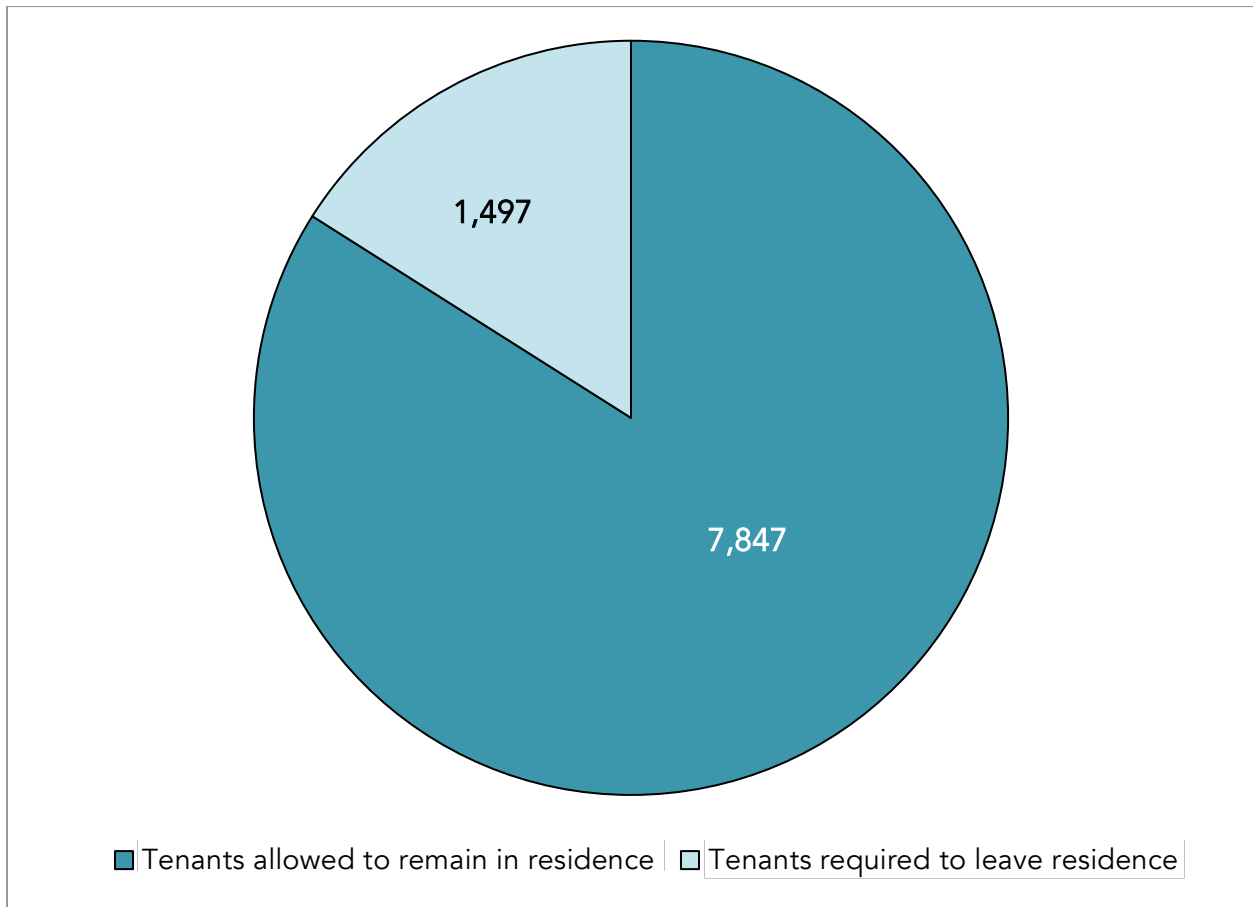


Source: OCJ Administrative Data

Legal Services for Tenants Facing Eviction in Housing Court

This report illustrates that Universal Access implementation is progressing on track. In FY 2018, 21,955 New Yorkers whose tenancies were threatened by eviction were able to stay in their homes after OCJ-funded lawyers represented them in court. As the chart below shows, in Housing Court eviction cases resolved by OCJ's legal services providers, 84% of households represented in court by lawyers were able to remain in their homes, not only saving thousands of tenancies, but also promoting the preservation of affordable housing and neighborhood stability.

Legal Representation for New York City Households Facing Eviction in Housing Court and NYCHA Termination of Tenancy Proceedings: Outcomes Achieved
July 1, 2017 – June 30, 2018



Source: OCJ Administrative Data

These indicators are consistent with other findings reflecting changing dynamics and a more level playing field for New York City tenants in need: As access to legal services for New York City tenants has increased, evictions across the city have decreased. As of calendar year 2017, residential evictions by City marshals had declined by approximately 27% as compared to calendar year 2013, a period during which New York City substantially increased funding for legal services for low-income tenants. Over the four-year period of 2014 through 2017, an estimated 70,000 New Yorkers remained in their homes as a result of the decreased evictions.³

³ OCJ's reports can be found at www.nyc.gov/civiljustice.

As shown in the charts below, we are also realizing steady gains in the proportion of tenants who face eviction in New York City Housing Court with the assistance of a lawyer. This growth follows dramatic increases in legal representation for New York City tenants that had already taken place in Housing Court over the last several years. In 2013, roughly 1% of tenants facing eviction in Housing Court had legal representation.⁴ In contrast, OCJ's analysis found that in 2016 more than one in four tenants facing an eviction case in court in New York City - 27% - was represented by a lawyer.⁵

As of the end of FY 2018, the legal representation rate was even higher. In the last quarter of FY 2018, 30% of tenants who appeared in eviction cases in Housing Court citywide were represented by counsel, and an additional 4% of such tenants received legal advice or other assistance through OCJ's tenant legal services programs, meaning that, citywide, an estimated 34% of tenants appearing Housing Court for eviction cases – *more than one in three* – received legal services. During this period, rates for legal representation and assistance varied across the boroughs. The Bronx had the lowest legal services rate of 27%, and Staten Island had the highest rate at 46%; in Queens it was 34%, in Manhattan it was 36%, and in Brooklyn it was 41%.

In the neighborhoods targeted to receive increased availability of legal services during the first phase of Universal Access,⁶ the findings are even more striking; looking at the first 15 ZIP codes included in Universal Access, lawyers represented 56% of tenants appearing in Housing Court in their eviction proceedings in the last quarter of FY 2018, and an additional 2% of tenants received free legal advice or brief assistance through OCJ programs, meaning that 58% of tenants appearing in eviction cases in Housing Court in these targeted neighborhoods received legal services. Here, too, rates varied across the boroughs, with Staten Island exhibiting the highest legal services rate at 77%, followed by Brooklyn at 72%, Manhattan at 61%, The Bronx at 52%, and Queens at 41%.

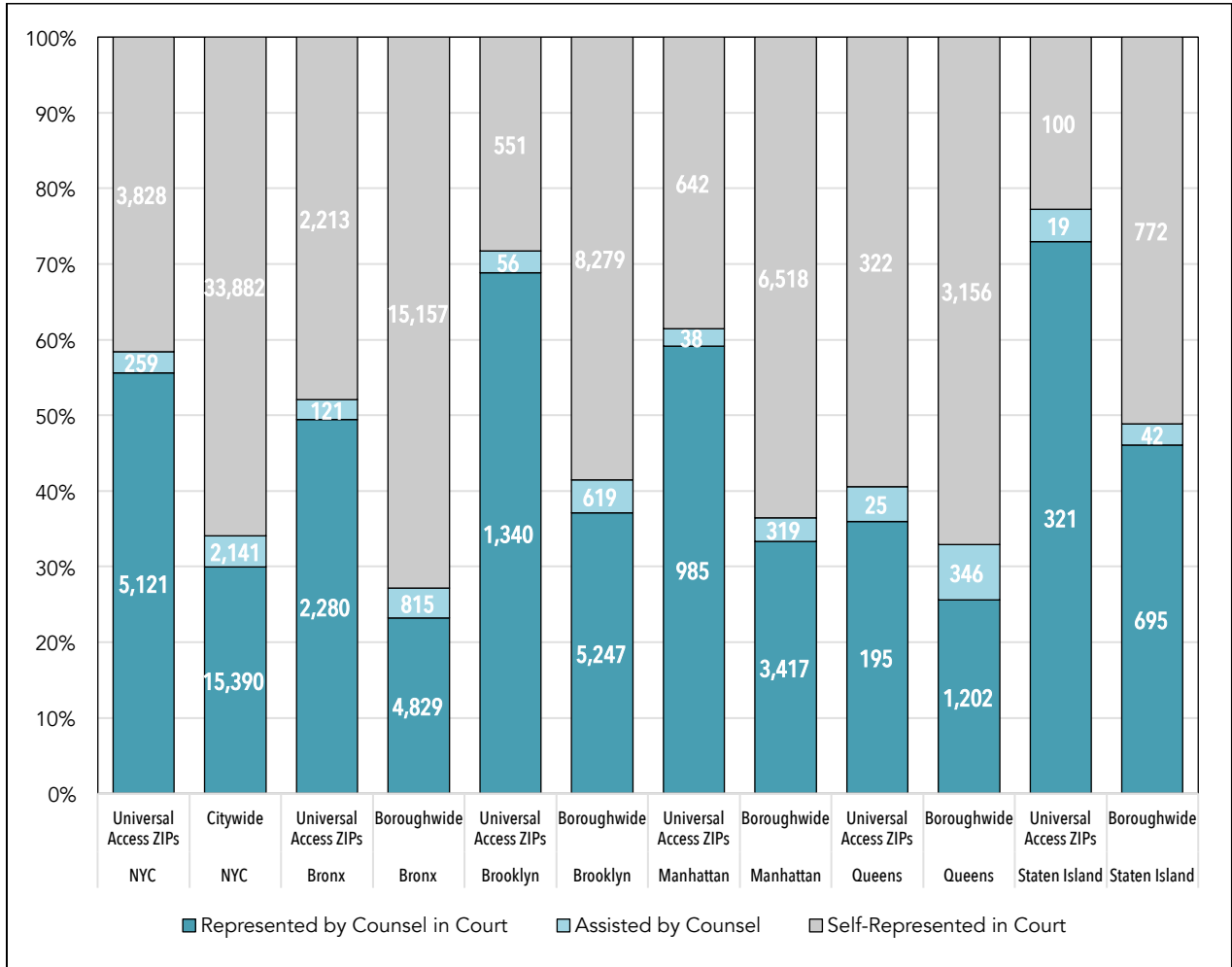
⁴ Permanent Commission on Access to Justice, Report to the Chief Judge of the State of New York. (2015), at www.nycourts.gov/accesstojusticecommission/PDF/2015_Access_to_Justice-Report-V5.pdf.

⁵ New York City Office of Civil Justice 2016 Annual Report, at www1.nyc.gov/assets/hra/downloads/pdf/services/civiljustice/OCJ%202016%20Annual%20Report.pdf.

⁶ This is discussed in detail in this report in the section entitled "Legal Services for Tenants Facing Eviction in Housing Court: Boroughs and ZIP Codes."

Legal Representation⁷ and Assistance Rates for Tenants Appearing in Housing Court in Eviction Proceedings

April 1, 2018 – June 30, 2018



Sources: NYS Office of Court Administration data as analyzed by OCJ; OCJ Administrative Data

⁷ Legal representation rates were determined by combining data from the NYS Office of Court Administration regarding eviction proceedings in New York City Housing Court for which legal representation was indicated in such data and OCJ administrative data indicating that full legal representation was provided by OCJ legal services providers in cases marked as “self-represented” in court data.

Eviction Proceedings in Housing Court and “Covered Individuals”

In FY 2018, there were 223,486 residential eviction petitions filed citywide in New York City Housing Court, in which 338,379 individuals were named as respondents. Eviction petitions are not required to explicitly name all parties; “JOHN DOE” or “JANE DOE” are often used in lieu of individual names. OCJ has counted all named and “Doe” respondents in each eviction petition to estimate the number of “covered individuals” (as defined in the Universal Access law) residing in the related dwelling.

The table below details residential eviction petitions and estimated “covered individuals” during FY 2018, broken down by borough. The table also presents a breakdown of such filings based on the nature of the claim for eviction: nonpayment of rent and “holdover.” Holdover claims aim to evict a tenant or other person in the apartment for reasons other than simple nonpayment of rent, including allegations that the tenant has violated a lease provision; has improperly put others in the apartment; has become a nuisance to other tenants; or is staying after a lease has expired.

Eviction Proceedings in Housing Court and Estimated Covered Individuals July 1, 2017 – June 30, 2018

	Residential Eviction Petitions Filed			Estimated Covered Individuals		
	Holdover	Non-Payment	Total	Holdover	Non-Payment	Total
The Bronx	6,463	74,624	81,087	15,991	88,637	104,628
Brooklyn	9,797	50,566	60,363	26,873	63,329	90,202
Manhattan	4,440	40,275	44,715	13,488	50,855	64,343
Queens	7,849	24,384	32,233	26,851	43,949	70,800
Staten Island	1,190	3,898	5,088	3,193	5,213	8,406
New York City	29,739	193,747	223,486	86,396	251,983	338,379

Source: NYS Office of Court Administration data as analyzed by OCJ

Warrants of Eviction Issued in Housing Court

The table below details the number of warrants of eviction issued in Housing Court during FY 2018, broken down by borough and by type of eviction proceeding (non-payment or holdover). The Housing Court issues warrants of eviction to a City Marshal, authorizing the removal of tenants from the premises. A tenant can respond to an eviction notice by submitting an Order to Show Cause seeking to prevent or delay the eviction and possibly raising defects in procedure. A tenant may also vacate their residence before a formal eviction takes place. Information about actual evictions carried out by City Marshals is in the following section of this report.

Warrants of Eviction Issued in New York City Housing Court July 1, 2017 – June 30, 2018

	Warrants of Eviction Issued		
	Holdover	Non-Payment	Total
The Bronx	2,517	29,436	31,953
Brooklyn	4,072	17,668	21,740
Manhattan	1,031	10,910	11,941
Queens	3,084	8,495	11,579
Staten Island	543	1,483	2,026
New York City	11,247	67,992	79,239

Source: NYS Office of Court Administration data as analyzed by OCJ

Residential Evictions Executed By City Marshals

Official reporting on the number of residential evictions conducted by City Marshals becomes available after the conclusion of each calendar year. Thus, the table below details the number of such evictions conducted by City Marshals during *calendar year 2017*. Citywide, residential evictions in 2017 declined by 27% compared to 2013, and

substantial reductions in the number of evictions were realized in each of the five boroughs.

**Residential Evictions Executed by City Marshals
January 1, 2013 – December 31, 2017**

	2013	2014	2015	2016	2017
The Bronx	10,194	9,580	7,401	7,667	7,438
Brooklyn	8,313	7,908	7,033	6,476	5,984
Manhattan	4,525	3,933	2,898	2,907	2,843
Queens	4,862	4,542	3,939	4,290	4,105
Staten Island	955	894	717	749	704
New York City	28,849	26,857	21,988	22,089	21,074

Source: NYC Department of Investigation

Legal Services for New York City Tenants

OCJ contracts with nonprofit legal services provider organizations across the City to provide access to legal services for thousands of New York City tenants facing eviction and displacement. OCJ’s tenant legal services partners are:

- BOOM! Health (Bronx AIDS Services, Inc.)
- Brooklyn Defender Services
- Brooklyn Legal Services Corporation A
- CAMBA Legal Services, Inc.
- Catholic Migration Services
- Goddard Riverside Law Project
- Housing Conservation Coordinators
- Jewish Association for Services for the Aged
- Legal Services NYC
- Lenox Hill Neighborhood House
- Make the Road New York
- Mobilization for Justice
- Neighborhood Association for Intercultural Affairs, Inc.
- New York Lawyers for Public Interest
- New York Legal Assistance Group
- Northern Manhattan Improvement Corporation
- RiseBoro Community Partnership
- The Bronx Defenders
- The Legal Aid Society
- Urban Justice Center

In FY 2018, the vast majority of this work – more than three-quarters of the households assisted – consisted of legal defense services in eviction proceedings in Housing Court or termination of tenancy proceedings. In addition to providing legal services in these matters, OCJ’s contracted legal providers assisted New York City tenants in other legal proceedings to preserve and protect tenants’ housing and to demand or maintain habitable conditions, and in other proceedings and litigation that take place both in and outside of Housing Court.

As detailed in the table below, OCJ’s tenant legal services providers assisted 33,058 households, comprising 87,419 individuals, with legal advice and representation in FY 2018.

Legal Services for New York City Tenants Provided by OCJ Programs
July 1, 2017 – June 30, 2018

Type of Legal Proceeding/Matter	Households Assisted	Individuals Assisted
Eviction proceedings in Housing court	25,649	68,845
NYCHA termination of tenancy proceedings	312	796
Other court litigation (e.g., HP actions, 7A proceedings, Supreme Court litigation)	2,916	7,437
Other administrative proceedings	1,885	4,812
Other housing-related legal assistance	2,296	5,529
Total	33,058	87,419

Source: OCJ Administrative Data

Legal Services for Tenants Facing Eviction in Housing Court

Focusing on the 25,649 households that received legal services in eviction proceedings in Housing Court, the table below disaggregates these cases by service level: full legal representation and brief legal assistance or advice. 73% of these households received full legal representation in Housing Court.

New York City Households Facing Eviction in Housing Court Assisted by OCJ
 Legal Services
 July 1, 2017 – June 30, 2018

Households Assisted			Individuals Assisted		
Brief/Advice	Full Legal Representation	Total	Brief/Advice	Full Legal Representation	Total
7,021	18,628	25,649	18,608	50,237	68,845

Source: OCJ Administrative Data

Legal Services for Tenants Facing Eviction in Housing Court: Boroughs and ZIP Codes

In FY 2018, OCJ’s legal services providers assisted tenants facing eviction in Housing Court in every borough and in 177 NYC postal codes.⁸ Universal Access implementation moved forward in earnest this fiscal year by making free legal representation available to all income-eligible tenants facing eviction in Housing Court in fifteen ZIP codes across the city. These ZIP codes were targeted for services in this first phase of Universal Access implementation based on factors including shelter entries from the ZIP code; the prevalence of rent-regulated housing; the volume of eviction proceedings in the ZIP code; whether the area was already being served through other HRA OCJ-funded legal services programs; and other factors of need.

The implementation of Universal Access in the Housing Court involved collaboration between OCJ, the legal services provider organizations, and the Housing Court to develop robust and reliable processes for tenants in target ZIP codes who were facing eviction cases to be connected with available free legal counsel. OCJ worked with Supervising Judges, Resolution Part Judges, and non-judicial staff in each Housing Court, as well as legal services providers to create intake processes to identify low-income tenants in these ZIP codes and connect them with legal services providers to receive full legal representation in their eviction cases. To accomplish this, the courts routed newly calendared cases drawn from the target ZIP codes to their own designated courtroom, where Universal Access legal service providers have established intake operations close by these designated courtrooms, allowing eligible tenants to

⁸ A table detailing households and individuals assisted disaggregated by ZIP code is included at the Appendix to this report.

access services in an efficient and effective manner. Legal service providers receive court calendars showing tenants who have court cases in the designated parts on that day. Providers then speak with tenants to offer services and assess their eligibility for programs — all within steps of the courtroom in which the cases are heard. Providers then conduct a brief intake with the tenant and file a notice with the court indicating that the tenant is represented.

In FY 2018, the ZIP codes targeted for Universal Access legal services (“UA ZIP codes”) were:

Borough	UA ZIP Codes
The Bronx	10457, 10467, 10468
Brooklyn	11216, 11221, 11225
Manhattan	10025, 10026, 10027
Queens	11373, 11433, 11434
Staten Island	10302, 10303, 10314

In addition to legal services provided in the UA ZIP codes, OCJ’s legal services providers also assisted thousands of New York City tenants in other ZIP codes across the city (“Non-UA ZIP codes”). The table below shows the number of households and individuals receiving legal services in FY 2018 for eviction proceedings in Housing Court, broken down by borough and level of services provided and as well as by UA ZIP codes and Non-UA ZIP codes.

Legal Services for Tenants Facing Eviction in Housing Court:
 Boroughs and ZIP Codes
 July 1, 2017 – June 30, 2018

		Households Assisted			Individuals Assisted		
		Brief/ Advice	Full Legal Representation	Total	Brief/ Advice	Full Legal Representation	Total
UA ZIP Codes	The Bronx	402	3,460	3,862	1,073	9,487	10,560
	Brooklyn	146	1,822	1,968	313	4,247	4,560
	Manhattan	109	1,252	1,361	235	2,785	3,020
	Queens	145	421	566	396	1,300	1,696
	Staten Island	45	465	510	119	1,380	1,499
	NYC	847	7,420	8,267	2,136	19,199	21,335
Non- UA ZIP Codes	The Bronx	1,711	3,211	4,922	4,800	8,980	13,780
	Brooklyn	2,191	4,236	6,427	5,831	11,719	17,550
	Manhattan	978	1,446	2,424	2,045	3,498	5,543
	Queens	1,237	1,680	2,917	3,649	4,994	8,643
	Staten Island	57	635	692	147	1,847	1,994
	NYC	6,174	11,208	17,382	16,472	31,038	47,510
Total	The Bronx	2,113	6,671	8,784	5,873	18,467	24,340
	Brooklyn	2,337	6,058	8,395	6,144	15,966	22,110
	Manhattan	1,087	2,698	3,785	2,280	6,283	8,563
	Queens	1,382	2,101	3,483	4,045	6,294	10,339
	Staten Island	102	1,100	1,202	266	3,227	3,493
	NYC	7,021	18,628	25,649	18,608	50,237	68,845

Source: OCJ Administrative Data

Legal Services for Tenants Facing Eviction in Housing Court: Age of Head of Household

The table below provides a breakdown by the age of the head of household for tenant households facing eviction in Housing Court that received legal services in FY 2018, as reported by such tenants to their legal services provider.⁹ Senior tenants were more concentrated in Manhattan than in other boroughs; heads of household age 55 and older accounted for 43% of those served in Manhattan, compared to 25% in the Bronx, 30% in Brooklyn, 29% in Queens and 22% in Staten Island. Citywide, 2% of households were led by someone aged 18 to 24, while in 10% of households served the head of household was aged 65 or older.

Legal Services for Tenants Facing Eviction in Housing Court: Age of Head of Household July 1, 2017 – June 30, 2018

	18-24 years old	25-34 years old	35-44 years old	45-54 years old	55-64 years old	65+ years old
The Bronx	160	2,081	2,360	1,954	1,430	727
Brooklyn	143	1,389	2,248	2,036	1,684	857
Manhattan	57	453	739	904	921	679
Queens	62	645	872	897	653	342
Staten Island	39	252	337	305	199	68
New York City	461	4,820	6,556	6,096	4,887	2,673

Source: OCJ Administrative Data

⁹ This analysis excludes 156 households served, or 0.6% of all households served, for which information about the age of the head of household was not available.

Legal Services for Tenants Facing Eviction in Housing Court: Household Size

The table below provides a breakdown by household size of tenant households facing eviction in Housing Court that received legal services in FY 2018.¹⁰ Smaller households served were more typical in Manhattan than in other boroughs; households of two or fewer members accounted for approximately two-thirds of all tenant households facing eviction served in Manhattan. Overall, 29% of households served citywide had one member, while 27% had four or more members.

Legal Services for Tenants Facing Eviction in Housing Court: Household Size July 1, 2017 – June 30, 2018

	1 person	2 people	3 people	4 people	5 or more people
The Bronx	2,130	2,019	2,174	1,359	1,101
Brooklyn	2,626	1,880	1,673	1,117	1,079
Manhattan	1,580	899	578	373	345
Queens	817	755	700	580	612
Staten Island	321	276	247	150	208
New York City	7,474	5,829	5,372	3,579	3,345

Source: OCJ Administrative Data

¹⁰ This analysis excludes 50 households served, or 0.2% of all households served, for which information about the number of individuals in the household was not available.

Legal Services for Tenants Facing Eviction in Housing Court: Estimated Length of Tenancy

The table below provides a breakdown by estimated length of tenancy of tenant households facing eviction in Housing Court that received legal services in FY 2018, as reported by such tenants to their legal services provider.¹¹ Citywide, more than half of households served had lived in their homes for six or more years at the time that legal services were provided, with 38% of households having tenancies of ten or more years, the largest segment. The boroughs with the highest concentration of shorter tenancies were Queens, where 29% of households served had been living in their homes for less than three years, and Staten Island, where that rate was 25%.

Legal Services for Tenants Facing Eviction in Housing Court: Estimated Length of Tenancy

July 1, 2017 – June 30, 2018

	1-2+ years	3-5+ years	6-9+ years	10 or more years
The Bronx	1,952	2,311	1,445	2,739
Brooklyn	1,606	1,682	1,386	3,167
Manhattan	539	462	445	1,995
Queens	939	776	523	963
Staten Island	380	281	187	241
New York City	5,416	5,512	3,986	9,105

Source: OCJ Administrative Data

¹¹ This analysis excludes 1,630 households served, or 6.4% of all households served, for which information about the length of tenancy was not available.

Legal Services for Tenants Facing Eviction in Housing Court: Estimated Annual Household Income

The table below provides a breakdown by estimated annual household income of tenant households facing eviction in Housing Court that received legal services in FY 2018.¹² As the initial phase of implementation focused on expanding legal representation for low-income households in eviction proceedings in Housing Court, the overwhelming majority of households served at Housing Court during this first phase of Universal Access implementation were “income-eligible” as defined under the Universal Access law – that is, households with an annual gross household income not in excess of 200% of the federal poverty guidelines as updated periodically by the United States Department of Health and Human Services¹³ (“the Federal Poverty Guidelines” or “FPL”).¹⁴ As in previous categories of analysis, there is notable variation between the boroughs. For example, whereas more than two-thirds of tenant households served in The Bronx (69%) had annual incomes at or below the Federal Poverty Guidelines (i.e., 100% FPL), only a bit more than half of the Manhattan households (52%) were at or below this level.

Legal Services for Tenants Facing Eviction in Housing Court: Estimated Annual Household Income As a Percentage of Federal Poverty Guideline (FPL) July 1, 2017 – June 30, 2018

	Less than 50% of FPL	51% to 100% of FPL	101% to 150% of FPL	151% to 200% of FPL	More than 200% of FPL
The Bronx	3,707	1,794	1,031	1,161	231
Brooklyn	2,890	2,062	1,389	1,363	245
Manhattan	910	901	644	852	158
Queens	833	968	697	648	122
Staten Island	396	382	190	125	73
New York City	8,736	6,107	3,951	4,149	829

Source: OCJ Administrative Data

¹² This analysis excludes 1,875 households served, or 7.3% of all households served, for which information about annual household income was insufficient or not available.

¹³ New York City Administrative Code §26-1301.

¹⁴ The 2018 Federal Poverty Guidelines are available at www.federalregister.gov/documents/2018/01/18/2018-00814/annual-update-of-the-hhs-poverty-guidelines. For a household of one, 200% of the guidelines is \$24,280 (annually); for two, \$32,920; for three, \$41,560; for four, \$50,200; for five, \$58,840, for six, \$67,480.

Legal Services for Tenants Facing Eviction in Housing Court: Public Benefits Recipients

The table below provides a breakdown by borough of the number of households that received legal services in eviction proceedings in Housing Court that were receiving ongoing public benefits at the time when legal services were rendered. A household is considered to have been receiving “ongoing public benefits” if one or more members of the household were receiving active Cash Assistance or Supplemental Nutrition Assistance Program (SNAP, also known as “food stamps”) benefits through HRA at the time that OCJ legal services were first provided to the household.

For comparison, the overall number of households served with annual incomes at or below 200% FPL – income eligibility for full legal representation under the Universal Access law – is also presented below. Approximately 50% households that were at or below 200% FPL were receiving ongoing public assistance when they received legal services.

Legal Services for Tenants Facing Eviction in Housing Court: Public Benefits Recipients July 1, 2017 – June 30, 2018

	Households Receiving Ongoing Public Benefits	Households Served At or Below 200% FPL
The Bronx	4,483	7,693
Brooklyn	3,338	7,704
Manhattan	1,610	3,307
Queens	1,419	3,146
Staten Island	574	1,093
New York City	11,424	22,943

Sources: OCJ Administrative Data, HRA Enterprise Data Warehouse (EDW). Receipt of “ongoing public benefits” was established by matching OCJ enrollment data against EDW records to verify active Cash Assistance or SNAP benefits case on the date of enrollment for legal services.

Legal Services for Tenants Facing Eviction in Housing Court: Households in NYCHA Public Housing

The table below provides a breakdown of households and individuals in NYCHA public housing that received legal services in eviction proceedings in Housing Court in FY 2018. Citywide, 1,271 households in NYCHA public housing received legal services in Housing Court eviction proceedings, more than half of which were in Brooklyn (404, or 32%) and Manhattan (327, or 26%).

Legal Services for Tenants Facing Eviction in Housing Court: Households in NYCHA Public Housing

July 1, 2017 – June 30, 2018

	Households Assisted	Individuals Assisted
The Bronx	229	576
Brooklyn	404	1,027
Manhattan	327	814
Queens	168	480
Staten Island	143	396
New York City	1,271	3,293

Sources: OCJ Administrative Data, NYCHA. Eviction proceedings in NYCHA public housing were identified by matching property addresses listed in OCJ enrollment data to a list of NYCHA residential development addresses, available at www1.nyc.gov/assets/nycha/downloads/pdf/Address-Guide-08272018.pdf.

Full Legal Representation for Tenants Facing Eviction in Housing Court: Outcomes Achieved

The table below summarizes the outcomes of Housing Court eviction proceedings in which tenants facing eviction received full legal representation from OCJ legal services providers in FY 2018. It is important to note that these data relate to such cases that were *resolved* during the reporting period of FY 2018. These cases described in the data below were filed between FY 2015 and FY 2018 and resolved during FY 2018. Many of the eviction proceedings in which legal providers took on legal representation in FY 2018 are currently ongoing in Housing Court, and when they are resolved these final dispositions will be included in future reports.

In the overwhelming majority of cases resolved in FY 2018, OCJ legal services providers obtained outcomes that enabled their clients to remain in their residence. Specifically, tenants were allowed to remain in their homes in 84% of cases citywide, and were legally required to leave in 16% of cases.¹⁵ A legal requirement that a tenant leave a residence following an eviction proceeding does not typically require the tenant to vacate the residence immediately; tenants may be permitted to remain for several weeks or months to allow them to obtain new housing.

Outcome rates varied across the city, with tenants in Manhattan (93%), The Bronx (90%) and Brooklyn (83%) remaining in their residences at higher rates than in Queens and Staten Island (both 67%). This is likely due to the larger prevalence of large multi-unit and rent-regulated apartment housing in The Bronx, Brooklyn and Manhattan as compared to Queens and Staten Island, and by comparison, the higher volume of owner-occupied and single- or two-family properties in Queens and Staten Island.

¹⁵ Data on instances in which the attorney was discharged or withdrew were not available for the FY 2018 reporting period. However, this information is expected to be included in future reports.

**Full Legal Representation for Tenants Facing Eviction in Housing Court:
Outcomes Achieved
July 1, 2017 – June 30, 2018**

	TENANTS ALLOWED TO REMAIN IN RESIDENCE				TENANTS REQUIRED TO LEAVE RESIDENCE			
	Households		Individuals		Households		Individuals	
The Bronx	3,138	90%	8,904	90%	344	10%	1,012	10%
Brooklyn	2,450	83%	6,771	83%	508	17%	1,360	17%
Manhattan	929	93%	2,279	93%	75	7%	162	7%
Queens	841	69%	2,621	67%	373	31%	1,298	33%
Staten Island	426	69%	1,211	67%	195	31%	610	33%
New York City	7,784	84%	21,786	83%	1,495	16%	4,442	17%

Source: OCJ Administrative Data

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings

As detailed in the table below, in FY 2018 312 households facing administrative termination proceedings including 796 NYCHA residents received legal services through OCJ’s eviction defense legal programs. Citywide,¹⁶ OCJ legal services providers assisted NYCHA households by providing full legal representation in 63% of such proceedings. Over half of the households served in FY 2018 were in Brooklyn (55%), the highest concentration of the five boroughs.

¹⁶ A table detailing households and individuals assisted disaggregated by ZIP code is included at the Appendix to this report.

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings
July 1, 2017 – June 30, 2018

	Households Assisted			Individuals Assisted		
	Brief/ Advice	Full Legal Representation	Total	Brief/ Advice	Full Legal Representation	Total
The Bronx	19	45	64	43	105	148
Brooklyn	62	112	174	129	313	442
Manhattan	22	20	42	47	57	104
Queens	8	8	16	21	29	50
Staten Island	3	13	16	9	43	52
New York City	114	198	312	249	547	796

OCJ is working with legal provider partners and the New York City Housing Authority (NYCHA) to develop a program model to effectively provide comprehensive access to legal services for NYCHA tenants facing termination of tenancy proceedings. As part of the first phase of implementation, OCJ will launch a pilot program later this year in partnership with legal services providers from across the city that will provide access to legal services on site where NYCHA administers termination proceedings for all heads of NYCHA households who are seniors and who are facing termination of their tenancies in administration proceedings. This approach is expected to provide such tenants with access to legal services and subsequently serve as a model for expansion across the city as Universal Access implementation continues.

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Age of Head of Household

Focusing on the households that received legal services in administrative termination of tenancy proceedings at NYCHA, the table below provides a breakdown by the age of the head of household for tenant households facing termination of tenancy in NYCHA administrative proceedings that received legal services in FY 2018, as reported by such tenants to their legal services provider.¹⁷

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Age of Head of Household July 1, 2017 – June 30, 2018

	18-24 years old	25-34 years old	35-44 years old	45-54 years old	55-64 years old	65+ years old
The Bronx	1	8	15	14	10	10
Brooklyn	6	26	29	50	44	18
Manhattan	1	7	5	12	8	8
Queens	0	3	5	3	5	0
Staten Island	1	2	4	2	5	2
New York City	9	46	58	82	76	38

Source: OCJ Administrative Data

¹⁷ This analysis excludes 3 households served, or 0.9% of all households served, for which information about the age of the head of household was not available.

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Household Size

The table below provides a breakdown by household size of tenant households facing NYCHA administrative termination of tenancy proceedings that received legal services in FY 2018.¹⁸

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Household Size July 1, 2017 – June 30, 2018

	1 person	2 people	3 people	4 people	5 or more people
The Bronx	20	18	16	3	6
Brooklyn	54	54	30	14	22
Manhattan	13	10	10	4	5
Queens	2	4	4	4	2
Staten Island	3	2	5	2	4
New York City	92	88	65	27	39

Source: OCJ Administrative Data

¹⁸ This analysis excludes 1 household served, or 0.3% of all households served, for which information about the number of individuals in the household was not available.

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Estimated Length of Tenancy

The table below provides a breakdown by estimated length of tenancy of tenant households facing NYCHA administrative termination of tenancy proceedings that received legal services in FY 2018¹⁹ as reported by tenants to their legal services provider.

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Estimated Length of Tenancy July 1, 2017 – June 30, 2018

	1-2+ years	3-5+ years	6-9+ years	10 or more years
The Bronx	9	4	9	38
Brooklyn	25	27	29	86
Manhattan	10	5	4	21
Queens	1	2	1	9
Staten Island	3	0	1	10
New York City	48	38	44	164

Source: OCJ Administrative Data

¹⁹ This analysis excludes 18 households served, or 5.8% of all households served, for which information about the length of tenancy was not available.

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Estimated Annual Household Income

The table below provides a breakdown by estimated annual household income of tenant households facing NYCHA administrative termination of tenancy proceedings that received legal services in FY 2018.²⁰

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Estimated Annual Household Income as a Percentage of the Federal Poverty Level (FPL)

July 1, 2017 – June 30, 2018

	Less than 50% of FPL	51% to 100% of FPL	101% to 150% of FPL	151% to 200% of FPL	More than 200% of FPL
The Bronx	17	17	13	10	1
Brooklyn	50	62	41	11	3
Manhattan	5	20	9	3	1
Queens	7	7	1	0	0
Staten Island	7	4	5	0	0
New York City	86	110	69	24	5

Source: OCJ Administrative Data

²⁰ This analysis excludes 18 households served, or 5.8% of all households served, for which information about estimated annual household income was not available.

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Public Benefits Recipients

The table below provides a breakdown by borough of the number of households that received legal services in NYCHA administrative termination of tenancy hearings that were receiving ongoing public benefits at the time when legal services were rendered.

Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Public Benefits Recipients July 1, 2017 – June 30, 2018

	Households Receiving Ongoing Public Benefits
The Bronx	31
Brooklyn	73
Manhattan	17
Queens	10
Staten Island	9
New York City	140

Source: OCJ Administrative Data, HRA Enterprise Data Warehouse (EDW). Receipt of “ongoing public benefits” was established by matching OCJ enrollments against EDW records, based on case number or head of household SSN, to verify active cash assistance or SNAP benefits case on the date of enrollment for legal services

Full Legal Representation for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Outcomes Achieved

The table below summarizes the outcomes of NYCHA administrative termination of tenancy proceedings in which tenants received full legal representation²¹ from OCJ legal services providers and such cases that were resolved during the reporting period of FY 2018.

Full Legal Representation for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Outcomes Achieved July 1, 2017 – June 30, 2018

	TENANTS ALLOWED TO REMAIN IN RESIDENCE				TENANTS REQUIRED TO LEAVE RESIDENCE			
	Households		Individuals		Households		Individuals	
The Bronx	13	93%	27	96%	1	7%	1	4%
Brooklyn	32	97%	80	98%	1	3%	2	2%
Manhattan	7	100%	26	100%	0	0%	0	0%
Queens	2	100%	6	100%	0	0%	0	0%
Staten Island	9	100%	30	100%	0	0%	0	0%
New York City	63	97%	169	98%	2	3%	3	2%

Source: OCJ Administrative Data

²¹ OCJ is unable to reliably determine outcomes in cases in which tenants received brief legal assistance or advice, and not full representation.

Appendix: Legal Services for Tenants Facing Eviction in Housing Court: Boroughs and ZIP Codes

ZIP Code	Households Served	Individuals Served
THE BRONX		
10451	234	620
10452	542	1,356
10453	740	2,062
10454	146	393
10455	173	469
10456	842	2,543
10457	1,818	5,076
10458	478	1,466
10459	272	781
10460	347	1,003
10461	72	203
10462	180	444
10463	136	344
10464	6	16
10465	19	59
10466	192	558
10467	1,388	3,658
10468	656	1,825
10469	79	220
10470	46	95
10471	17	45

ZIP Code	Households Served	Individuals Served
10472	189	550
10473	93	241
10474	70	201
10475	45	104
BROOKLYN		
11201	50	113
11203	252	665
11204	48	124
11205	79	216
11206	162	454
11207	733	2,135
11208	522	1,423
11209	77	185
11210	187	521
11211	86	237
11212	947	2,682
11213	351	869
11214	74	210
11215	45	129
11216	581	1,318
11217	71	101
11218	92	254
11219	55	157

ZIP Code	Households Served	Individuals Served
11221	795	1,879
11222	25	43
11223	74	198
11224	139	422
11225	592	1,364
11226	857	2,404
11227	1	2
11228	19	57
11229	79	212
11230	108	299
11231	40	103
11232	34	84
11233	464	1,230
11234	64	174
11235	64	138
11236	160	429
11237	136	405
11238	116	246
11239	67	171
11244	1	3
11249	24	50
MANHATTAN		
10001	35	52

ZIP Code	Households Served	Individuals Served
10002	108	257
10003	24	41
10004	1	4
10005	2	3
10007	1	1
10008	1	1
10009	59	95
10010	15	21
10011	27	45
10012	17	31
10013	24	40
10014	11	12
10016	22	33
10017	9	13
10018	5	6
10019	33	59
10021	14	18
10022	20	30
10023	23	42
10024	38	57
10025	214	379
10026	504	1,158
10027	641	1,480

ZIP Code	Households Served	Individuals Served
10028	31	50
10029	262	734
10030	146	328
10031	240	634
10032	222	508
10033	198	531
10034	273	655
10035	144	334
10036	38	56
10037	39	87
10038	9	20
10039	126	285
10040	119	321
10044	9	26
10065	24	28
10075	5	5
10120	1	1
10128	35	50
10280	3	4
QUEENS		
11001	1	1
11004	5	16
11040	1	5

11083	1	2
ZIP Code	Households Served	Individuals Served
11101	53	120
11102	37	105
11103	20	60
11104	27	66
11105	20	61
11106	39	93
11109	2	6
11134	1	1
11210	1	2
11354	47	118
11355	71	194
11356	27	86
11357	7	18
11358	29	72
11360	2	3
11361	10	27
11362	2	6
11364	6	21
11365	36	98
11366	5	8
11367	58	152

11368	166	562
11369	45	142
ZIP Code	Households Served	Individuals Served
11370	11	39
11372	99	301
11373	151	410
11374	35	72
11375	48	110
11377	75	213
11378	27	78
11379	17	48
11385	142	405
11411	24	69
11412	81	284
11413	71	240
11414	19	52
11415	20	39
11416	39	134
11417	39	118
11418	45	129
11419	51	172
11420	66	231
11421	55	155

11422	49	161
11423	49	128
ZIP Code	Households Served	Individuals Served
11426	7	22
11427	14	28
11428	19	56
11429	45	118
11432	178	501
11433	179	581
11434	236	705
11435	109	275
11436	39	118
11691	482	1,465
11692	191	670
11693	29	107
11694	21	57
STATEN ISLAND		
10301	183	547
10302	114	334
10303	253	769
10304	292	818
10305	47	101
10306	56	168

10307	9	24
10308	7	17
ZIP Code	Households Served	Individuals Served
10309	14	32
10310	70	241
10312	13	44
10314	143	396
Valid ZIP Code Information Unreported	23	47
Total	25,649	68,845

Appendix: Legal Services for Tenants Facing NYCHA Administrative Termination of Tenancy Proceedings: Boroughs and ZIP Codes

ZIP Code	Households Assisted	Individuals Assisted
THE BRONX		
10451	7	21
10452	1	3
10453	1	4
10454	8	25
10455	3	9
10456	15	29
10457	3	4
10459	1	2
10460	2	8
10465	1	5
10466	1	1
10467	1	1
10469	5	6
10472	4	7
10473	9	20
10475	2	3
BROOKLYN		
11201	5	15
11205	11	32
11206	18	52
11207	19	49
11208	9	17
11212	31	69
11213	8	23
11216	5	14
11217	7	10
11221	9	20
11222	1	2
11223	2	5
11224	17	49
11226	1	2
11229	1	3
11231	8	22
11233	10	17
11234	3	14
11235	1	2

11236	5	20
11238	3	5
ZIP Code	Households Assisted	Individuals Assisted
MANHATTAN		
10001	1	1
10002	8	16
10009	1	5
10011	1	5
10025	5	16
10026	3	9
10027	5	13
10029	7	17
10030	2	4
10031	1	1
10032	1	1
10034	1	1
10035	1	1
10037	1	1
10038	1	5
10039	2	4
10128	1	4
QUEENS		
11101	2	5
11354	1	3
11365	1	4
11367	1	2
11377	1	3
11434	1	7
11691	6	20
11692	2	3
11693	1	3
STATEN ISLAND		
10301	1	6
10304	5	18
10305	5	17
10310	4	10
10314	1	1
Total	312	796

