

# Performance of Industrial Development Agencies in New York State

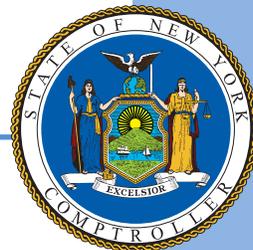
---

## 2020 Annual Report

OFFICE OF THE NEW YORK STATE COMPTROLLER

---

Thomas P. DiNapoli, State Comptroller



JULY 2020

# Table of Contents

Performance of Industrial Development Agencies  
in New York State, 2020 Annual Report

<b>Introduction</b>	<b>1</b>
<b>Projects</b>	<b>2</b>
<b>Tax Exemptions</b>	<b>3</b>
<b>Conduit Debt</b>	<b>4</b>
<b>Employment</b>	<b>5</b>
<b>Finances</b>	<b>6</b>
<b>Recent Developments</b>	<b>7</b>
<b>LDC Update</b>	<b>8</b>
<b>Appendix A – Analysis of 2018 IDA Data by Region</b>	<b>10</b>
<b>Appendix B – Selected 2018 Statistics by IDA</b>	<b>11</b>
<b>Appendix C – IDA Reporting Requirements</b>	<b>13</b>
<b>Contacts</b>	<b>14</b>

Since 1969, New York State has allowed its counties and other local governments to establish Industrial Development Agencies (IDAs). These public benefit corporations exist to encourage local economic development projects by offering financial incentives to private companies, with the goal of increasing job opportunities and overall economic welfare in the area. There were 109 active IDAs in the State in 2018, including 56 county IDAs, one IDA for all of New York City, and 52 IDAs based in other cities, towns or villages.

A business may apply to any IDA that has jurisdiction in the area in which it operates, or wishes to operate, for support for proposed construction, expansion or renovation. If the application is approved by the IDA, the property and improvements become an IDA project, and the business typically becomes a project operator. IDA projects are eligible for exemption from taxes, including property, mortgage recording and sales taxes for some purchases, and may be eligible for tax-exempt financing through the IDA.

IDAs are not permitted to impose taxes; instead, they generally fund their operations by charging fees to businesses that receive their financial assistance. However, IDA activities can affect State and local taxpayers. For example, if an IDA project is receiving property tax exemptions in a specific community, it can reduce a local government's or school district's property tax base, which may then increase other property owners' tax bills. For this and other reasons, the public should be kept informed of the financial activities associated with local IDAs and their projects.

State law requires that IDAs submit an annual report on every project receiving financial assistance, showing the estimated value of any tax exemptions realized by the project operators and the projects' total amount of outstanding debt. IDAs must also report an estimate of the number of jobs each project would create or retain at the start of the project and the net number of job gains or losses to date.

The report summarizes most recently completed data (fiscal year ending 2018) found in these annual reports. In addition to reviewing IDA data, the Office of the State Comptroller (OSC) provides training to IDA officials on various topics, including recent legislative reforms and how to improve their compliance with reporting requirements.

For more detailed statewide and regional analysis of the IDA data for fiscal year ending 2018, please visit OSC's website at [www1.osc.state.ny.us/localgov/ida/2020/ida-data-by-region.htm](http://www1.osc.state.ny.us/localgov/ida/2020/ida-data-by-region.htm).

## IDAs by the Numbers – 2018

### IDA Basics:

- **109** Active IDAs
- **151** Full-Time Employees

### Projects:

- **4,289** Projects
- **\$106 billion** – Project Value
- **179,057** – Net Jobs Gained by Existing Projects Through 2018

### Tax Exemptions:

- **\$1.5 billion** – Tax Exemptions
- *Less*
- **\$669 million** – PILOTs
- *Equals*
- **\$784 million** – Net Exemptions

### Conduit Debt:

- **\$7.7 billion** Outstanding

### Employment:

- **229,257** – Jobs to be Created  
(**\$38,570** – Median Salary)
- **280,932** – Jobs to be Retained  
(**\$41,643** – Median Salary)

### IDA Finances:

- **\$96 million** – Revenues
- **\$99 million** – Expenses

**Source:** Office of the State Comptroller (OSC), Public Authorities Reporting Information System (PARIS). Data for fiscal year ending (FYE) 2018 was the most recent available data for this report.

**Notes:** PILOTs are payments in lieu of taxes. The actual amount of total tax exemptions in 2018 was \$1,453,124,410.

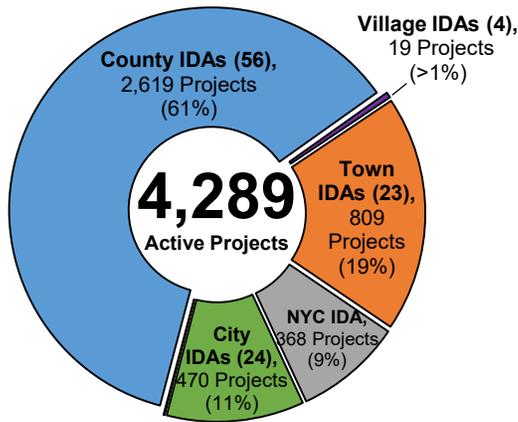
# Projects

IDAs generally provide incentives for individual economic development projects. An IDA does this by entering into a lease agreement with the business that will be operating the project. The project operator transfers the title of the relevant property to the IDA. Since the IDA is tax-exempt and has access to the municipal bond market, it confers those benefits on the project so long as it holds the title. The IDA leases the property back to the project operator for the duration of the project. Each year, every IDA has to report information on each project to which it holds title, including its value and what type of project it is.

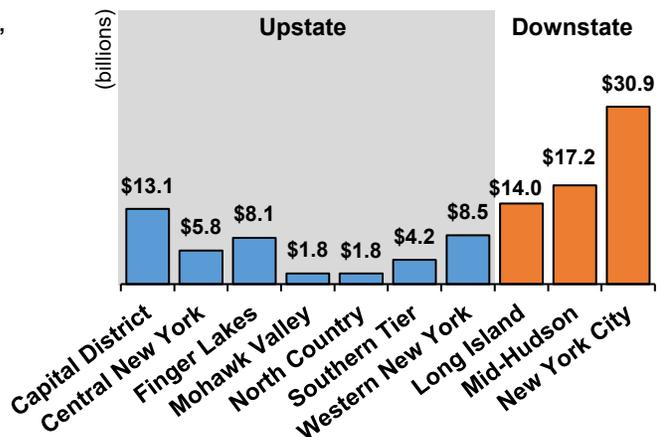
In 2018, IDAs reported 4,289 active projects with a total project value of \$106 billion, an increase of \$7.4 billion, or 7.6 percent, from 2017. Manufacturing projects accounted for 1,118, or 26 percent, of all active projects. There were 13 projects each valued at \$1.0 billion or more, representing \$32.9 billion collectively, which was over 31 percent of the total value of all projects. The Dutchess County IDA and the City of Glen Cove IDA each had one of these projects, the Saratoga County IDA had two, and the rest were New York City IDA projects.

The majority of projects (61 percent) were located in New York State's upstate regions and accounted for 41 percent of the total value of all projects. Downstate projects accounted for nearly 59 percent of the total value. The Capital District region had the highest total project value upstate with \$13.1 billion, while New York City had the highest downstate, with \$30.9 billion.

Projects by Local Government Class



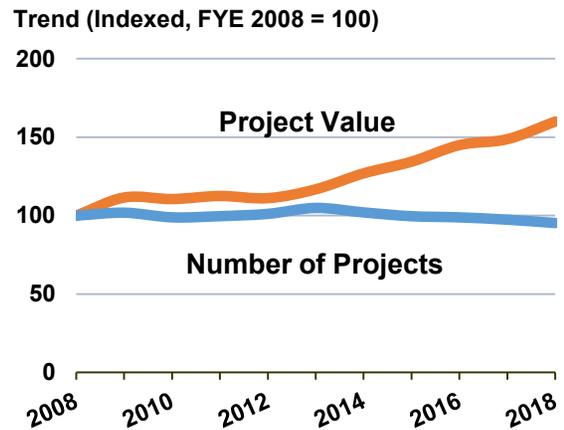
Project Value by Region



Projects by Purpose

Purpose	Number of Projects	Project Value (billions)
Manufacturing	1,118	\$18.2
Services	803	\$11.5
Finance & Real Estate	490	\$34.2
Other Categories	480	\$12.5
Construction	462	\$9.9
Wholesale Trade	265	\$3.8
Civic Facility	230	\$3.9
Transportation & Utilities	200	\$8.5
Retail Trade	184	\$2.1
Agriculture	34	\$0.2
Continuing Care	23	\$0.6
<b>Total</b>	<b>4,289</b>	<b>\$105.5</b>

Number of Projects vs. Project Value



**Source:** OSC, PARIS. Unless otherwise noted, the charts and tables above reflect data for FYE 2018.

**Notes:** The Mechanicville-Stillwater IDA, the only joint City-Town IDA, is not reflected in the Projects by Local Government Class chart above, but reported a total of four active projects in 2018. City IDAs do not include New York City.

# Tax Exemptions

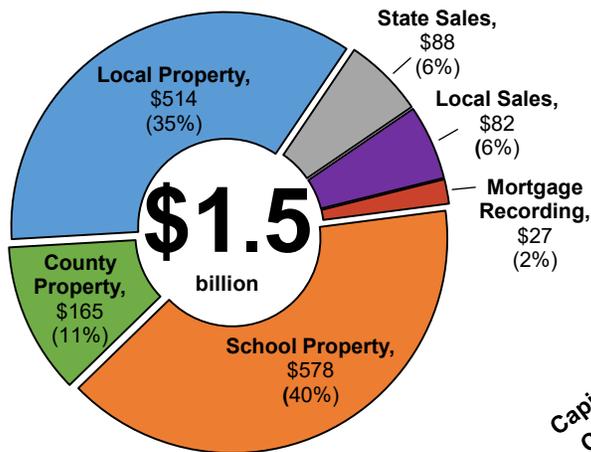
IDA projects are generally exempt from local taxes that fund local governments and school districts. However, project operators will often make payments in lieu of taxes (PILOTs) to the taxing jurisdictions in which projects are located in order to offset some of the expected tax revenue losses. IDAs are required to establish uniform tax exemption policies, with limited input from affected tax jurisdictions, to provide specific guidelines on eligibility for certain tax exemptions. The exemptions granted from the state sales tax and mortgage recording tax, and from local sales taxes and property taxes, may encourage business activity in the State while reducing the public resources available for government services.

In 2018, tax exemptions totaled nearly \$1.5 billion, with property tax exemptions (\$1.3 billion) accounting for over 86 percent. Overall net tax exemptions (total tax exemptions minus PILOTs) were valued at \$784 million, up \$33.0 million, or 4.4 percent, from the previous year.

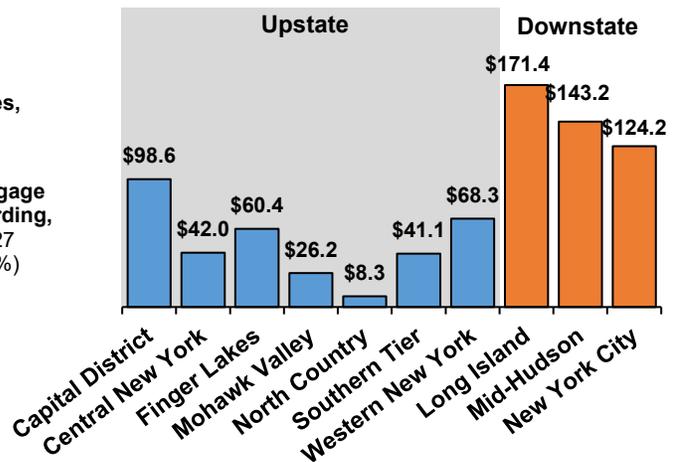
IDAs from downstate regions granted \$898 million in total tax exemptions, nearly 62 percent of the exemptions issued in the State, while upstate IDAs granted almost \$555 million. However, downstate IDAs had significantly lower net tax exemptions on a per capita basis (\$32), compared to upstate (\$58).

**Total Tax Exemptions**

(millions)



**Net Tax Exemptions by Region**

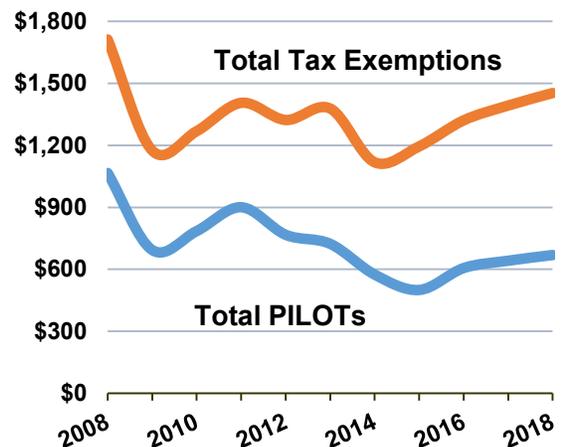


**Net Tax Exemptions by Purpose**

(millions)

Purpose	Total Tax Exemptions	Total PILOTs	Net Tax Exemptions
Finance & Real Estate	\$235.5	\$87.9	\$147.6
Transportation & Utilities	\$215.9	\$72.8	\$143.1
Services	\$325.8	\$203.4	\$122.4
Other Categories	\$191.5	\$84.0	\$107.5
Manufacturing	\$191.0	\$100.8	\$90.1
Construction	\$121.4	\$42.1	\$79.3
Wholesale Trade	\$83.1	\$31.5	\$51.6
Retail Trade	\$66.3	\$37.2	\$29.1
Civic Facility	\$12.7	\$4.8	\$7.9
Continuing Care	\$8.0	\$4.0	\$4.0
Agriculture	\$1.9	\$0.7	\$1.2
<b>Total</b>	<b>\$1,453</b>	<b>\$669.3</b>	<b>\$783.9</b>

**Tax Exemptions vs. PILOTs**



**Sources:** OSC, PARIS; U.S. Census Bureau. Unless otherwise noted, the chart and tables above reflect data for FYE 2018.

**Notes:** Net tax exemptions is the amount of total tax exemptions less the amount of total PILOT payments made.

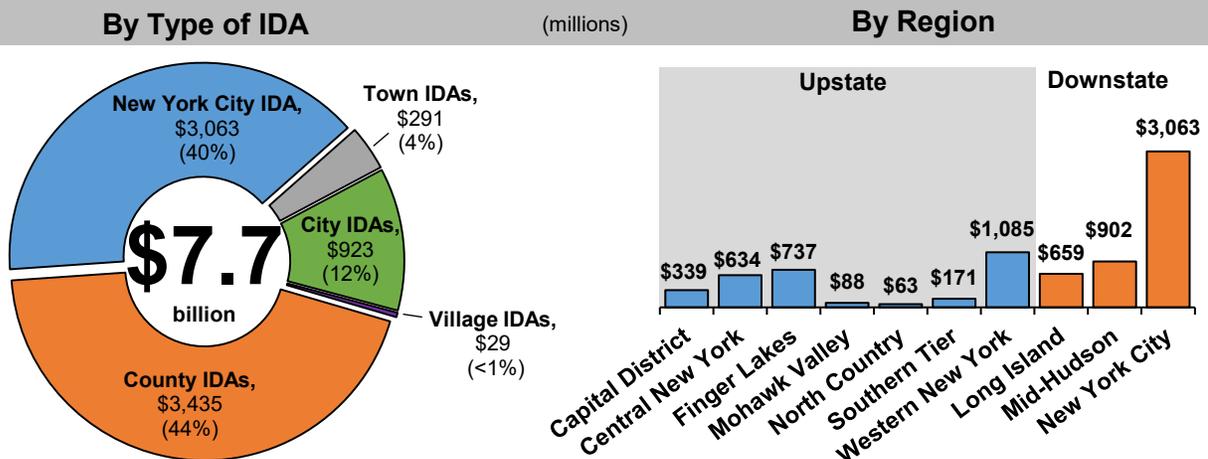
# Conduit Debt

IDAs can issue conduit debt in the form of bonds on behalf of a project operator to finance projects. The project operator is solely responsible for repayment and security of the debt; the IDA merely provides access to the municipal bond market. This was a popular option in prior decades, when a combination of higher interest rates on private bonds and favorable tax treatment made IDA funding very attractive. However, over the past decade, outstanding IDA conduit debt has declined, likely because more businesses have been able to borrow at lower interest rates than in prior decades. Another factor may be that the authorization for IDAs to finance civic facility projects was withdrawn in 2008. Over the same time period, the number of Local Development Corporations (LDCs) which can do so has grown, as has LDC total outstanding conduit debt.

In 2018, IDAs issued \$453 million in new conduit debt, contributing to a total amount outstanding of \$7.7 billion, a decrease of 2.8 percent, or nearly \$224 million, from the previous year. Since 2011, conduit debt outstanding has declined 60 percent, or \$11.5 billion.

Downstate IDAs accounted for over \$4.6 billion, or 60 percent, of the outstanding conduit debt, with New York City accounting for 66 percent (or \$3.1 billion) of that amount. Upstate regions had over \$3.1 billion in outstanding conduit debt, with nearly 35 percent held by IDAs in the Western New York region.

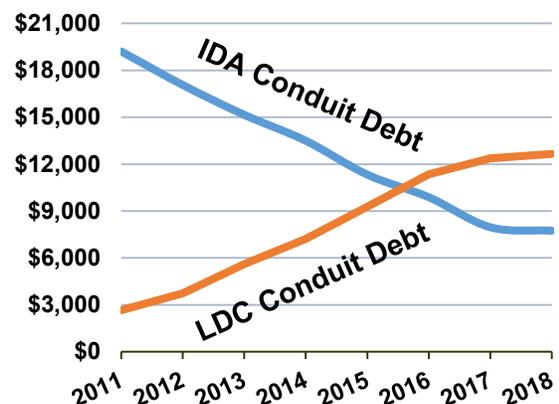
## CONDUIT DEBT OUTSTANDING



### Highest by IDA

Authority Name	Region	Total Conduit Debt
New York City IDA	New York City	\$3,063
Erie County IDA	Western NY	\$946
Monroe County IDA	Finger Lakes	\$676
City of Syracuse IDA	Central NY	\$484
Nassau County IDA	Long Island	\$373
Westchester County IDA	Mid-Hudson	\$308
City of Yonkers IDA	Mid-Hudson	\$171
Tompkins County IDA	Southern Tier	\$159
Dutchess County IDA	Mid-Hudson	\$157
Onondaga County IDA	Central NY	\$128

### IDAs vs. LDCs



**Source:** OSC, PARIS. Unless otherwise noted, the charts and tables above reflect data for FYE 2018.

**Notes:** Starting in 2011, LDCs were required to submit annual reports to the Authorities Budget Office. In 2018, IDAs also issued \$229.2 million in non-conduit debt for their own capital needs.

# Employment

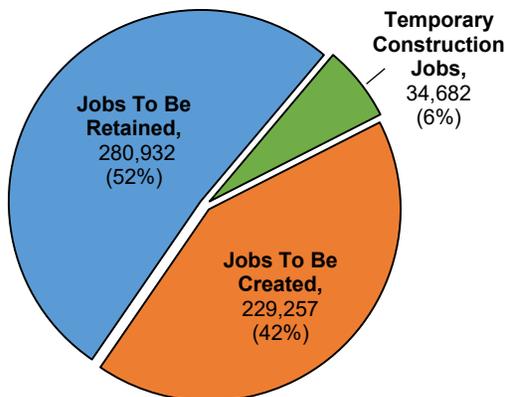
Project applicants are required to estimate the number of full-time equivalent jobs that their projects will create or retain (referred to below as "estimated jobs"), since improving local employment opportunities is one of the major goals of most IDA projects. In order to track the eventual accomplishment of job creation and retention goals, project operators have to report the total number of employees at the start of the project and for every year thereafter until the project comes to an end. The difference in any given year is referred to as "net jobs gained" in this report.

In 2018, project operators reported expecting that their projects would create 229,257 jobs and retain another 280,932 jobs. The median salary of jobs to be created was estimated at \$38,570 for full-time employees. A total of 34,682 temporary construction jobs also had been created, according to project operators.

Two-thirds (or 2,844) of all projects resulted in net job gains. All IDA projects together produced a net total of 179,057 jobs gained in 2018. Services accounted for 45,629, or 25 percent, closely followed by finance & real estate and manufacturing, each with just over 21 percent.

Downstate project operators accounted for 60 percent of the total net jobs gained statewide, compared to 40 percent for upstate project operators. The Long Island region accounted for nearly 26 percent of the statewide total.

## Estimated Jobs

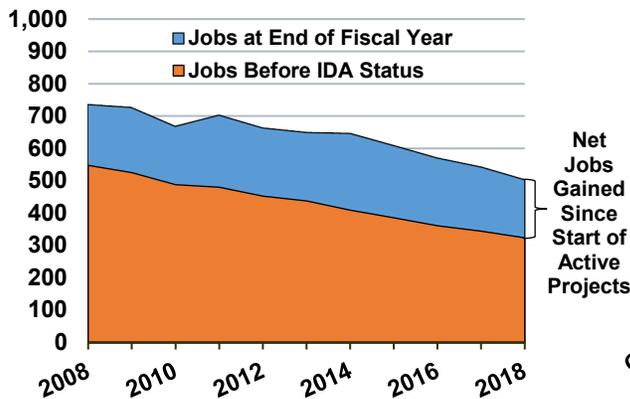


## Estimated Jobs by Purpose

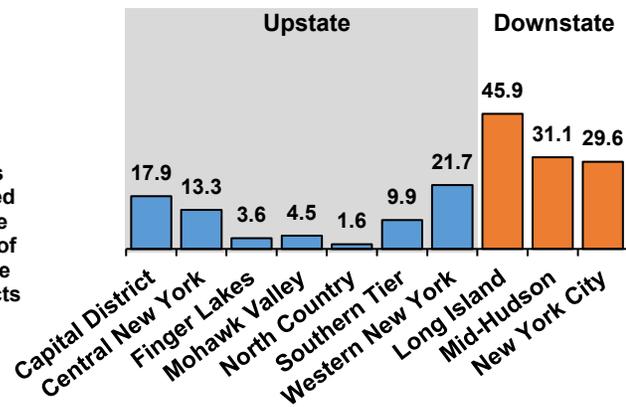
Purpose	Jobs to be Retained	Jobs to be Created	Temporary Construction
Agriculture	417	484	15
Civic Facility	28,551	3,891	167
Construction	13,577	12,700	7,378
Continuing Care	918	885	231
Finance & Real Estate	35,194	83,714	10,685
Manufacturing	81,086	37,178	4,369
Other Categories	23,173	24,740	4,760
Retail Trade	6,926	9,421	1,602
Services	49,804	33,536	3,504
Transportation & Utilities	24,412	10,343	704
Wholesale Trade	16,876	12,365	1,267
<b>Total</b>	<b>280,932</b>	<b>229,257</b>	<b>34,682</b>

## Net Jobs Gained Over Time

(Thousands)



## Net Jobs Gained by Region



Source: OSC, PARIS. Unless otherwise noted, the charts and tables above reflect data for FYE 2018.

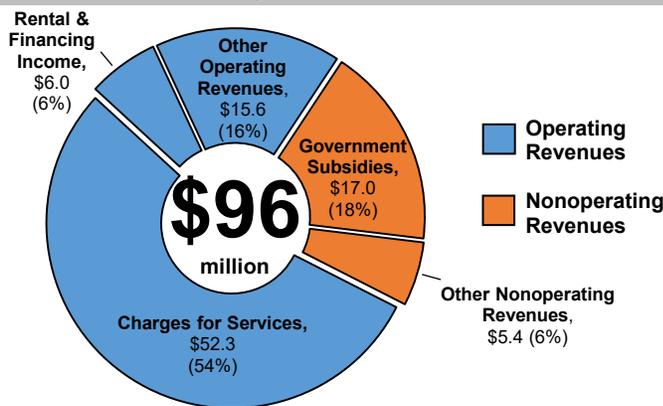
Notes: Net jobs gained is the change in the total number of full-time equivalent jobs from the commencement of each project to the end of the relevant fiscal year.

IDAs must pay for their own administrative expenses, including personnel and overhead costs. These expenses are largely funded with project fees, and IDAs may also collect rent on properties they own. The IDA financial data submitted in annual reports include revenues, expenditures, liabilities, net assets and a list of the full-time and part-time staff, showing salaries, benefits and other compensation.

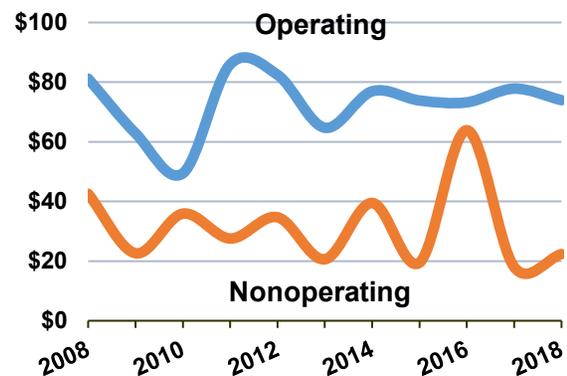
In 2018, total IDA revenues (\$96.3 million) increased by 0.5 percent from the previous year, while total expenditures (\$98.7 million) decreased 3.3 percent. The Erie County IDA took in the most revenue of all IDAs in 2018 with \$10.5 million, followed by the City of Syracuse IDA (\$6.1 million), which also had the most expenditures of any IDA at \$11.1 million.

Charges for services was the largest source of revenues, amounting to 54 percent, or over \$52 million, of total revenues. Other operating expenditures (which consist of supplies and materials) was the largest spending category, accounting for 29 percent, or \$28.5 million, of total expenditures. Downstate IDAs received \$28.8 million in total revenues, while upstate IDAs collected over twice as much with \$67.5 million. Expenses downstate, at \$24.1 million, were also significantly lower than upstate (\$74.6 million). Statewide, IDAs employed 151 full-time staff at a median salary of \$55,469.

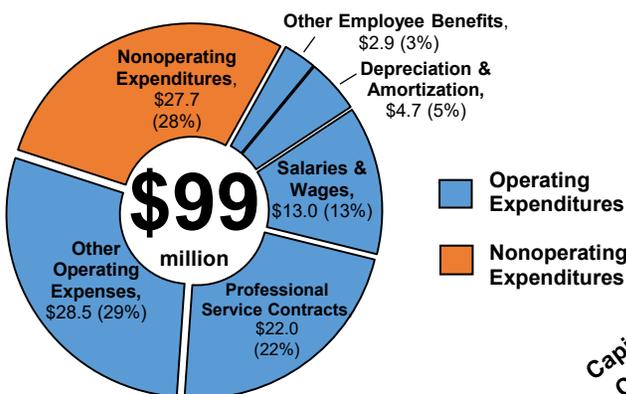
**Revenues by Source** (millions)



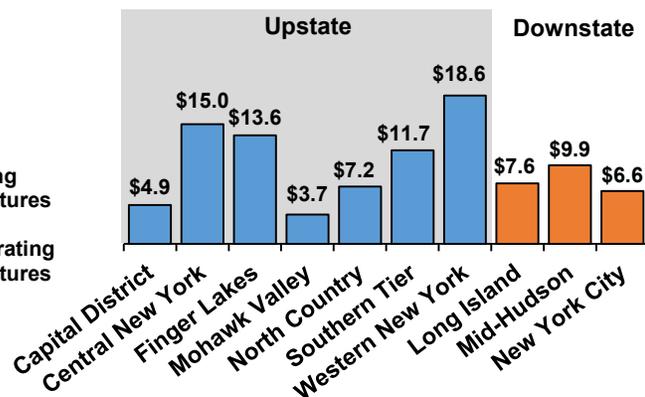
**Operating and Nonoperating Revenues**



**Expenditures by Item** (millions)



**Total Expenditures by Region**



**Source:** OSC, PARIS. Unless otherwise noted, the charts and tables above reflect data for FYE 2018.

**Notes:** Nonoperating revenues generally include government subsidies (federal, State, municipal and public authority), investment earnings, PILOT payments and sales of land. Nonoperating expenditures generally include interest and other financing charges, subsidies to other public authorities and PILOT payments remitted to affected taxing jurisdictions. Prior to 2008, IDA finances were not separated into operating and nonoperating revenues and expenditures.

## Performance Audits

Since January 2019, OSC has audited four IDAs: City of Cohoes IDA, Onondaga County IDA, Tioga County IDA and Yates County IDA. These audits reported findings that can help IDAs improve program performance and operations, reduce costs and contribute to public accountability.

The Tioga County IDA audit looked at whether or not tax abatement and revolving loan projects were properly approved and monitored. The audit found that the IDA Board had failed to:

- Properly monitor tax abatement and loan projects, along with the Executive Administrator;
- Require the Executive Administrator to compare reported job creation and retention figures with project goals; and
- Require the Executive Administrator to track sales tax exemptions to ensure that the exemptions taken were within allowable limits.

The Onondaga County IDA also was audited for project approval and monitoring, and it was discovered that the IDA Board:

- Did not request additional information from project operators to verify employment information;
- Did not require companies to provide periodic progress reports or other documentation to evidence their actual capital investments; and
- Granted sales tax exemptions that exceeded approved amounts.

The City of Cohoes IDA audit focused on the IDA's overall compliance with the 2015 IDA legislative reform. The audit found that the IDA Board did not ensure that:

- Adequate cost-benefit analyses for proposed projects were developed before project approval;
- Annual project status reports were submitted in a timely manner; and
- Annual assessments of progress toward achieving project goals were performed.

The audit of the Yates County IDA reviewed whether officials properly recorded, supported and reported cash receipts and disbursements, including payroll. The audit found that the IDA Board did not require the use of pre-numbered duplicate receipts or cancelled checks to facilitate the review of accounting records and reports.

## Other Developments

A number of IDAs across New York State have offered loans and grants to help sustain local businesses during the COVID-19 pandemic. On June 17, 2020, the Governor signed a bill into law that establishes a program for IDAs to engage in loan and grant activity during the State disaster emergency period; the law is set to expire on December 31, 2021.

**Notes:** To view or download OSC's performance audit reports on IDAs, and other local governments, see *Audits of Local Governments*, at [www.osc.state.ny.us/localgov/audits/index.htm](http://www.osc.state.ny.us/localgov/audits/index.htm).

## **New Law Greatly Expands OSC's Authority to Audit Local Development Corporations and Certain Other Not-for-Profit Entities**

On December 23, 2019, legislation proposed by the Office of the State Comptroller (OSC), amending Section 34 of the General Municipal Law, was signed into law granting OSC the authority to audit many more Local Development Corporations (LDCs) and other private entities than it had been able to before, as long as they are "under the control" of New York State local governments.

Generally, an LDC is considered to be under the control of a local government when: one or more municipal employees selects a majority of the governing board of the organization or appoints the organization's chief executive officer (CEO); or a municipal employee serves as CEO; or municipal employees represent a majority of the governing board of the organization.

### **Understanding LDCs**

As private nonprofit corporations, LDCs are established by or for the benefit of local governments for economic development and other public purposes. State law provides that LDCs may carry out the function of "lessening the burdens of government and acting in the public interest." The mission of a typical LDC established for economic development purposes is generally to reduce unemployment, promote job opportunity and develop a skilled workforce in the area in which it operates. To accomplish this, LDCs can do several things, including construct, acquire or rehabilitate industrial or manufacturing plants, foster and encourage the location or expansion of businesses, or provide financial assistance to businesses. The financial assistance is often in the form of financing, either by making loans to or by issuing conduit debt on behalf of businesses, although some also award grants to businesses.

### **LDC Data for Fiscal Year Ending 2018**

Like IDAs, LDCs must report their budget and financial information through Public Authorities Reporting Information System (PARIS) on an annual basis. However, since LDCs are not-for-profit corporations that are typically created locally, it can be quite difficult to keep track of how many are in existence and currently operating (or "active"). The Authorities Budget Office has done extensive work to identify all of the existing and newly-created LDCs, which have proliferated in recent years, and to ensure that they are complying with reporting requirements. Even so, about one-fourth of identified LDCs fail to report, and those that do may not be reporting accurately or on a comparable basis.

There were an estimated 323 active LDCs in New York State by the end of fiscal year 2018, which was up from 279 in 2011. They serve a wide variety of purposes, and include: 23 Land Banks, which exist solely for the purpose of acquiring, renovating and selling land and property; 9 Civic Facility Corporations, which issue bonds and grants to fund civic facility projects; and 38 Tobacco Asset Securitization Corporations (TASCs), through which counties have issued debt backed by tobacco settlement revenues. In total, 245 of the 323 active LDCs reported required financial information for 2018.

LDCs reported making nearly \$60 million in loans and awarding just under \$56 million in grant moneys to finance various types of projects in 2018. These loans and grants are typically sourced from the federal or State government, or from other not-for-profit organizations. LDCs also had \$12.6 billion in outstanding conduit debt and \$8.3 billion in outstanding authority (and other) debt. Neither type of debt is listed by project, so it is impossible to determine from the data what is being financed, except to the extent it is revealed by the type of LDC. For example, nearly 41 percent of all LDC outstanding authority (and other) debt is held by TASCs for the purpose of tobacco settlement securitization. Another 33 percent belongs to the Hudson Yards Infrastructure Corporation for the purpose of financing public infrastructure in Manhattan's Hudson Yards area.

## LDC Data (Continued)

LDC revenues and expenditures were \$1.8 billion and \$1.6 billion, respectively, in 2018. Based on the limited reporting in PARIS, it is difficult to know what the funds are being spent on. The largest source of revenue was “other operating revenues,” representing \$660 million or 36.1 percent of total revenues, closely followed by “charges for services” at \$558 million. The largest type of expenditure was “professional services contracts,” accounting for \$692 million or 43.4 percent of total expenditures. “Interest and other financing charges” was a distant second at \$373 million.

### Concerns: Why OSC Needs to Audit LDCs

LDCs, along with similar not-for-profit entities, are exempt from many of the constitutional and statutory provisions that guide the operations and financial transactions of local governments. Specifically, they are not subject to public procurement laws, which require certain contracts to be bid competitively, nor is debt they issue subject to a public vote. Their activities, while funded largely with federal and State resources, have not historically been subject to public comment or review.

In past audits of local governments, OSC has identified several counties, cities, towns, villages and fire districts that have some type of financial arrangement with an LDC or other private entity. In a number of instances, OSC determined that an LDC was being used by a local government for improper or inappropriate activities, such as the circumvention of competitive bidding requirements or local finance and general municipal law. However, without audit authority, OSC was not able examine LDC activities to determine if there was actual waste, fraud, or abuse.

With its new audit authority, OSC can begin to examine LDC activities. Audits may include onsite interviews and a comprehensive review of financial records, among other things, to determine if an LDC is being used by a local government to avoid certain constitutional and statutory provisions.

## LDCs by the Numbers – 2018

### LDC Basics:

- **323** Estimated Active LDCs
- **1,112** Full-Time Employees

### Loans:

- **\$249 million** – Outstanding

### Grants:

- **\$55.7 million** – Awarded

### Bonds (Conduit Debt):

- **\$12.6 billion** – Outstanding

### Authority (and Other) Debt:

- **\$8.3 billion** – Outstanding

### LDC Finances:

- **\$1.8 billion** – Revenues
- **\$1.6 billion** – Expenses

**Source:** OSC, PARIS.

**Notes:** The financial information submitted by LDCs for FYE 2018 was the most recent available data for this report. For examples of local government uses of LDCs, see OSC, *Municipal Use of Local Development Corporations and Other Private Entities: Background, Issues and Recommendations*, April 2011, p. 7, at [www.osc.state.ny.us/localgov/pubs/research/ldcreport.pdf](http://www.osc.state.ny.us/localgov/pubs/research/ldcreport.pdf).

# Analysis of 2018 IDA Data by Region

## Appendix A

Region	Project Count	Total Net Tax Exemptions (millions)	Net Tax Exemptions Per Capita*	Net Jobs Gained	Net Tax Exemptions Per Job Gained*	IDA Expenses (millions)	Expenses Per Project*	Conduit Debt Outstanding (millions)	Debt Outstanding Per Project* (millions)
Capital District	406	\$98.6	\$90.92	17,884	\$5,516	\$4.9	\$12,009	\$338.6	\$0.8
Central New York	276	\$42.0	\$54.17	13,269	\$3,166	\$15.0	\$54,312	\$634.1	\$2.3
Finger Lakes	727	\$60.4	\$50.21	3,595	\$16,803	\$13.6	\$18,709	\$737.1	\$1.0
Long Island	846	\$171.4	\$60.37	45,873	\$3,737	\$7.6	\$8,975	\$659.1	\$0.8
Mid-Hudson	448	\$143.2	\$61.67	31,126	\$4,600	\$9.9	\$22,015	\$901.7	\$2.0
Mohawk Valley	175	\$26.2	\$61.66	4,524	\$5,800	\$3.7	\$20,924	\$88.1	\$0.5
New York City	368	\$124.2	\$14.79	29,598	\$4,197	\$6.6	\$18,009	\$3,062.7	\$8.3
North Country	98	\$8.3	\$19.83	1,628	\$5,105	\$7.2	\$73,385	\$63.3	\$0.6
Southern Tier	265	\$41.1	\$59.37	9,855	\$4,173	\$11.7	\$44,293	\$171.5	\$0.6
Western New York	680	\$68.3	\$49.45	21,707	\$3,147	\$18.6	\$27,308	\$1,084.9	\$1.6
<b>New York State</b>	<b>4,289</b>	<b>\$783.9</b>	<b>\$40.11</b>	<b>179,057</b>	<b>\$4,378</b>	<b>\$98.7</b>	<b>\$23,015</b>	<b>\$7,741.0</b>	<b>\$1.8</b>

**Sources:** Office of the State Comptroller, Public Authorities Reporting Information System; U.S. Census Bureau.

\* Numbers in the New York State row in these columns are calculated based on aggregate data.



# Selected 2018 Statistics by IDA

## Appendix B

IDA	Project Count	Total Project Values (millions)	Total Tax Exemptions (millions)	Total PILOTs (millions)	Total Net Tax Exemptions (millions)	Estimated Jobs Created	Estimated Jobs Retained	Full-Time Equivalents Before IDA	Current Full-Time Equivalents	Net Jobs Gained	IDA Expenses (millions)
Albany County	14	\$275.0	\$3.3	\$2.8	\$0.6	141	939	939	1,775	836	\$0.1
Allegany County	8	\$33.3	\$0.4	\$0.1	\$0.4	74	94	94	110	16	\$0.5
Broome County	36	\$653.8	\$15.0	\$6.0	\$9.0	1,317	958	1,022	3,015	1,993	\$1.4
Cattaraugus County	44	\$164.9	\$2.9	\$1.1	\$1.8	533	2,495	2,993	4,124	1,131	\$0.3
Cayuga County	13	\$132.2	\$1.8	\$0.5	\$1.4	215	352	359	848	489	\$0.04
Chautauqua County	52	\$814.4	\$16.7	\$1.3	\$15.3	584	2,245	2,248	2,419	171	\$4.4
Chemung County	48	\$411.4	\$8.8	\$3.0	\$5.8	1,773	1,379	1,595	3,890	2,295	\$3.0
Chenango County	10	\$175.9	\$2.0	\$0.7	\$1.4	315	541	817	1,466	649	\$0.5
Clinton County	19	\$1,044.0	\$1.3	\$3.3	-\$2.0	171	72	107	371	264	\$0.1
Columbia County	7	\$30.9	\$0.2	\$0.1	\$0.03	125	1,145	1,145	1,299	154	\$0.04
Cortland County	16	\$99.7	\$1.6	\$0.4	\$1.2	329	762	762	992	230	\$0.04
Delaware County	12	\$123.8	\$1.4	\$0.9	\$0.5	348	211	213	541	328	\$0.2
Dutchess County	22	\$1,849.7	\$32.9	\$10.3	\$22.6	1,404	2,657	6,160	9,611	3,451	\$0.6
Erie County	203	\$4,709.2	\$29.4	\$12.9	\$16.5	4,959	13,243	31,134	39,669	8,535	\$10.1
Essex County	10	\$56.4	\$0.3	\$0.1	\$0.2	78	47	47	782	735	\$0.8
Franklin County	11	\$219.1	\$6.7	\$0.8	\$5.9	185	314	363	90	-273	\$2.8
Fulton County	4	\$45.6	\$0.3	\$0.3	\$0.05	111	37	37	153	116	\$0.1
Genesee County	74	\$625.9	\$9.1	\$1.6	\$7.5	1,409	773	1,268	2,567	1,299	\$4.8
Greene County	13	\$924.6	\$34.7	\$7.6	\$27.1	779	534	534	1,480	946	\$0.9
Hamilton County*	0	\$0	\$0	\$0	\$0	0	0	0	0	0	\$0.01
Herkimer County	16	\$339.4	\$3.9	\$1.2	\$2.6	720	912	929	1,391	462	\$1.5
Jefferson County	24	\$419.9	\$4.0	\$1.1	\$3.0	313	758	772	1,232	460	\$1.3
Lewis County	9	\$26.3	\$0.6	\$0.3	\$0.3	55	249	249	265	16	\$0.2
Livingston County	32	\$335.7	\$3.8	\$2.1	\$1.7	626	1,194	1,240	2,472	1,232	\$0.1
Madison County	13	\$53.5	\$0.6	\$0.1	\$0.5	172	137	161	406	245	\$0.3
Monroe County	396	\$4,485.6	\$41.1	\$18.5	\$22.6	2,818	25,193	31,354	25,843	-5,511	\$2.2
Montgomery County	8	\$419.7	\$13.2	\$5.2	\$8.0	1,336	679	679	1,967	1,288	\$0.5
Nassau County	181	\$3,886.4	\$101.9	\$43.3	\$58.6	6,580	15,533	16,229	29,008	12,779	\$2.3
Niagara County	134	\$1,444.5	\$27.6	\$7.1	\$20.5	2,705	3,487	4,500	7,261	2,762	\$1.1
Oneida County	101	\$697.6	\$13.2	\$5.7	\$7.5	1,046	6,229	8,613	9,619	1,006	\$0.3
Onondaga County	83	\$1,192.3	\$19.0	\$9.4	\$9.6	3,208	6,233	6,406	10,387	3,981	\$2.8
Ontario County	57	\$482.7	\$9.5	\$4.9	\$4.6	931	2,417	2,417	4,413	1,997	\$0.9
Orange County	52	\$2,200.6	\$21.1	\$8.6	\$12.6	6,511	7,345	7,409	12,016	4,607	\$2.9
Orleans County	23	\$264.7	\$2.4	\$1.2	\$1.2	816	394	757	1,524	767	\$0.5
Oswego County	62	\$1,544.6	\$15.5	\$8.7	\$6.8	1,404	2,178	2,203	3,702	1,499	\$0.6
Otsego County	12	\$101.5	\$1.5	\$0.6	\$0.8	177	473	498	571	74	\$0.7
Putnam County	8	\$57.6	\$0.8	\$0.3	\$0.5	332	40	55	519	464	\$0.03
Rensselaer County	65	\$1,548.5	\$51.9	\$8.8	\$43.1	2,373	4,044	4,280	6,867	2,587	\$1.8
Rockland County	35	\$1,857.8	\$23.8	\$11.4	\$12.4	1,098	1,767	1,897	3,178	1,281	\$0.3
Saratoga County	34	\$7,046.0	\$12.9	\$11.7	\$1.2	2,487	1,309	1,322	5,382	4,061	\$0.1
Schenectady County	21	\$127.8	\$10.8	\$8.6	\$2.2	783	5,597	5,597	6,556	959	\$0.02
Schoharie County	7	\$69.9	\$8.8	\$5.6	\$3.2	91	371	373	775	402	\$0.8
Schuyler County	25	\$123.6	\$1.7	\$1.2	\$0.5	288	221	221	767	546	\$0.1
Seneca County	27	\$580.1	\$5.7	\$2.2	\$3.5	1,659	648	1,579	3,093	1,514	\$2.4
St. Lawrence County	25	\$70.0	\$1.2	\$0.2	\$0.9	360	727	815	1,241	426	\$2.0
Steuben County	46	\$1,171.9	\$20.6	\$9.7	\$10.9	2,292	4,799	4,802	6,685	1,883	\$0.7
Suffolk County	137	\$2,203.4	\$28.6	\$17.0	\$11.6	9,798	8,004	8,004	20,885	12,881	\$0.8
Sullivan County	69	\$1,582.1	\$13.5	\$4.6	\$8.9	5,337	387	405	5,506	5,101	\$0.7
Tioga County	15	\$622.0	\$11.1	\$5.9	\$5.2	1,143	3,670	3,670	3,509	-162	\$3.9
Tompkins County	48	\$776.6	\$9.2	\$3.2	\$6.1	1,019	3,818	3,818	5,090	1,272	\$0.4
Ulster County	33	\$390.0	\$6.9	\$2.4	\$4.5	1,096	1,857	1,857	3,548	1,691	\$0.2
Warren & Washington Counties	25	\$199.4	\$2.7	\$1.2	\$1.5	431	880	882	1,434	552	\$0.1
Wayne County	42	\$227.6	\$3.2	\$1.6	\$1.6	680	1,088	2,252	3,240	988	\$0.2
Westchester County	68	\$2,943.6	\$38.0	\$25.3	\$12.6	3,273	6,960	7,261	12,571	5,310	\$0.6
Wyoming County	35	\$907.0	\$17.3	\$1.6	\$15.7	557	709	723	1,035	312	\$1.4
Yates County	35	\$144.8	\$2.6	\$1.0	\$1.6	275	333	335	785	451	\$0.7

# Selected 2018 Statistics by IDA

## Appendix B

IDA	Project Count	Total Project Values (millions)	Total Tax Exemptions (millions)	Total PILOTs (millions)	Total Net Tax Exemptions (millions)	Estimated Jobs Created	Estimated Jobs Retained	Full-Time Equivalents Before IDA	Current Full-Time Equivalents	Net Jobs Gained	IDA Expenses (millions)
City of Albany	85	\$912.1	\$16.5	\$6.0	\$10.5	2,369	2,578	3,062	6,271	3,209	\$0.8
City of Amsterdam	6	\$33.0	\$0.1	\$0.1	\$0.001	94	43	43	113	70	\$0.4
City of Auburn	18	\$228.1	\$3.7	\$1.1	\$2.6	260	664	665	1,002	338	\$0.03
City of Cohoes	14	\$129.1	\$3.8	\$2.0	\$1.8	162	24	25	49	24	\$0.1
City of Dunkirk	2	\$3.7	\$0.2	\$0.2	\$0.02	1	27	27	28	1	\$0.002
City of Glen Cove	10	\$1,155.4	\$11.6	\$3.8	\$7.9	295	14	14	195	181	\$0.5
City of Glens Falls	11	\$51.1	\$0.7	\$0.4	\$0.3	127	30	30	1,299	1,269	\$0.04
City of Hornell	13	\$50.2	\$1.4	\$0.4	\$1.1	1,178	84	84	1,061	977	\$0.9
City of Hudson	1	\$5.0	\$0.2	\$0.2	\$0.1	5	5	5	5	0	\$0.02
City of Middletown	5	\$73.2	\$0.8	\$0.2	\$0.7	181	4	9	221	213	\$0.01
City of New Rochelle	25	\$1,094.1	\$20.8	\$1.2	\$19.6	336	566	653	779	126	\$0.6
New York City	368	\$30,901.7	\$331.7	\$207.5	\$124.2	91,540	65,207	65,369	94,967	29,598	\$6.6
City of Newburgh	7	\$64.3	\$2.0	\$0.4	\$1.7	39	0	0	23	23	\$0.2
City of Peekskill	10	\$162.2	\$3.9	\$1.0	\$2.8	154	411	411	741	330	\$0.1
City of Port Jervis	2	\$6.5	\$0.1	\$0.1	\$0.1	40	80	80	32	-48	\$0
City of Poughkeepsie	7	\$147.9	\$3.2	\$0.6	\$2.6	7	0	0	302	302	\$0.1
City of Rensselaer	4	\$38.4	\$0.6	\$0	\$0.6	235	0	0	0	0	\$0.1
City of Salamanca	1	\$0.1	\$0.01	\$0.002	\$0.01	2	0	0	6	6	\$0.8
City of Schenectady	31	\$453.3	\$8.6	\$5.6	\$3.0	1,866	981	1,152	2,874	1,722	\$0.04
City of Syracuse	71	\$2,589.2	\$22.8	\$2.8	\$20.0	4,892	8,963	9,329	15,817	6,488	\$11.1
City of Troy	38	\$534.3	\$6.4	\$1.7	\$4.7	814	1,535	1,610	1,985	376	\$0.3
City of Utica	33	\$238.7	\$6.2	\$1.3	\$4.9	688	714	779	1,960	1,181	\$0.1
City of Yonkers	76	\$3,446.6	\$59.3	\$25.3	\$34.0	7,254	2,978	4,669	11,071	6,402	\$3.4
Mechanicville-Stillwater	4	\$19.0	\$0.3	\$0.2	\$0.1	161	1,024	1,024	1,328	304	\$0.01
Town of Amherst	63	\$552.4	\$8.4	\$3.6	\$4.8	6,294	4,256	4,310	12,123	7,813	\$0.5
Town of Babylon	187	\$1,457.2	\$33.5	\$16.7	\$16.8	6,848	7,723	8,188	15,030	6,842	\$1.6
Town of Bethlehem	14	\$478.1	\$3.8	\$4.5	-\$0.7	764	211	211	467	256	\$0.1
Town of Brookhaven	81	\$1,758.7	\$30.0	\$17.4	\$12.6	2,931	2,281	2,457	7,156	4,699	\$0.7
Town of Clarence	39	\$100.5	\$1.5	\$1.0	\$0.5	552	1,449	1,449	1,722	273	\$0.1
Town of Clifton Park	10	\$46.7	\$0.9	\$0.2	\$0.7	276	235	235	550	315	\$0.03
Town of Colonie	5	\$122.8	\$1.6	\$0.1	\$1.5	228	816	816	925	109	\$0.2
Town of Concord	3	\$3.0	\$0.05	\$0.04	\$0.004	47	95	95	150	55	\$0.01
Town of Erwin*	0	\$0	\$0	\$0	\$0	0	0	0	0	0	\$0.05
Town of Guilderland	6	\$118.4	\$0.5	\$0	\$0.5	168	164	164	280	116	\$0.04
Town of Hamburg	50	\$165.0	\$3.2	\$1.6	\$1.6	833	639	1,811	2,845	1,034	\$0.2
Town of Hempstead	78	\$2,004.4	\$74.7	\$35.1	\$39.6	4,679	8,136	8,136	11,496	3,360	\$0.9
Town of Islip	136	\$1,219.8	\$39.9	\$18.6	\$21.3	5,384	11,043	11,143	14,892	3,749	\$0.6
Town of Lancaster	53	\$156.3	\$3.7	\$2.0	\$1.7	788	2,667	2,701	2,864	163	\$0.1
Town of Lockport	17	\$337.7	\$4.3	\$0.2	\$4.1	321	246	246	678	432	\$0.5
Town of Malone*	0	\$0	\$0	\$0	\$0	0	0	0	0	0	\$0.02
Town of Montgomery	6	\$71.6	\$2.4	\$0.6	\$1.8	507	186	186	144	-42	\$0.03
Town of Mount Pleasant	8	\$991.7	\$6.9	\$3.2	\$3.7	765	2,674	2,674	3,804	1,130	\$0.1
Town of Niagara	11	\$28.9	\$2.6	\$1.7	\$0.9	3,447	1,609	1,609	925	-684	\$0.02
Town of North Greenbush	2	\$3.7	\$0	\$0	\$0	45	10	10	83	73	\$0.02
Town of Riverhead	36	\$351.6	\$4.6	\$1.5	\$3.0	766	1,081	1,081	2,464	1,383	\$0.2
Town of Walkill	4	\$30.0	\$0.6	\$0.1	\$0.4	93	27	27	189	162	\$0.02
Village of Fairport	6	\$26.9	\$0.7	\$0.2	\$0.5	14	0	0	548	548	\$0.3
Village of Green Island	2	\$19.1	\$0.6	\$0.6	\$0.02	24	0	0	17	17	\$0.1
Village of Groton*	0	\$0	\$0	\$0	\$0	0	0	0	0	0	\$0
Village of Port Chester	11	\$230.3	\$4.8	\$3.1	\$1.7	1,151	19	19	643	624	\$0.1

Source: Office of the State Comptroller, Public Authorities Reporting Information System.

\* The IDA was in existence and submitted data for 2018, but reported having no projects.

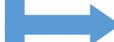
**Total Tax Exemptions** - Reflects the gross amount of tax exemptions and includes real property tax, mortgage recording tax, and State and local sales tax exemptions received annually.

**PILOTs** - Payments in lieu of taxes.

**Net Tax Exemptions** - This is the amount of annual total tax exemptions less annual PILOTs. A negative net tax exemption reflects current PILOTs that exceed current total tax exemptions.

The City of Geneva IDA, City of Mount Vernon IDA and Town of Corinth IDA did not have certified 2018 data in time for this report.

### Timeline of IDA Laws and Policies

- 
**Origin: 1969** - The enactment of the Industrial Development Agency Act allows for the creation of IDAs by special act of the Legislature, with the goal of encouraging economic development and job opportunities. The legislation does not include any express financial reporting requirements.
  - 
**1989** - Legislation is enacted requiring IDAs to submit to OSC audited annual financial statements that include information on bonds, notes and the amount of tax exemptions for each project.
  - 
**1993** - Enacted legislation requires IDAs to have a uniform tax exemption policy (UTEP) providing guidelines for projects to qualify for tax exemption benefits. The UTEP must include procedures for PILOTs and may include provisions to recapture the amount of tax exemptions if projects do not fulfill their purposes. Financial reporting requirements are expanded to include straight-lease transactions and an estimate of the number of jobs created or retained by each project.
  - 
**2007** - The Public Authorities Reporting Information System (PARIS), an online interactive reporting tool, is fully implemented by OSC to provide greater accountability and transparency through more timely data collection and analysis. PARIS is jointly managed by OSC and the Authorities Budget Office.
  - 
**2015** - OSC-sponsored legislation is enacted, with support from the New York State Economic Development Council, to improve the accountability and efficiency of IDAs. The reforms require each IDA to develop standard application forms, execute uniform project agreements, and establish uniform evaluation and selection criteria for projects that receive financial assistance.
- Additionally, the law requires each IDA to assess annually the progress of each project, including job creation and retention, as well as to develop policies for the suspension, discontinuation, modification and recapture of all or part of any financial assistance in specified circumstances, such as material failures to carry out commitments in a project agreement.
- 
**2019** - Two IDA-related bills were passed by the State Legislature and signed into law by the Governor. One law requires IDAs to video and audio stream all open meetings and public hearings to the extent practicable, and to post the recordings on their websites. The other law authorizes the Authorities Budget Office to suspend board members and executive staff members of IDAs, and other local authorities, for failure to submit certain reports.

**Sources:** Office of the State Comptroller; General Municipal Law (GML) Article 18-A added by Chapter 1030 of the Laws of 1969; GML Section 859(1)(c) added by Chapter 692 of the Laws of 1989; GML Section 874(4)-(6) amended by Chapter 356 of the Laws of 1993; GML Section 859-a amended by Chapter 563 of the Laws of 2015; and Bills A.3002\S.88 and A.220\S.1872 amended GML Section 857, and Public Authorities Law 6-a, 1952-a and 2305.

# Contacts



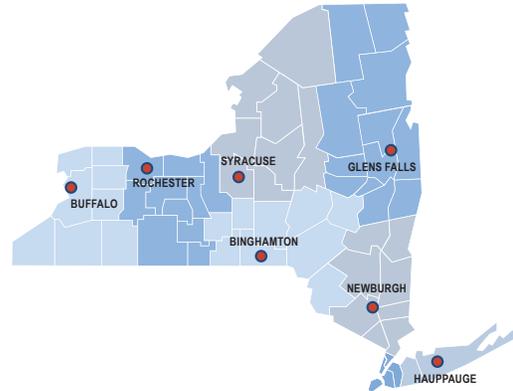
## Office of the NEW YORK STATE COMPTROLLER

New York State Comptroller  
**THOMAS P. DiNAPOLI**

### Division of Local Government and School Accountability

110 State Street, 12th floor, Albany, NY 12236  
Tel: 518.474.4037 • Fax: 518.486.6479  
Email: [localgov@osc.ny.gov](mailto:localgov@osc.ny.gov)

[www.osc.state.ny.us/localgov](http://www.osc.state.ny.us/localgov)



#### Executive • 518.474.4037

Elliott Auerbach, Deputy Comptroller  
Tracey Hitchen Boyd, Assistant Comptroller  
Randy Partridge, Assistant Comptroller

#### Audits, Local Government Services and Professional Standards • 518.474.5404

(Audits, Technical Assistance, Accounting and Audit Standards)

#### Local Government and School Accountability Help Line • 866.321.8503 or 518.408.4934

(Electronic Filing, Financial Reporting, Justice Courts, Training)

#### Division of Legal Services

Municipal Law Section • 518.474.5586

#### New York State & Local Retirement System Retirement Information Services

Inquiries on Employee Benefits and Programs  
518.474.7736

Technical Assistance is available at any of our Regional Offices

#### BINGHAMTON REGIONAL OFFICE

Tel 607.721.8306 • Fax 607.721.8313 • Email [Muni-Binghamton@osc.ny.gov](mailto:Muni-Binghamton@osc.ny.gov)  
Counties: Broome, Chenango, Cortland, Delaware, Otsego, Schoharie, Sullivan, Tioga, Tompkins

#### BUFFALO REGIONAL OFFICE

Tel 716.847.3647 • Fax 716.847.3643 • Email [Muni-Bufferlo@osc.ny.gov](mailto:Muni-Bufferlo@osc.ny.gov)  
Counties: Allegany, Cattaraugus, Chautauqua, Erie, Genesee, Niagara, Orleans, Wyoming

#### GLENS FALLS REGIONAL OFFICE

Tel 518.793.0057 • Fax 518.793.5797 • Email [Muni-GlensFalls@osc.ny.gov](mailto:Muni-GlensFalls@osc.ny.gov)  
Counties: Albany, Clinton, Essex, Franklin, Fulton, Hamilton, Montgomery, Rensselaer, Saratoga, Schenectady, Warren, Washington

#### HAUPPAUGE REGIONAL OFFICE

Tel 631.952.6534 • Fax 631.952.6091 • Email [Muni-Hauppauge@osc.ny.gov](mailto:Muni-Hauppauge@osc.ny.gov)  
Counties: Nassau, Suffolk

#### NEWBURGH REGIONAL OFFICE

Tel 845.567.0858 • Fax 845.567.0080 • Email [Muni-Newburgh@osc.ny.gov](mailto:Muni-Newburgh@osc.ny.gov)  
Counties: Columbia, Dutchess, Greene, Orange, Putnam, Rockland, Ulster, Westchester

#### ROCHESTER REGIONAL OFFICE

Tel 585.454.2460 • Fax 585.454.3545 • Email [Muni-Rochester@osc.ny.gov](mailto:Muni-Rochester@osc.ny.gov)  
Counties: Cayuga, Chemung, Livingston, Monroe, Ontario, Schuyler, Seneca, Steuben, Wayne, Yates

#### SYRACUSE REGIONAL OFFICE

Tel 315.428.4192 • Fax 315.426.2119 • Email [Muni-Syracuse@osc.ny.gov](mailto:Muni-Syracuse@osc.ny.gov)  
Counties: Herkimer, Jefferson, Lewis, Madison, Oneida, Onondaga, Oswego, St. Lawrence

#### STATEWIDE AUDIT

Tel 315.793.2484

---

## Contact

Office of the New York State Comptroller  
Division of Local Government and School Accountability

110 State Street, 12th floor  
Albany, NY 12236  
Tel: (518) 474-4037  
Fax: (518) 486-6479  
or email us: [localgov@osc.ny.gov](mailto:localgov@osc.ny.gov)

[www.osc.state.ny.us/localgov/index.htm](http://www.osc.state.ny.us/localgov/index.htm)



Like us on Facebook at [facebook.com/nyscomptroller](https://facebook.com/nyscomptroller)  
Follow us on Twitter @[@nyscomptroller](https://twitter.com/nyscomptroller)

