

# THE COUNCIL OF THE CITY OF NEW YORK

Hon. Corey Johnson  
Speaker of the Council

Hon. Ydanis Rodriguez  
Chair, Committee on Transportation



Report of the Finance Division on the  
Fiscal 2021 Preliminary Plan and the  
Fiscal 2020 Preliminary Mayor's Management Report for the  
**Taxi and Limousine Commission**  
March 9, 2020

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## Taxi and Limousine Commission Overview

The Taxi and Limousine Commission (TLC) ensures that New Yorkers and visitors to the City have access to taxicabs, car services, and commuter van services that are safe, efficient, sufficiently plentiful, and provide a good passenger experience. The Agency licenses and regulates all aspects of New York City's medallion yellow taxicabs, for-hire vehicles (community-based liveries, black cars, and high-volume cars), commuter vans, paratransit vehicles (ambulettes), certain luxury limousines and Green Taxis.

### TLC's goals include:

- To establish and enforce professional and uniform standards of for-hire car service and to ensure public safety;
- To ensure that all licensed vehicles meet safety and emissions standards; and
- To ensure all vehicles operating as for-hire follow TLC rules and regulations, provide excellent customer service to licensees, and promote excellent customer services for passengers.

**Powers and Duties.** The Commission has the power and the duty to set and enforce rates of fare to be charged and collected. The Commission is also charged with, not later than the end of April of every odd-numbered year, holding a public hearing to assess the adequacy of the current fares and lease caps established under its Rules. Fare increases are meant to benefit drivers while lease cap increases are set to benefit fleet owners.

### TLC Regulated Industries

**Yellow Taxis.** There are approximately 13,587 medallions with the right to run a yellow taxi within one of the three categories below.

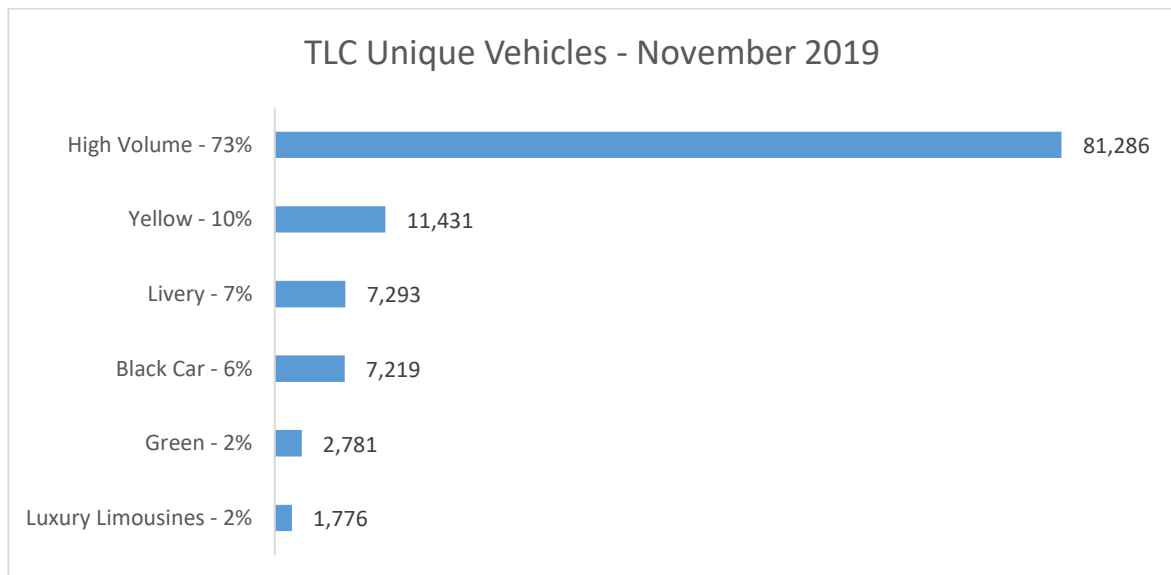
- **Fleets.** Fleets run garages that own and operate multiple taxis. Drivers lease taxis directly from fleets on a daily or weekly basis, with fees capped according to TLC regulations.
- **Driver-Owned Vehicles (DOV).** DOV drivers conditionally own their vehicles but lease medallions from agents who manage them for individual owners.
- **Individual Owner-Operators.** Individual Owner-Operators are drivers who own their vehicles and medallions.

**Street Hail Livery (SHL).** Street Hail Livery taxis (also known as Boro or Green taxis) were created as a new class of license in 2012 to provide legal, yellow-caliber taxi service to the boroughs outside of Manhattan Central Business District.

- SHLs are a hybrid service, providing both street-hail and prearranged for-hire vehicle service.
- There are currently 3,004 boro taxis.
- Up to 18,000 SHLs permits are available in total, per State authorization.
- SHLs are not permitted to pick up passengers in Manhattan below East 96th Street or West 110th Street or to serve airport taxi queues.

## For-Hire Vehicles (FHV's)

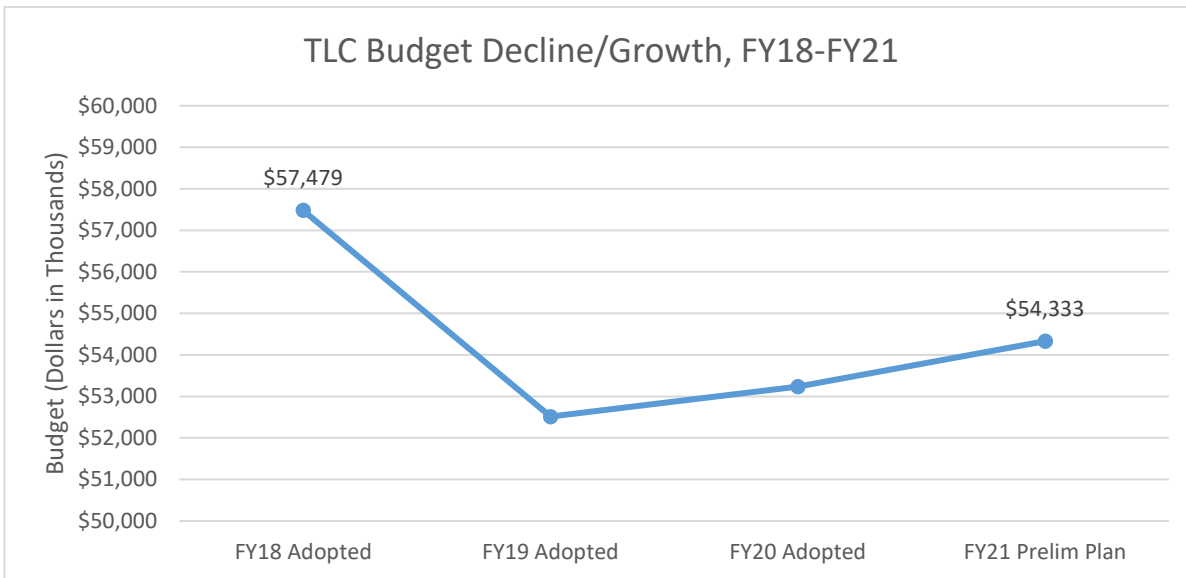
- **High-Volume.** In August 2018, City Council passed Local Law 149 which created a separate licensing category for FHV transportation services that dispatch more than 10,000 trips per day. These for-hire service providers were referred to in the legislation as High-Volume For-Hire Services. As of November 2019, there were 81,286 unique High-Volume vehicles on the road and 83,271 unique drivers on the road, with 83,000 driving for the three largest High-Volume FHV Companies in the City: Uber, Lyft, and Via. In total, these three companies account for 91 percent of all FHV trips. In August 2019, the Commission voted to extend by one year its cap on the issuance of FHV licenses as part of a package of rules aimed to reducing congestion.
- **Liveries (also known as Car Services or Community Cars).** Livery vehicles provide for-hire service by pre-arrangement. Currently, there are approximately 374 base stations located throughout the five boroughs and 9,961 vehicles. The vehicles must be affiliated with a base.
- **Black Cars.** Black Cars primarily provide service for corporate clients and set fares through contracts with clients. Currently, there are about 433 base stations citywide and 7,219 vehicles.
- **Luxury Limousines.** Vehicles in this group generally provide chartered services. Currently, there are about 3,497 vehicles and 127 bases.
- **Paratransit.** Paratransit vehicles provide healthcare related transportation services. There are about 190 vehicles and 77 paratransit bases citywide.
- **Commuter Vans.** Commuter Vans provide service for passengers along fixed routes. There are about 215 vehicles and 47 van authorizations currently.



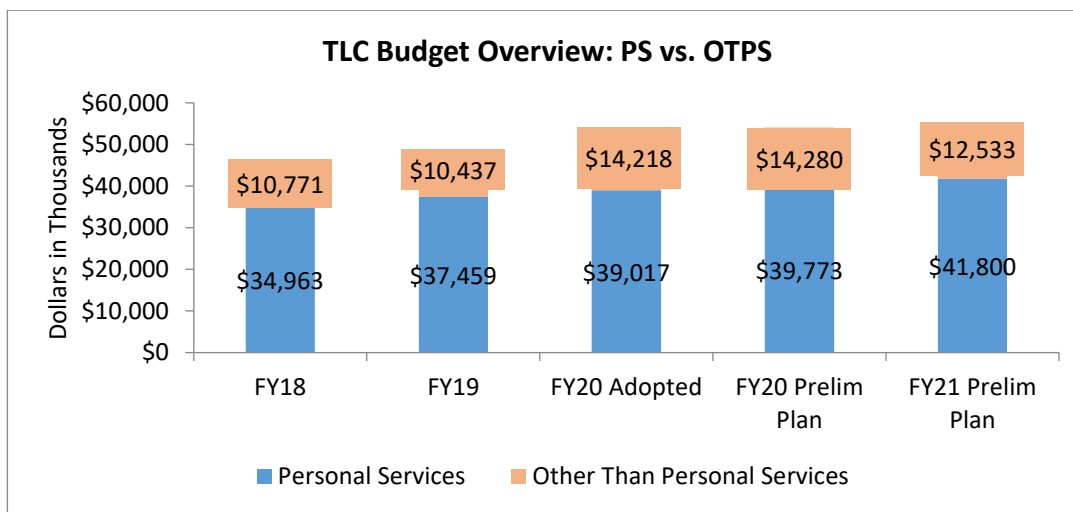
## Fiscal 2021 Preliminary Budget Highlights

The Taxi and Limousine Commission's Fiscal 2021 Preliminary Budget totals \$54.3 million and is funded entirely with City tax-levy funds; this represents less than one percent of the City's total Budget of \$95.3 billion. TLC's budget for Fiscal 2021 is two percent greater than the Fiscal 2020

Adopted Budget and approximately six percent less than the Fiscal 2018 amount. The differences in year-over-year spending are primarily due to reductions for the green taxi accessible program and increases associated with Collective Bargaining Agreements.



The Fiscal 2021 Preliminary Budget includes \$41.8 million for Personal Services (PS) to support 597 full-time employees and \$12.5 million for Other Than Personal Services (OTPS) costs.

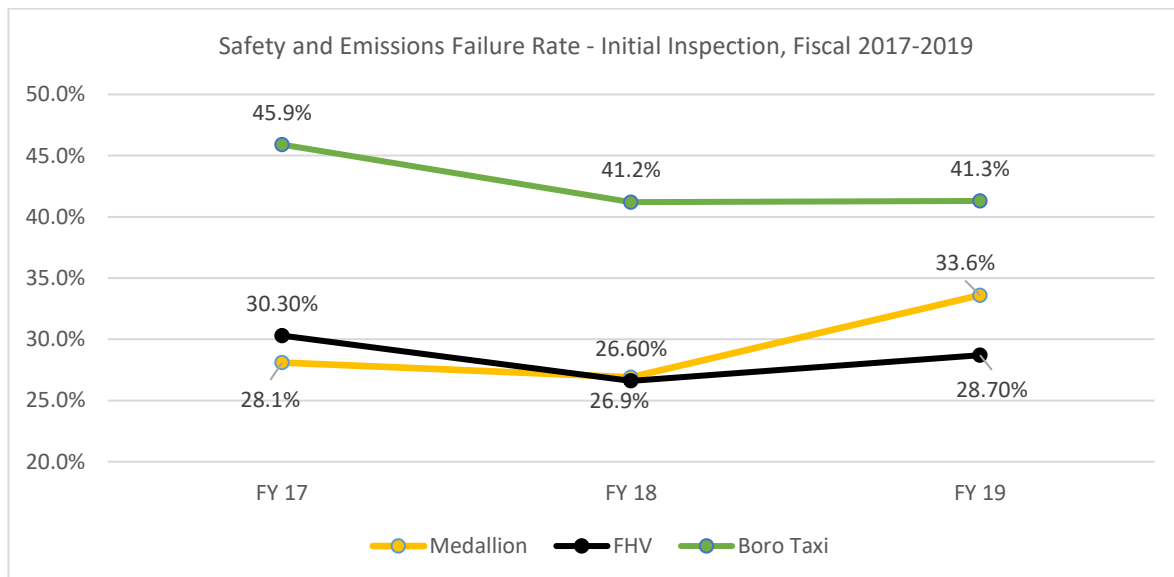


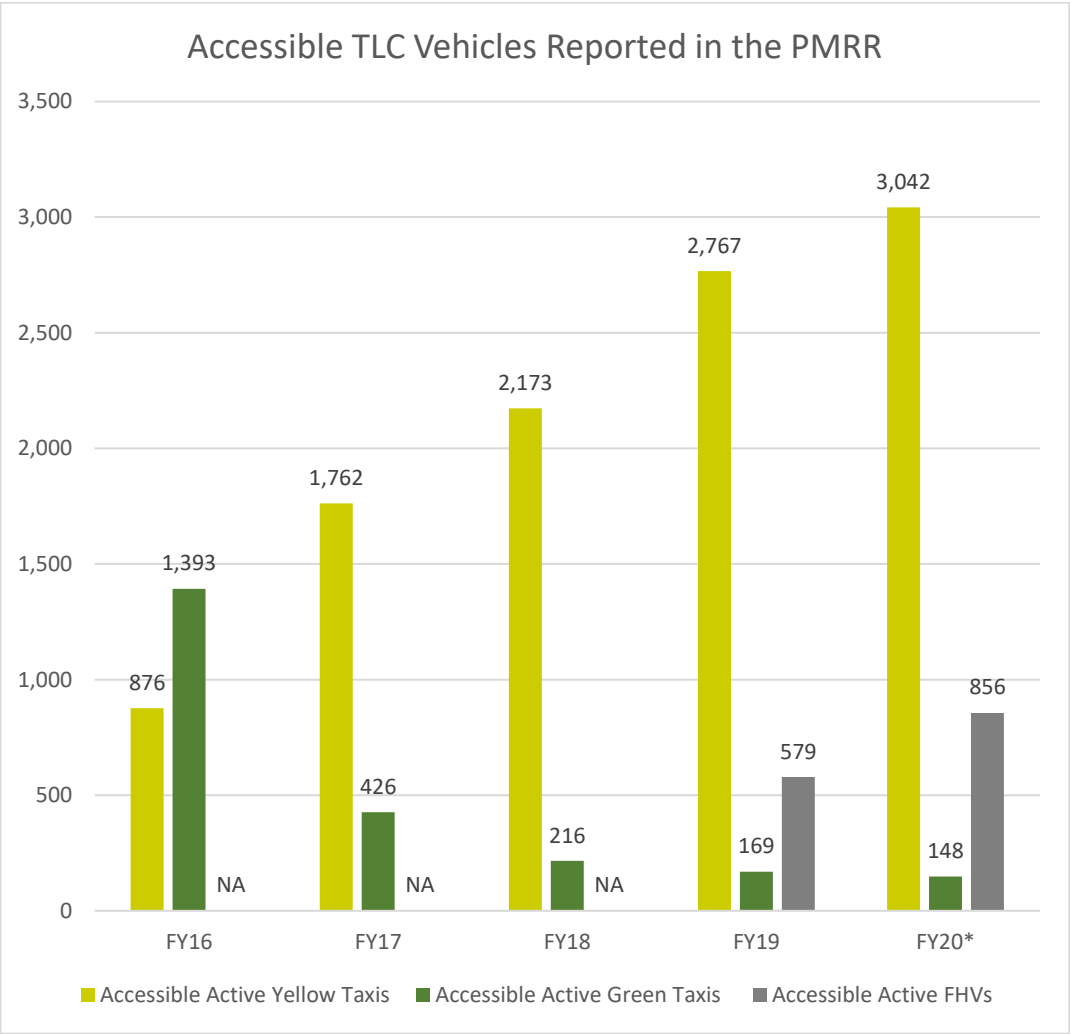
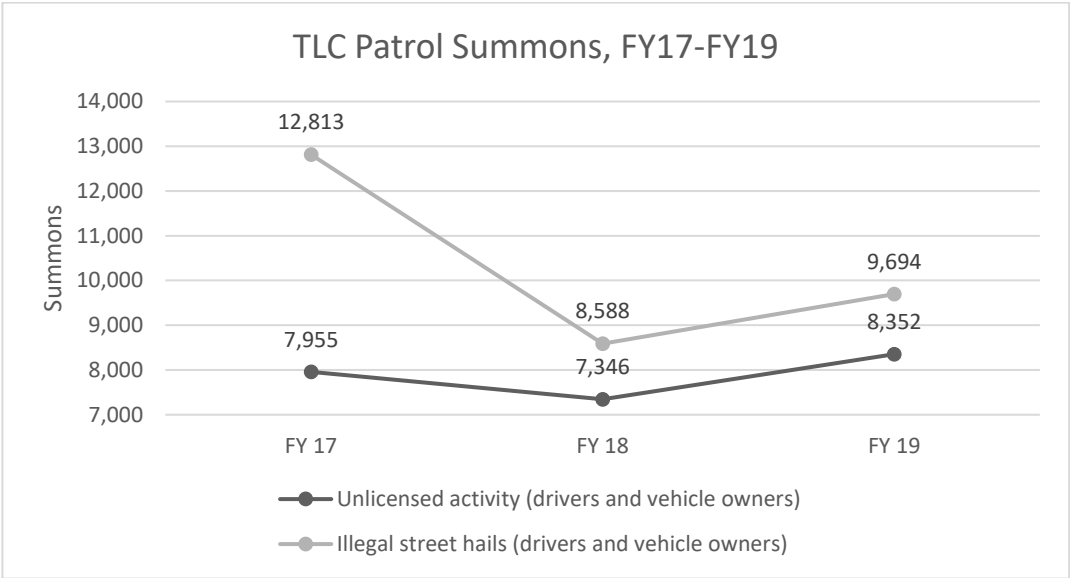
### Highlights of TLC's Fiscal 2021 Preliminary Budget

- Miscellaneous Revenue.** The Fiscal 2021 Preliminary Plan forecast for the Taxi and Limousine Commission includes miscellaneous revenues totaling \$58.2 million in Fiscal 2021, of which \$33 million is from taxi licenses. Since March of 2014, there have been no new taxi medallions sold, which was properly reflected in the Preliminary Plan. However, TLC projects \$2.5 million

in revenue from hail licenses in Fiscal 2021, despite the fact that the Commission only generated \$102,000 in Fiscal 2019.

- **Preliminary Mayor's Management Report (PMMR) Highlights.** Notable performance metrics reported by the Taxi and Limousine Commission in the Fiscal 2020 PMMR include the following.
  - Taxi safety and emission failure rates decreased in the first four months of Fiscal 2020 by 1.1 percent when compared to the same period in Fiscal 2019. The average time to conduct safety and emission inspections were under the target of one hour for medallions, boro taxis, and FHV's. However, failure rates for medallion and FHV inspections increased slightly due to an aging medallion fleet and fewer new FHV vehicles.
  - Last year, the Council urged TLC to include the number of accessible FHV's in the PMMR. This year, TLC reported that 856 FHV's were Wheelchair Accessible Vehicles (WAVs). In addition, the yellow taxi fleet added an additional 627 WAVs in the first four months of Fiscal 2020, a 26 percent increase when compared to the same four-month period last year. However, the number of active accessible boro taxis continues to decline.
  - Patrol summonses issued for both illegal street hails and unlicensed activity increased 33 percent in the first four months of Fiscal 2020 when compared to the same period in Fiscal 2019.





## Financial Plan Summary

TLC Financial Summary						
<i>Dollars in Thousands</i>						
<i>Dollars in Thousands</i>	<b>FY18 Actual</b>	<b>FY19 Actual</b>	<b>FY20 Adopted</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
				<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
Personal Services	\$34,963	\$37,459	\$39,017	\$39,773	\$41,800	\$2,783
Other Than Personal Services	10,771	10,437	14,218	14,280	12,533	(1,685)
<b>TOTAL</b>	<b>\$45,735</b>	<b>\$47,897</b>	<b>\$53,235</b>	<b>\$54,054</b>	<b>\$54,333</b>	<b>\$1,098</b>
<b>Personal Services</b>						
Additional Gross Pay	\$1,596	\$2,203	\$1,300	\$1,300	\$1,300	\$0
Full-Time Salaried - Civilian	29,665	31,027	33,947	34,701	37,113	3,166
Full-Time Salaried - Uniformed	14	1	0	0	0	0
Other Salaried & Unsalaries	2,263	2,361	2,208	2,210	2,231	23
Overtime - Civilian	1,171	1,521	1,213	1,213	807	(406)
P.S. Other	1	1	0	0	0	0
Amount to be Scheduled	0	0	204	204	204	0
Fridge Benefits	253	345	145	145	145	0
<b>SUBTOTAL</b>	<b>\$34,963</b>	<b>\$37,459</b>	<b>\$39,017</b>	<b>\$39,773</b>	<b>\$41,800</b>	<b>\$2,783</b>
<b>Other Than Personal Services</b>						
Contractual Services	\$4,056	\$3,503	\$4,352	\$4,460	\$3,486	(\$865)
Fixed & Misc. Charges	182	72	100	100	100	0
Other Services & Charges	4,775	5,481	7,212	7,291	6,883	(329)
Property & Equipment	753	383	339	422	339	0
Supplies & Materials	1,004	998	2,214	2,007	1,724	(491)
<b>SUBTOTAL</b>	<b>\$10,771</b>	<b>\$10,437</b>	<b>\$14,218</b>	<b>\$14,280</b>	<b>\$12,533</b>	<b>(\$1,685)</b>
<b>TOTAL</b>	<b>\$45,735</b>	<b>\$47,897</b>	<b>\$53,235</b>	<b>\$54,054</b>	<b>\$54,333</b>	<b>\$1,098</b>
<b>Funding</b>						
City Funds			\$53,235	\$54,054	\$54,333	\$1,098
Other Categorical			0	0	0	0
Capital- IFA			0	0	0	0
State			0	0	0	0
Federal - Community Development			0	0	0	0
Federal - Other			0	0	0	0
Intra City			0	0	0	0
<b>TOTAL</b>	<b>\$45,735</b>	<b>\$47,897</b>	<b>\$53,235</b>	<b>\$54,054</b>	<b>\$54,333</b>	<b>\$1,098</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	526	561	613	597	597	(16)
<b>TOTAL</b>	<b>526</b>	<b>561</b>	<b>613</b>	<b>597</b>	<b>597</b>	<b>(16)</b>

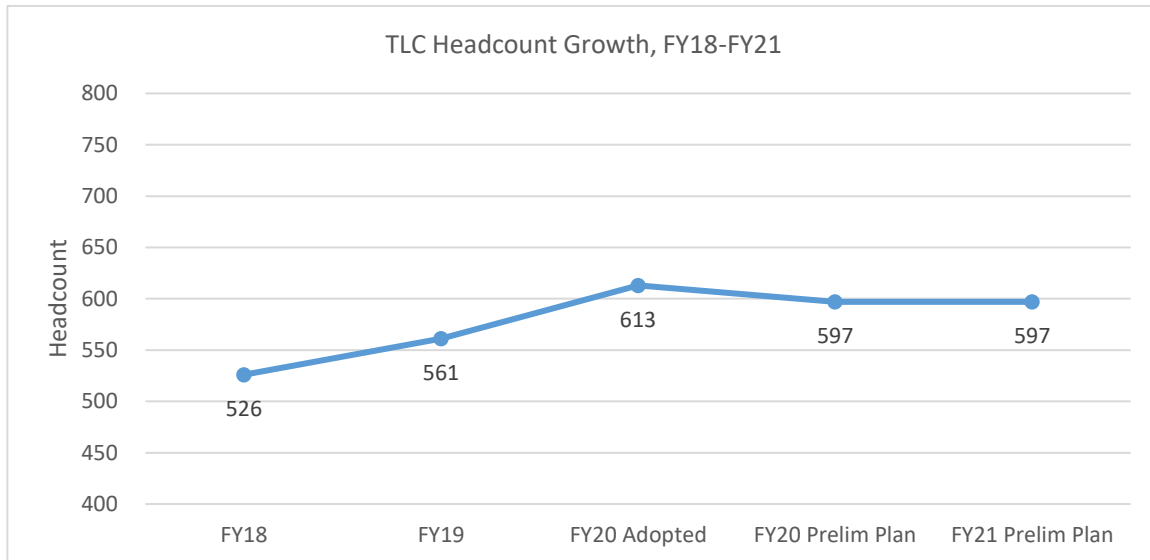
\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

### Significant Adjustments since the Fiscal 2020 Adopted Budget

- **Lease Adjustment.** The Fiscal 2021 Preliminary Plan includes a new need of \$76,000 in Fiscal 2020 for increased lease costs associated with the Commission's office building on Beaver Street.
- **Agency Phone Plan Review.** The November 2019 Plan includes savings of \$14,000 in Fiscal 2020 and \$27,000 in Fiscal 2021 and in the outyears due to a reassessment of telephone needs within the Commission.
- **TLC Collective Bargaining.** The Commission's November 2019f Plan includes funding for collective bargaining totaling \$756,000 in Fiscal 2020 and \$1.2 million in Fiscal 2021 and in the outyears.



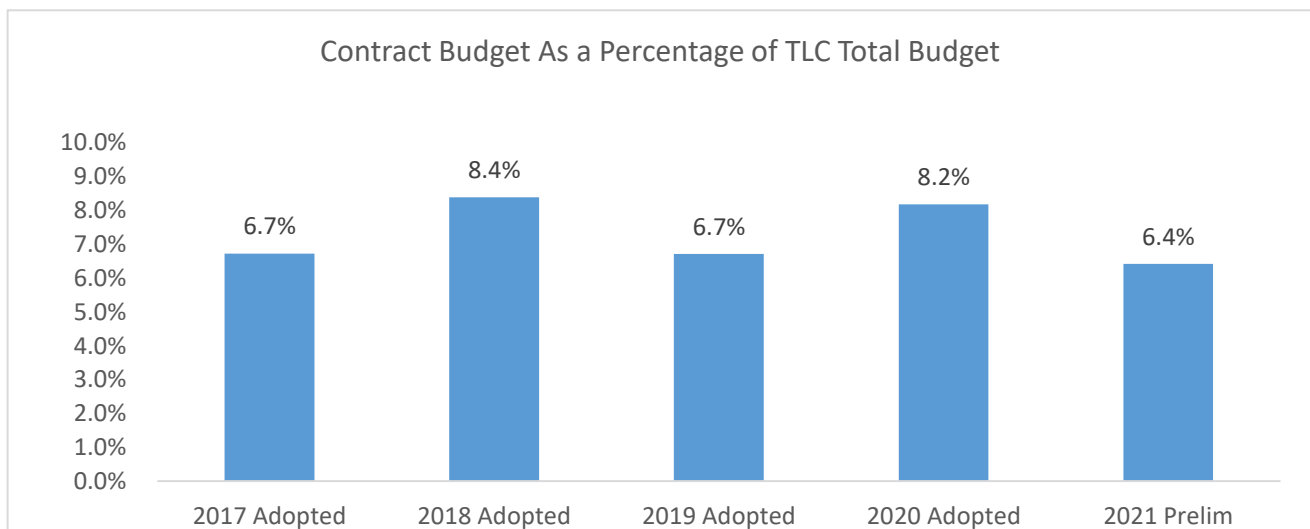
## Headcount



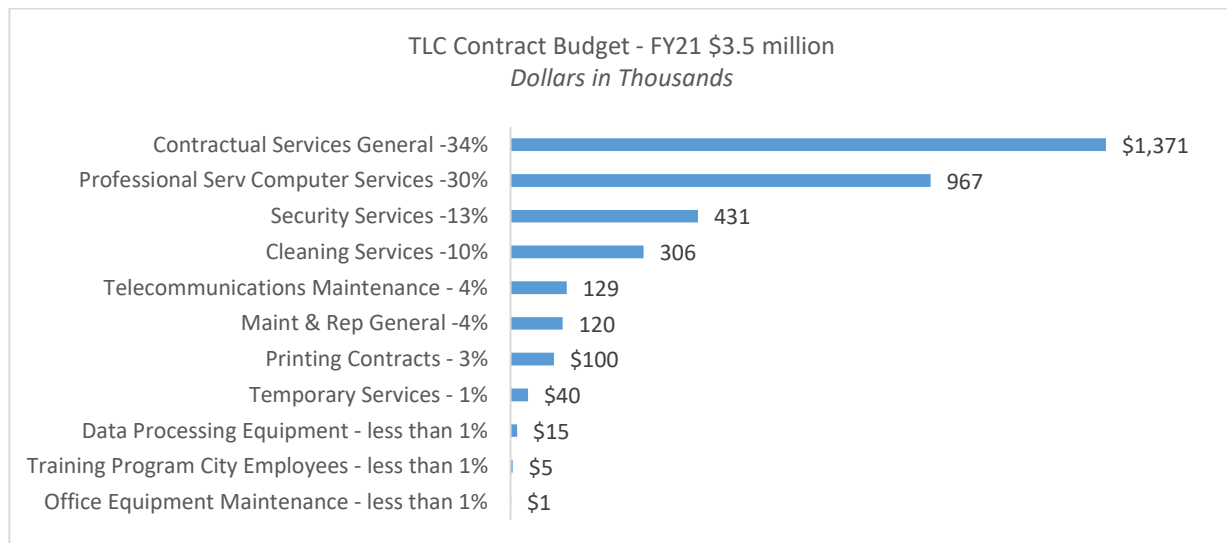
As illustrated by the chart above, the Taxi and Limousine Commission's Fiscal 2021 Preliminary Budget provides for 597 budgeted headcount positions, a slight decrease from Fiscal 2020. Currently, TLC has a headcount vacancy rate of 1.7 percent, the majority of which are for Emissions Enforcement positions. Overall, this is a significant improvement from recent years. As of December 2018, TLC has a headcount vacancy rate of 11 percent, the majority of which are for inspector positions. In December 2017, TLC had a headcount vacancy rate of 21 percent.

## Contract Budget

The New York City Charter mandates the preparation of a Contract Budget to identify expenditures for contractual services, which are defined as any technical, consultant or personnel service provided to the City by means of a contract. The Contract Budget is actually a subset of the OTPS portion of the City's Expense Budget. The Administration prepares a Contract Budget twice each fiscal year. The Citywide Fiscal 2021 Preliminary Contract Budget totals \$15.9 billion for procurement expenditures across all agencies.



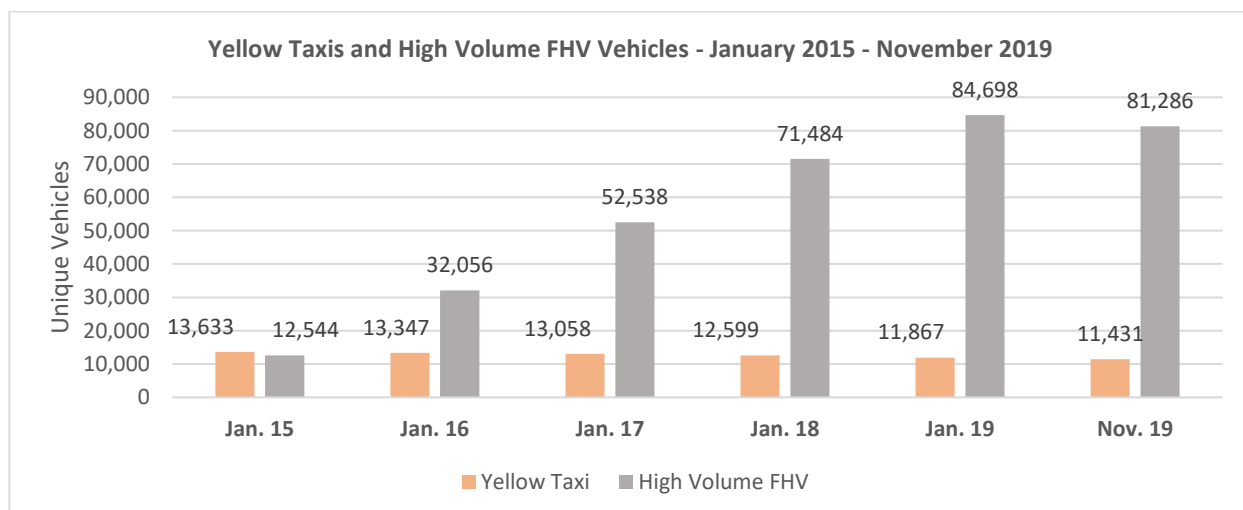
For the TLC, the Fiscal 2021 Contract Budget totals \$3.5 million for 31 contracts, accounting for 6.4 percent of the Commission's total budget. The total contract value in the Preliminary Plan is \$866,000 less than the Fiscal 2019 Adopted Budget. This is due to reductions to Contractual Services General, Security Services, and Professional Service Computer Services contract amounts for Fiscal 2021. As indicated in the chart below, the majority of the TLC contract budget is allocated towards Contractual Services General at \$1.4 million (39 percent), followed by Professional Service – Computer Services at \$967,000 (28 percent), Security Services at \$431,000 (12 percent), and all other remaining contracts at \$717,000 (21 percent).



## Miscellaneous Revenue

The Fiscal 2021 Preliminary Plan forecast for the Taxi and Limousine Commission includes miscellaneous revenues totaling \$58.2 million in Fiscal 2021 of which, \$33 million is from taxi licenses.

Historically, TLC generated a significant amount of its miscellaneous revenue from the sale of Taxi Medallions. However, due to the rapid growth of the High Volume FHV sector, there have been no new taxi medallions sold by TLC since March 2014. As such, the Fiscal 2021 Preliminary Budget does not anticipate any revenue from the sale of yellow taxi medallions.



## Appendices

### A: Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	FY20			FY21		
	City	Non-City	Total	City	Non-City	Total
<b>TLC Budget as of the Adopted FY20 Budget</b>	<b>\$53,235</b>	<b>\$0</b>	<b>\$53,235</b>	<b>\$53,197</b>	<b>\$0</b>	<b>\$53,197</b>
<b>New Needs</b>						
Lease Adjustment	\$76	\$0	\$76	\$0	\$0	\$0
<b>Subtotal, New Needs</b>	<b>\$76</b>	<b>\$0</b>	<b>\$76</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Other Adjustments</b>						
Agency Phone Plan Review	(\$14)	0	(\$14)	(\$27)	0	(\$27)
Collective Bargaining CSBA Attorneys	215	0	215	237	0	237
Collective Bargaining IBT L237 Non-LL56 Groups	8	0	8	14	0	14
Collective Bargaining Taxi and Limousine Inspectors	532	0	532	911	0	911
<b>Subtotal, Other Adjustments</b>	<b>\$742</b>	<b>\$0</b>	<b>\$742</b>	<b>\$1,135</b>	<b>\$0</b>	<b>\$1,135</b>
<b>TOTAL, All Changes</b>	<b>\$818</b>	<b>\$0</b>	<b>\$818</b>	<b>\$1,135</b>	<b>\$0</b>	<b>\$1,135</b>
<b>TLC Budget as of the Preliminary FY21 Budget</b>	<b>\$54,054</b>	<b>\$0</b>	<b>\$54,054</b>	<b>\$54,333</b>	<b>\$0</b>	<b>\$54,333</b>

### B: TLC Contract Budget

<b>TLC FY20 Preliminary Contract Budget</b>				
<i>Dollars in Thousands</i>				
Category	FY20 Adopted	Number of Contracts	FY21 Preliminary	Number of Contracts
Contractual Services General	\$1,862	14	\$1,371	14
Telecommunications Maint	129	2	129	2
Maint & Rep General	120	2	120	2
Office Equipment Maintenance	1	1	1	1
Data Processing Equipment	15	1	15	1
Printing Contracts	100	3	100	3
Security Services	581	2	431	2
Temporary Services	40	3	40	3
Cleaning Services	306	1	306	1
Training Prgm City Employees	5	1	5	1
Professional Serv Computer Services	1,192	1	967	1
<b>TOTAL</b>	<b>\$4,352</b>	<b>31</b>	<b>\$3,486</b>	<b>31</b>

### C: TLC Miscellaneous Revenue

<b>TLC Miscellaneous Revenue Budget Overview</b>						
<i>Dollars in Thousands</i>						
Revenue Sources	FY18 Actual	FY19 Actual	FY20 Adopted	Preliminary Plan		*Difference FY19-FY20
				FY20	FY21	
Taxi Licenses	\$58,428	\$54,052	\$33,520	\$37,920	\$33,020	(\$500)
Hail Licenses	699	102	2,530	2,530	2,530	0
High Volume Licenses	0	0	0	0	1,500	1,500
Taxi Inspection & TLC Fees	9,452	9,564	9,500	9,500	9,500	0
STIP/Settlement Fines	14,297	14,265	11,600	11,600	11,600	0
Sale of Taxi Medallions	0	0	0	107,000	0	0
<b>TOTAL</b>	<b>\$82,877</b>	<b>\$77,983</b>	<b>\$57,150</b>	<b>\$168,550</b>	<b>\$58,150</b>	<b>\$1,000</b>

\*The difference of Fiscal 2020 Adopted compared to Fiscal 2021 Preliminary Budget.

**D: Mayor's Management Report Critical Performance Measures**

TLC Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Active medallion taxis that are accessible	1,762	2,173	2,767	*	*	2,415	3,042
Active Boro Taxis that are accessible	426	216	169	*	*	196	148
Accessible dispatch median wait time citywide (minutes:seconds)	NA	NA	12:59	*	*	13:25	12:16
Accessible dispatch trips fulfilled as a percent of requested trips (%)	91.20%	83.90%	84.80%	*	*	82.30%	89.40%
Active medallion vehicles with hearing induction loops	2,205	2,597	2,947	*	*	2,741	3,035
Active FHV's that are accessible	NA	NA	579	*	*	NA	856
Medallion safety and emissions inspections conducted	49,830	47,955	31,756	*	*	15,677	15,076
Medallion safety and emissions failure rate - Initial inspection (%)	28.10%	26.90%	33.60%	35.00%	35.00%	29.70%	31.20%
– Re-inspection (%)	6.60%	7.10%	6.10%	*	*	9.00%	7.10%
Medallion safety and emissions inspections completed on schedule (%)	94.00%	93.40%	54.70%	*	*	84.20%	77.50%
For-hire vehicle (FHV) safety and emissions inspections conducted at TLC facility	69,390	72,235	84,145	*	*	23,832	25,513
FHV safety and emissions failure rate - Initial inspection (%)	30.30%	26.60%	28.70%	35.00%	35.00%	25.10%	31.80%
– Re-Inspection (%)	10.10%	7.90%	8.40%	*	*	8.80%	7.10%
FHV safety and emissions inspections completed on schedule (%)	96.90%	99.90%	96.80%	*	*	93.60%	99.10%
Boro Taxi safety and emissions inspections conducted	17,002	12,414	10,374	*	*	3,496	2,875
Boro Taxi safety and emissions failure rate - Initial inspection (%)	45.90%	41.20%	41.30%	45.00%	45.00%	41.90%	40.00%
– Re-inspection (%)	10.40%	11.80%	10.70%	*	*	12.50%	11.60%
Patrol summonses issued to drivers	34,725	33,917	43,217	*	*	12,025	15,000
Patrol summonses issued to owners/agents/bases	23,829	20,841	17,209	*	*	6,514	5,545
Patrol summonses issued for illegal street hails (drivers and vehicle owners)	12,813	8,588	9,694	*	*	3,101	4,112
Patrol summonses issued for unlicensed activity (drivers and vehicle owners)	7,955	7,346	8,352	*	*	2,476	3,358
Administrative summonses issued to drivers	9,595	12,018	13,563	*	*	1,823	3,934
Administrative summonses issued to owners/agents/bases	16,603	18,345	14,313	*	*	5,827	9,419
Violations admitted to or upheld at the Taxi and Limousine Tribunal at the Office of Administrative Trials and Hearings (%)	94.50%	93.00%	90.40%	*	*	92.30%	89.10%
Average wait time at Long Island City licensing facility (hours: minutes)	0:19	0:13	0:23	0:25	0:25	0:20	0:25
TLC driver licenses issued	95,337	65,302	48,551	*	*	10,291	26,018
– New licenses issued	35,764	33,301	21,020	*	*	10,210	3,447
Average time to issue a new driver license from initial application (calendar days)	59.1	45	46	*	*	43	50.1
– Average agency processing time	11.8	7.8	6.6	*	*	6.1	5.7
Average time to conduct a safety and emissions inspection of a medallion taxi (hours:minutes)	0:58	1:09	0:55	1:00	1:00	1:08	0:53
Average time to conduct a safety and emissions inspection of a FHV (hours:minutes)	1:09	1:22	1:03	1:00	1:00	1:28	0:40
Average time to conduct a safety and emissions inspection of a Boro Taxi (hours:minutes)	1:11	1:26	1:12	1:00	1:00	1:46	0:51
TLC driver complaints received	19,886	24,566	26,532	*	*	9,046	8,324
– Complaints that were eligible for prosecution	9,847	12,343	13,865	*	*	3,085	5,136
Average time to close a consumer complaint (calendar days): TLC driver	33.4	44.2	94.8	50	50	76.6	43.4
Medallion vehicles	13,587	13,587	13,587	*	*	13,587	13,587
For-hire vehicles	99,928	113,222	120,954	*	*	118,363	117,783

TLC Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
– Boro Taxis	6,313	4,505	4,157	*	*	4,442	3,229
E-mails responded to in 14 days (%)	99%	100%	100%	85%	85%	100%	NA
Letters responded to in 14 days (%)	88%	91%	88%	90%	90%	74%	93%
Average call wait time (minutes:seconds)	18:55	10:04	7:32	*	*	9:24	8:12
Completed customer requests for interpretation	7,247	8,238	11,158	*	*	NA	NA
CORE customer experience rating (1-100)	97	95	NA	85	85	NA	NA
Percent meeting time to first action - For-hire Vehicle Complaint (14 days)	94%	96%	71%	90%	90%	86%	9%
Percent meeting time to first action - Lost Property (7 days)	72%	100%	96%	90%	90%	100%	97%
Percent meeting time to first action - Miscellaneous Comments (14 days)	96%	100%	100%	60%	60%	100%	NA
Percent meeting time to first action - Request for Information (14 days)	94%	100%	100%	60%	60%	100%	NA
Percent meeting time to first action - Taxi Complaint (14 days)	94%	96%	75%	90%	90%	88%	5%

\*Continuation from previous page