



**NOTE ON THE FISCAL 2021 EXECUTIVE BUDGET FOR THE  
COMMITTEE ON CULTURAL AFFAIRS, LIBRARIES, INTERNATIONAL INTERGROUP RELATIONS  
MAY 29, 2020**

**New York City Council**

Hon. Corey Johnson,  
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Hon. Daniel Dromm,  
Chair, Finance Committee  
Hon. James Van Bramer,  
Cultural Affairs, Libraries,  
International Intergroup  
Relations

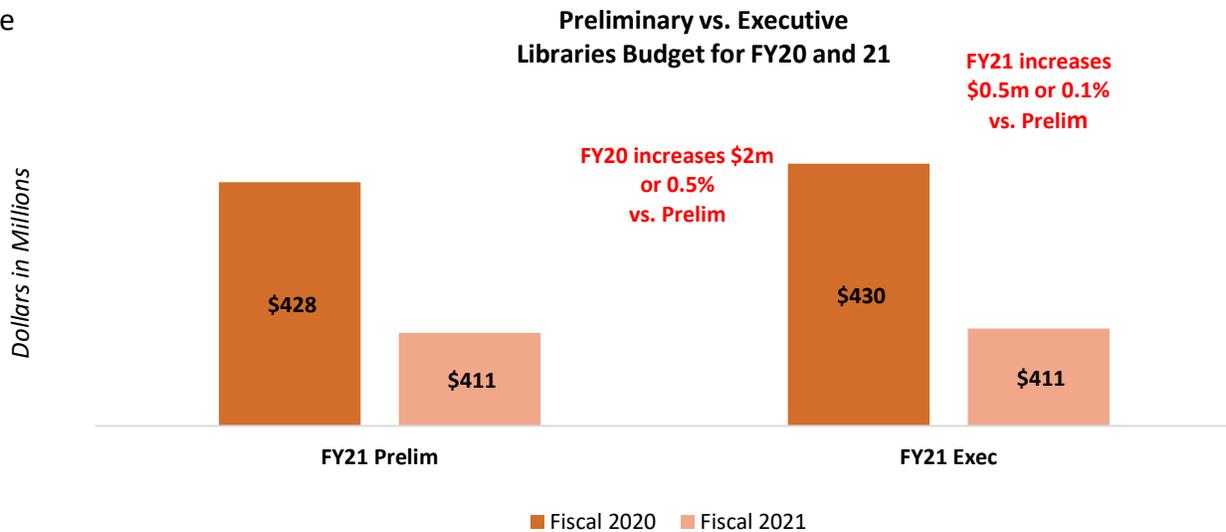
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On April 16, 2020, the Administration released the Executive Financial Plan for Fiscal 2020-2024 with a proposed budget for Fiscal 2021 of \$89.3 billion. Libraries’ Fiscal 2021 Executive Budget is \$411.2 million and represents less than one percent of the City’s Executive Fiscal 2021 Budget. This note provides a summary of the changes in the Executive Budget for the Libraries introduced in the Financial Plan. Topics covered include response to the COVID-19 emergency and changes to the Expense and Capital Budgets.

**Libraries Budget Overview**

The



Fiscal 2021 Executive Plan proposes a \$411.2 million subsidy for the library systems in Fiscal 2021 which includes \$29.8 million for Research Libraries, \$150.1 million for New York Public Library (NYPL), \$113.4 million for Brooklyn Public Library (BPL) and \$117.8 million for Queens Public Library (QBPL).

\$410.7 Million Fiscal 2021 Preliminary	Executive Plan Changes	\$411.2 Million Fiscal 2021 Executive
<ul style="list-style-type: none"> <li>• Research Libraries: \$30.1M</li> <li>• NYPL: \$149.6M</li> <li>• BPL: \$113.2M</li> <li>• QBPL: \$117.8M</li> </ul>	<ul style="list-style-type: none"> <li>• New Needs: None</li> <li>• Other Adjustments: 458,000</li> <li>• PEGs: None</li> </ul>	<ul style="list-style-type: none"> <li>• Research Libraries: \$29.9M</li> <li>• NYPL: \$150.1M</li> <li>• BPL: \$113.4M</li> <li>• QBPL: \$117.8M</li> </ul>

Changes introduced in the Executive Plan increase the Libraries budget for Fiscal 2021 by \$500,000. The major changes are described below:

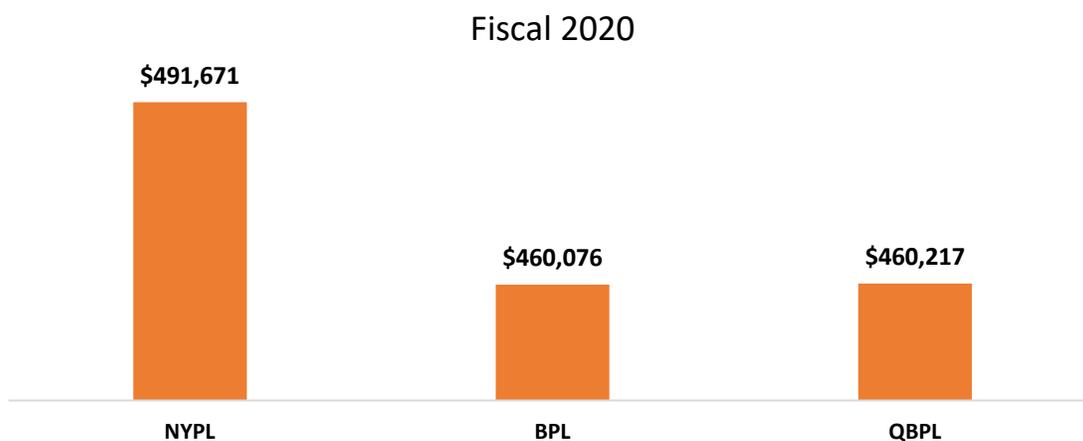
### Executive Plan Changes

#### Other Adjustments

- Heat, Light and Power.** The Fiscal 2021 Executive Plan includes an adjustment in energy costs at all the systems. The Office of Management and Budget (OMB) worked with New York City Department of Citywide Administrative Services (DCAS) to estimate energy savings, factoring in the impact of closures due to the virus. The reductions and increases by system are outlined on the right.

System	FY20	FY21 -24
Research Libraries	(\$157,066)	(\$259,401)
NYPL	(\$373,394)	(\$616,676)
BPL	(\$41,000)	\$83,000
QBPL	(\$265,697)	(\$179,883)

- Census.** The Fiscal 2021 Executive Plan includes funding for each of the system to carry out census related work. Census funding has been used for hiring part time staff, purchasing surface tablets to serve as census completion devices, hosting conference programs to educate and connect community organizations around census outreach and printed engagement and informational items for the branches.



- Mayor’s Office of Immigrant Affairs (MOIA).** The Fiscal 2021 Executive Plan includes \$64,550 in Fiscal 2020 for each of the system from the Mayor’s Office of Immigrant Affairs (MOIA) to

fund a position. This program helps patrons navigate and file citizenship applications through the Department of Outreach Services.

- **Energy Personnel.** The Fiscal 2021 Executive Plan includes \$21,000 for BPL in Fiscal 2020 for an energy analyst position who will work on BPL’s energy management program, which is a citywide effort to achieve energy and greenhouse gas emissions reduction goals.
- **Collective Bargaining Increase.** The Fiscal 2021 Executive Plan includes \$926,446 in Fiscal 2020 and \$1.48 million in Fiscal 2021 in collective bargaining increase. The table on the right shows the amounts for collective bargaining agreements by system.

System	Fiscal 2020	Fiscal 2021 - 2024
Research Libraries	\$8,559	\$10,000
NYPL	\$742,551	\$1,200,000
BPL	\$77,951	\$120,000
QBPL	\$97,385	\$150,000

### Impact of COVID -19

When the Preliminary Budget was released in January 2020, the City’s fiscal position was entirely different. During the intervening three months, the coronavirus disease or COVID-19 has ravaged our health-care system and our economy.

Due to the unprecedented disruption caused by COVID-19, all the three systems had to shut down their branches and halt their capital projects. However, the systems continue to provide remote access to essential resources, including innovative educational platforms for patrons of all ages, helpful tools to guide employees and businesses, and social service information.

During this crisis, it is clearer than it has ever been before that libraries are no longer just a place for books and silent retreat. Libraries across the country are responding to changing demand and are being challenged to reform their roles and purposes. Libraries now provide free services and programs for children and teens, immigrants and seniors, people who need literacy services, New Yorkers who are actively looking for jobs and small business owners. Information and remote resources for accessing healthcare information, and mental health services, resources for options for food-insecure people and families, and information about a wide array of housing resources, including affordable housing, options for those experience homelessness, and senior living are some of the resources being provided by the systems in the midst of the crisis.

### Capital Plan Overview

In April 2020, Mayor Bill de Blasio released the Executive Capital Commitment Plan for Fiscal 2020-2024 (the Commitment Plan) and the Fiscal 2021 Executive Capital Budget (the Capital Budget). This section will provide an overview of the Commitment Plan and Capital Budget for the Libraries. Each one of these documents should support and be well integrated with one another to properly execute the City’s capital projects, as well as meet its infrastructure goals. We will examine to what extent this is occurring, where improvements need to be made, and the overall feasibility of Libraries’ capital program.

### Fiscal 2021 Executive Capital Budget and Commitment Plan for Fiscal 2020-2024

The Capital Budget provides the requested appropriations for Fiscal 2020 and planned appropriations for Fiscal 2021 to Fiscal 2024. Appropriations represent the legal authority to spend capital dollars and are what the Council votes on at budget adoption. The Commitment Plan, which is a five-year spending

plan, is the plan to spend those appropriations. The Capital Budget is significantly less than the Capital Commitment Plan because it does not include the current appropriations for Fiscal 2020 or the amount of funding that may be reappropriated or rolled into Fiscal 2021 in the Adopted Budget. This report will provide an overview of the Capital Budget and Commitment plan for the library systems.

**Figure 2: Libraries Fiscal 2020 Available Appropriations and FY21-FY24 Capital Budget (000)**



As shown in the chart at above, the Libraries’ Fiscal 2021 Executive Capital Budget includes \$110.2 million in Fiscal 2021-2024. Available appropriations for Fiscal 2020 total \$747.9 million. This includes \$738.7 million in reauthorized prior appropriations and \$35 million in adopted Fiscal 2020 appropriations, less actual commitments in the current fiscal year.

The Fiscal 2021 Executive Capital Commitment Plan, which covers Fiscal 2020-2024, includes \$776.5 million for the library systems (including City and Non-City funds). This represents less than one percent of the City’s total \$83.2 billion Executive Plan for Fiscal 2020-2024. Libraries’ Executive Commitment Plan for Fiscal 2020-2024 is \$14.4 million larger than the Preliminary Commitment Plan of \$762 million.

The total available appropriations for Fiscal 2020 are \$747.9 million against planned commitments of \$180.5 million. This excess balance of \$567.4 million in appropriations gives the Administration considerable flexibility within the capital plan. However, as the commitment of appropriations are legally bound to their budget line descriptions, this flexibility is more limited than it appears from this variance alone.

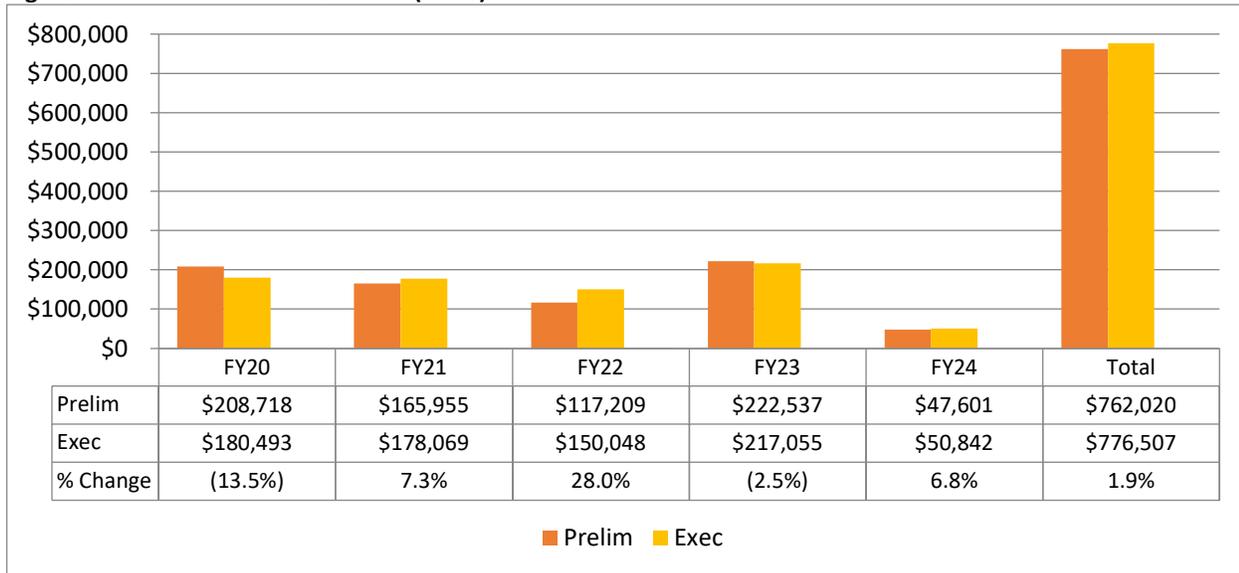
The majority of the capital projects span multiple fiscal years and it is therefore common practice for an agency to roll unspent capital funds into future fiscal years. In Fiscal 2019 the systems had a commitment rate of 74.2 percent committing \$146.5 million from planned commitments of \$197.4 million. Therefore, it is assumed that a significant portion of the Libraries’ Fiscal 2020 Capital Plan will be rolled into Fiscal 2021, thus increasing the size of the Fiscal 2021-2024 Capital Plan.

In Fiscal 2017, the Library system only committed \$18.5 million or 4.3 percent of its annual capital plan of \$433.6 million. Fiscal 2018 saw a significant improvement from the Fiscal 2017 commitment rate of 4.3 percent, with the Library systems committing \$235.6 million or 46.5 percent of their annual capital

plan of \$506.8 million. This was a combination of both an increase in actual commitments, and a plan that more accurately reflected what the Libraries planned to commit.

In Fiscal 2019, the combined commitment rate of the systems rose to 74.2 percent. Broken down by system: NYPL had a commitment rate of 65.8 percent committing \$48 million from planned commitments of \$73 million, the Research Library had a commitment rate of 98.5 percent committing \$31.3 million from planned commitments of \$31.8 million, the QBPL had a commitment rate of 58.6 percent committing \$21 million from planned commitments of \$35.9 million, and the BPL had a commitment rate of 81.3 percent committing \$46.2 million from planned commitments of \$56.9 million.

**Figure 3: Libraries Commitment Plan ('000s)**



**Conclusion**

Historically, the Commitment Plan has frontloaded planned commitments for capital projects in the first year or two of the plan, and included unrealistically high planned commitments. At the Council’s continued urging, that practice has largely ceased. Beginning with the Fiscal 2020 Executive Commitment Plan, agencies’ Commitment Plans are now more accurate, reflecting more evenly distributed planned spending across all years of the plan.

A natural result of more realistic timelines is capital projects extending beyond the Commitment Plan’s five-year time frame. To address this the Administration has added Section VII, titled “Redistribution of the City’s Capital Plan” to the Commitment Plan. What this section does is increase the transparency of the Commitment Plan by showing the distribution of funding beyond the required five years to ten years (Fiscal 2020 -2029). This extension allows the Council and the public to better differentiate between movement beyond the years of the Commitment Plan and a simple elimination of funding. Libraries’ ten-year total is \$1 billion which is \$254.8 million greater than the systems five-year plan. What this increase shows is the City’s commitment to continuing many of its current projects beyond the time frame of the Capital Commitment Plan.

## Appendix 1: Libraries' Financial Summary

Libraries Financial Summary						
<i>Dollars in Thousands</i>						
	FY18	FY19	FY20	Executive Plan		*Difference
	Actual	Actual	Adopted	FY20	FY21	FY20-FY21
<b>Budget by Program Area</b>						
Research Libraries	\$28,075	\$28,458	\$31,016	\$30,874	\$29,878	(\$1,138)
NYPL	139,889	146,015	154,638	156,884	150,143	(\$4,495)
BPL	105,877	111,706	116,568	118,989	113,389	(\$3,180)
QBPL	108,597	115,808	122,021	123,339	117,789	(\$4,232)
<b>TOTAL</b>	<b>\$382,438</b>	<b>\$401,988</b>	<b>\$424,243</b>	<b>\$430,086</b>	<b>\$411,198</b>	<b>(\$13,045)</b>
<b>Funding</b>						
City Funds			\$424,243	\$424,673	\$411,198	(\$13,045)
Other Categorical			\$0	135	\$0	0
Intra City			0	5,278	0	0
<b>TOTAL</b>	<b>\$382,438</b>	<b>\$401,988</b>	<b>\$424,243</b>	<b>\$430,086</b>	<b>\$411,198</b>	<b>(\$13,045)</b>

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

## Appendix 2: Budget Actions in the November, Preliminary and Executive Plans

<i>Dollars in Thousands</i>	FY20			FY21		
	City	Non-City	Total	City	Non-City	Total
NYPL Research	\$31,016	\$0	\$31,016	\$30,118	\$0	\$30,118
NYPL	154,638	0	154,638	149,606	0	149,606
QBPL	122,021	0	122,021	117,806	0	117,806
BPL	116,568	0	116,568	112,804	0	112,804
<b>Budget as of the Fiscal 2020 Adopted Budget</b>	<b>\$424,243</b>	<b>\$0</b>	<b>\$424,243</b>	<b>\$410,334</b>	<b>\$0</b>	<b>\$410,334</b>
<b>Other Adjustments</b>						
Research L306 Collective Bargaining	\$7	\$0	\$7	\$7	\$0	\$7
NYPL Excel Projects	0	845	845	0	0	0
NYPL FY20 Demand Response	0	67	67	0	0	0
NYPL FY20 NYCC	0	348	348	0	0	0
NYPL L306 Collective Bargaining	3	0	3	4	0	4
BPL Demand Response	0	68	68	0	0	0
BPL Energy Personnel	0	170	170	0	0	0
BPL Excel Projects	0	482	482	0	0	0
BPL FY 20 NYCC	0	730	730	0	0	0
BPL L237 Non-LL56 Collective Bargaining	218	0	218	354	0	354
BPL Collective Bargaining	26	0	26	27	0	27
QBPL Excel Projects	0	35	35	0	0	0
QBPL Collective Bargaining	12	0	12	13	0	13
NYPL Energy Personnel	0	48	48	0	0	0
NYPL Member Items Reallocation	10	0	10	0	0	0
BPL CC Member Items Reallocation	45	0	45	0	0	0
FY20-NYCC-QBPL	0	654	654	0	0	0
QBPL Member Items Reallocation	20	0	20	0	0	0
<b>Adjustments in the Executive Budget</b>						
Research Collective Bargaining	8	0	8	10	0	10
Research: Heat, Light and Power	(157)	0	(157)	(259)	0	(259)
NYPL CENSUS	0	492	492	0	0	0
NYPL Heat, Light and Power	(373)	0	(373)	(617)	0	(617)
NYPL Collective Bargaining	743	0	743	1,150	0	1,150
NYPL MOIA NYPL agreement	0	65	65	0	0	0
BPL Intra-City Culture Pass	0	100	100	0	0	0
BPL CENSUS	0	460	460	0	0	0
BPL Energy personnel	0	21	21	0	0	0
BPL Heat, Light and Power	(41)	0	(41)	83	0	83
BPL Collective Bargaining	78	0	78	120	0	120
BPL MOIA agreement	0	65	65	0	0	0
QBPL CENSUS	0	460	460	0	0	0
QBPL DEP/ QL-waterbottle fill	0	36	36	0	0	0
QBPL Heat, Light and Power	(266)	0	(266)	(180)	0	(180)
QBPL Collective Bargaining	97	0	97	150	0	150
QBPL MOIA agreement	0	65	65	0	0	0
QBPL Realign	0	205	205	0	0	0
<b>Subtotal, Other Adjustments</b>	<b>\$430</b>	<b>\$5,415</b>	<b>\$5,845</b>	<b>\$863</b>	<b>\$0</b>	<b>\$863</b>
<b>TOTAL, All Changes</b>	<b>\$430</b>	<b>\$5,415</b>	<b>\$5,845</b>	<b>\$863</b>	<b>\$0</b>	<b>\$863</b>
NYPL Research	\$30,874	\$0	\$30,874	\$29,877	\$0	\$29,877
NYPL	155,020	1,863	156,883	150,143	0	150,143
QBPL	121,885	1,455	123,340	117,789	0	117,789
BPL	116,894	2,095	118,989	113,389	0	113,389
<b>Budget as of the Fiscal 2021 Executive Budget</b>	<b>\$424,673</b>	<b>\$5,413</b>	<b>\$430,086</b>	<b>\$411,198</b>	<b>\$0</b>	<b>\$411,198</b>