

**NEW YORK CITY COUNCIL
FINANCE DIVISION**

Tanisha Edwards, Esq.
Chief Financial Officer and
Deputy Chief of Staff

Richard Lee
Director

Jonathan Rosenberg
Managing Director

Chima Obichere
Deputy Director

Paul Scimone
Deputy Director

Eisha Wright
Deputy Director

Cirilhen R. Francisco
Assistant Director

Elizabeth Hoffman
Assistant Director

Aliya Ali
Unit Head

Hon. Adrienne Adams
Speaker of the Council

Hon. Sandra Ung
Chair of the Committee on Governmental
Operations

**Report on the Fiscal 2024 Preliminary Plan
and the Fiscal 2023 Preliminary Mayor's
Management Report for the**

Board of Elections

March 22, 2023

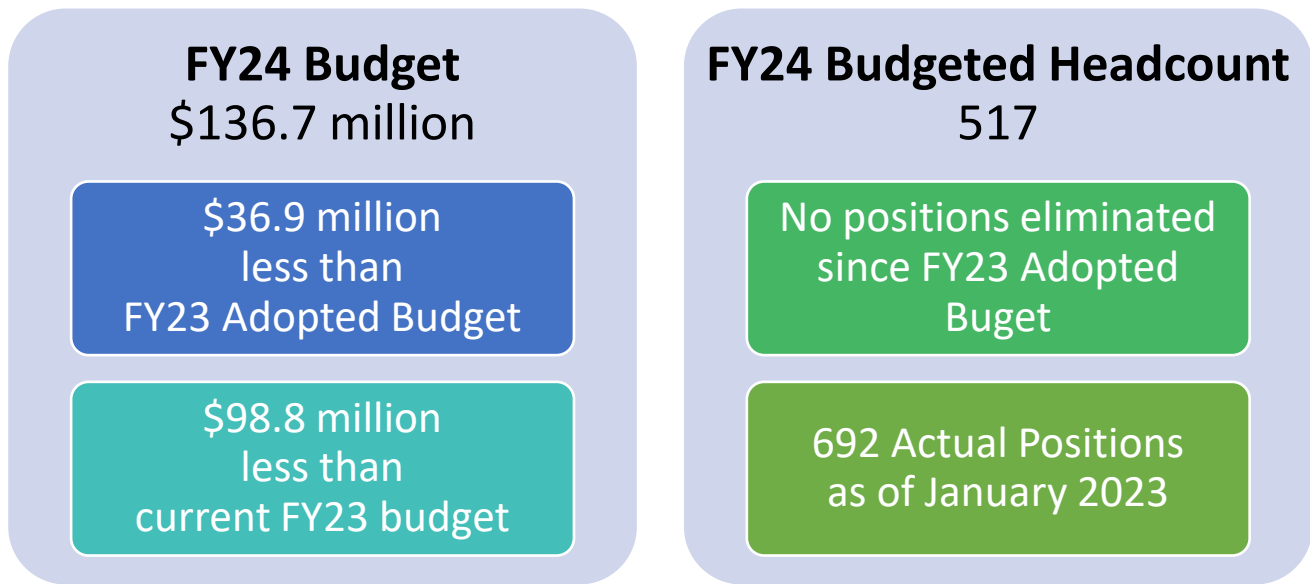
Prepared by Julia K. Haramis, Principal Financial Analyst



Table of Contents

Board of Elections Fiscal 2024 Budget Snapshot.....	1
Board of Elections Financial Plan Overview	1
Financial Summary.....	2
Spending Overview	2
Financial Summary.....	2
Fiscal 2024 Preliminary Budget Changes.....	4
New Needs.....	4
Other Adjustments	5
Headcount	5
Fiscal 2023 Preliminary Mayor’s Management Report	6
Preliminary Capital Commitment Plan for Fiscal 2023 to Fiscal 2027.....	6
Budget Issues and Concerns	6
Appendices	7
A. BOE Budget Actions in the November and Preliminary Plans.....	7
B. BOE Contract Budget	7
C. BOE Miscellaneous Revenue	8

Board of Elections Fiscal 2024 Budget Snapshot



Board of Elections Financial Plan Overview

The Board of Elections (BOE or the Board) conducts all elections within the City, pursuant to State law. The BOE is an administrative body of ten Commissioners, two from each borough, selected on the recommendation of the two major political parties and then appointed by the City Council for a term of four years. The Board has a central office and five borough offices.

The BOE is responsible, under State law, for the following:

- Voter registration, outreach, and processing;
- Maintaining and updating voter records;
- Processing and verification of candidate petitions/documents;
- Recruiting, training, and assigning the various Election Day officers to conduct elections;
- Operating poll site locations;
- Maintaining, repairing, setting up, and deploying the Election Day operation equipment;
- Ensuring each voter their right to vote at the polls or by absentee ballot;
- Canvassing and certifying of the vote;
- Voter education, notification, and dissemination of election information;
- Preparation of maps of various political subdivisions.¹

The BOE’s Fiscal 2024 Budget, as presented in the Fiscal 2024 Preliminary Financial Plan (Preliminary Plan), is \$136.7 million, which represents less than a percent of the City’s overall Fiscal 2024 budget of \$102.7 billion. The Preliminary Plan includes two City-funded new needs in the Board’s budget, totaling \$28.9 million, for Fiscal 2023 only. Other adjustments, totaling \$963,331, are added for Fiscal 2023 only. There are no Program to Eliminate the Gap (PEG) savings for BOE included in the Preliminary Plan.

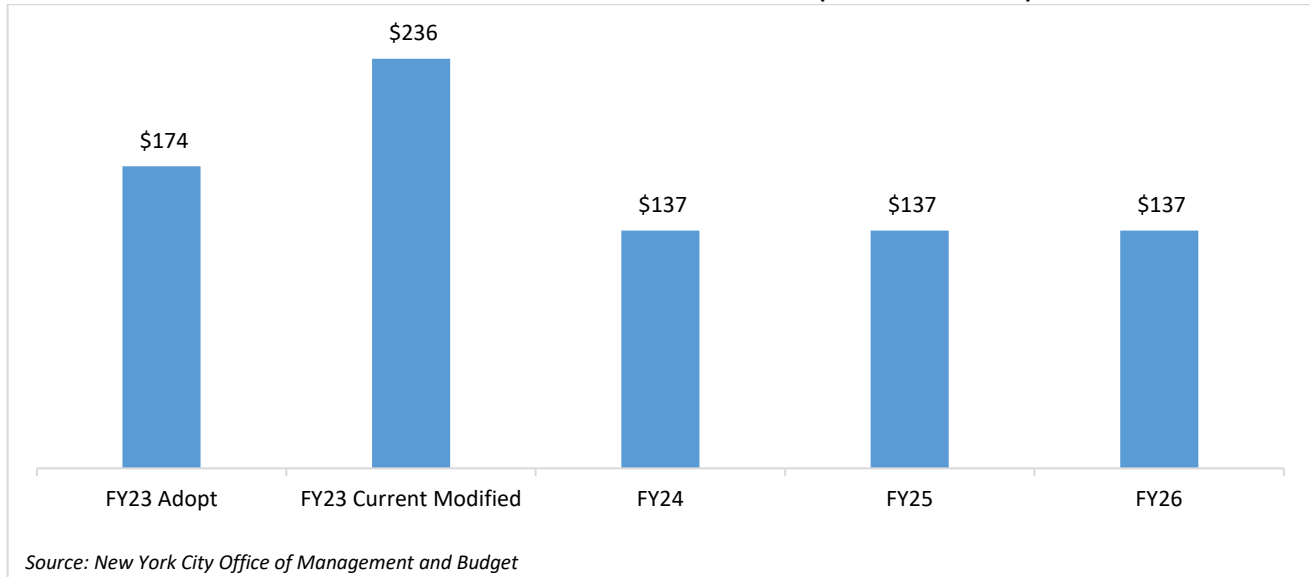
¹ Board of Elections in the City of New York, see: <https://vote.nyc/page/about-nyc-board-elections>.

Financial Summary

Spending Overview

The BOE’s budget, as presented in the Preliminary Plan, remains the same over the course of the Plan period. The Board’s Fiscal 2023 current modified budget is \$235.5 million, \$99.8 million greater than its \$136.7 million budget for Fiscal 2024 and in the outyears, as shown in the following graph.

Chart 1: BOE Financial Plan for Fiscal 2023-2026 (Dollars in Millions)



The Board’s Fiscal 2024 budget is comprised of 55.3 percent Other Than Personal Services (OTPS) expenditures, totaling \$75.6 million, and 44.7 percent Personal Services (PS) expenditures, totaling \$61.1 million. The PS budget supports expenses for 517 full-time civilian positions – this headcount total does not include poll site workers who are part-time employees but their wages are included in the PS budget. A breakdown of the BOE’s PS and OTPS expenditures is presented in the following table.

<i>Dollars in Thousands</i>	FY21	FY22	FY23	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY23	FY24	FY23-FY24
Personal Services	\$103,493	\$101,558	\$78,439	\$97,439	\$61,129	(\$17,310)
Other Than Personal Services	127,364	120,649	95,240	138,081	75,620	(19,620)
TOTAL	\$230,857	\$222,207	\$173,679	\$235,520	\$136,749	(\$36,930)

*The difference of Fiscal 2023 Adopted Budget compared to Fiscal 2024 Preliminary Budget.

Source: New York City Office of Management and Budget

Financial Summary

The following Financial Summary table provides a breakdown of the total expenditures for BOE’s two Units of Appropriation (U/A) (one for PS expenditures and the other for OTPS expenditures), the funding sources for the agency, and its budgeted headcount. The Board’s Fiscal 2024 budget is wholly funded by City funds. In Fiscal 2023, the Board received a one-time State grant – the Technology Innovation for Election Resources (TIER) grant – of \$8.6 million for technology infrastructure. These funds were allocated to technology updates and upgrades BOE was already planning to do, including enhanced cybersecurity and upgrade to Windows 365. Contractual services total \$29.1 million, or

21.3 percent, of the Board’s budget. A breakdown of the BOE’s contract budget, by types of contracts, is included in Appendix B. Appendix C includes detail regarding the BOE’s miscellaneous revenue.

	FY21	FY22	FY23	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY23	FY24	FY23-FY24
Personal Services						
Additional Gross Pay	\$363	\$863	\$89	\$89	\$89	\$0
Full-Time Salaried - Civilian	43,528	39,131	30,155	49,155	30,155	0
Amounts to be Scheduled	0	0	1,146	1,146	1,146	0
Fringe Benefits - SWB	192	138	24	24	24	0
Unsalariated & Other Salaried	47,088	49,826	38,697	38,697	21,387	(17,310)
Overtime & P.S. Other	12,322	11,600	8,327	8,327	8,327	0
SUBTOTAL	\$103,493	\$101,558	\$78,439	\$97,439	\$61,129	(\$17,310)
Other Than Personal Services						
Contractual Services	\$46,544	\$59,193	\$29,064	\$41,759	\$29,064	\$0
Fixed & Misc. Charges	27	97	0	0	0	0
Other Services & Charges	45,941	47,615	38,547	41,393	38,547	0
Property & Equipment	30,779	9,361	4,009	10,917	4,009	0
Supplies & Materials	4,073	4,383	23,620	44,013	3,999	(19,620)
SUBTOTAL	\$127,364	\$120,649	\$95,240	\$138,081	\$75,620	(\$19,620)
TOTAL	\$230,857	\$222,207	\$173,679	\$235,520	\$136,749	(\$36,930)
Funding						
City Funds			\$173,679	\$226,936	\$136,749	(\$36,930)
State			0	8,584	0	0
TOTAL			\$173,679	\$235,520	\$136,749	(\$36,930)
Budgeted Headcount						
Full-Time Positions - Civilian	724	710	517	517	517	0

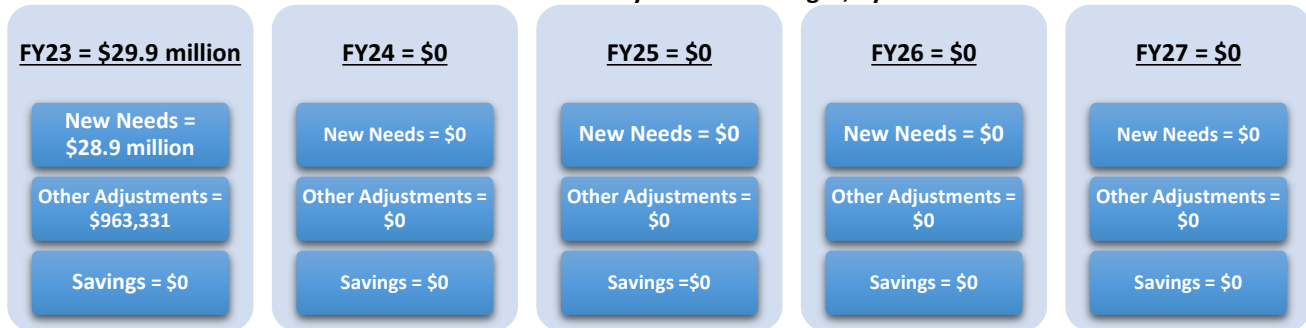
**The difference of Fiscal 2023 Adopted Budget compared to Fiscal 2024 Preliminary Budget.*

Source: New York City Office of Management and Budget

The BOE’s Fiscal 2024 Preliminary Budget totals \$136.7 million, a decrease of \$36.9 million, or 21.3 percent, when compared to its Fiscal 2023 Adopted Budget. The budget for Fiscal 2023 has grown by \$61.8 million, or 35.6 percent, since Adoption. This is largely due to one-time additions in the November 2022 Financial Plan for Fiscal Years 2023-2026 (November Plan) and the Preliminary Plan for additional elections in Fiscal 2023. The Fiscal 2024 Preliminary Budget is \$98.8 million, or 41.9 percent, smaller than the Fiscal 2023 current modified budget. This is due to one-time, non-reoccurring funding added in Fiscal 2023 only for additional elections during that fiscal year.

Fiscal 2024 Preliminary Budget Changes

Chart 2: Fiscal 2024 Preliminary Plan Net Changes, by Fiscal Year



As previously stated, the BOE’s Fiscal 2024 budget, as of the Preliminary Plan, is \$36.9 million less than the Fiscal 2023 Adopted. The major actions reflected in the Preliminary Plan are detailed in the next section. The net changes, including new needs and other adjustments, included in the Preliminary Plan increased the Board’s Fiscal 2023 Budget by \$29.9 million. The Preliminary Plan does not include any actions that change the Board’s budget in Fiscal 2024 or in the outyears, as shown in the preceding graphic.

New Needs

- June Primary Funding.** The Preliminary Plan includes an additional \$28 million in City funds in Fiscal 2023 only for expenditures mostly relating to the June 2023 primary election, which includes City Council, District Attorneys (in the Bronx, Queens, and Staten Island), Civil Court, Delegates to the Judicial Convention, and Party Positions.² There are several factors – including special elections, the expansion of early voting sites, redistricting, and redistricting legal challenges – that make it difficult for the BOE to accurately budget in advance for a fiscal year. Due to these challenges, the Board typically adds additional funds, as needed, during the fiscal year. The funding added in the Preliminary Plan covers shortfalls from elections already held in Fiscal 2023 and the estimated cost of the June primary. The estimate may be further adjusted depending on the actual number of uncontested City Council primaries. The BOE is awaiting the results of candidate petitioning to better assess how many primaries will be required. Of the funding added in the Preliminary Plan, \$19 million is for PS costs of poll workers and \$9 million is for OTPS costs, including technology, transportation, and rent.
- Lease Payment.** The Preliminary Plan includes an additional \$900,000 in City funds in Fiscal 2023 for rent for the current fiscal year for the BOE’s Brooklyn warehouse. The implementation of early voting required the Board to secure additional storage space for equipment. The Board leased a warehouse, located in Sunset Park, for this purpose. The warehouse is used for both storage and to set up voting equipment in preparation for elections. BOE anticipates this will be a reoccurring expense going forward and additional funding will be added in a future financial plan. The Board is discussing renovation costs with the landlord, which it expects would not be capitally eligible. Instead, it anticipates the renovation costs would be added into its lease and paid out over several years.

² NYC Votes, “What’s on the Ballot”, see: <https://www.nycvotes.org/meet-the-candidates/>.

Other Adjustments

- Lease Payment.** The Preliminary Plan includes an additional \$925,000 in City funds in Fiscal 2023 for unpaid back rent from prior years for the Brooklyn warehouse that is detailed above.

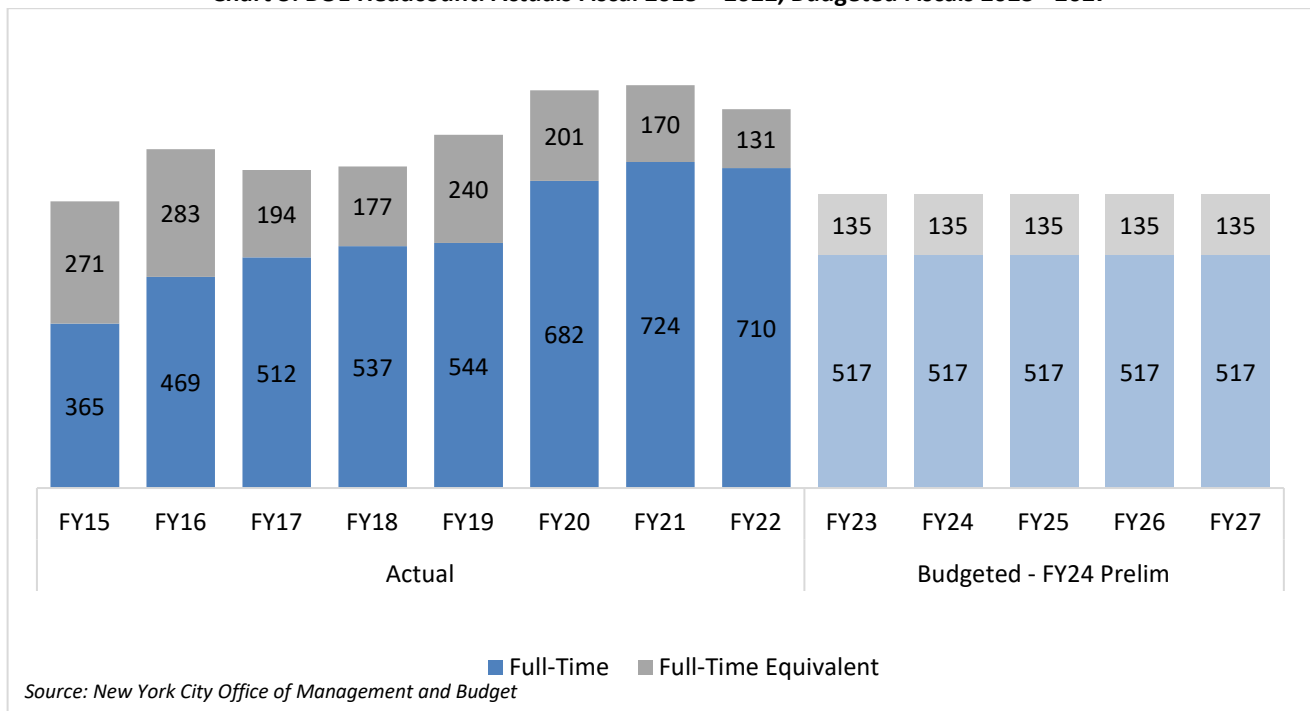
Headcount

The following table presents the BOE’s actual headcount since Fiscal 2015 and the budgeted headcount across the Preliminary Plan. The Board’s budgeted headcount for full-time civilian positions in the Preliminary Plan is 517 for Fiscal 2023 and the outyears. In addition, the budget includes 135 full-time equivalent (FTE) positions in Fiscal 2023 and the outyears. The Board’s year-end actual headcount peaked in Fiscals 2021, when it included 724 full-time positions and 170 FTE positions. As is illustrated in the below graph, the number of actual full-time positions at BOE has risen over the past several fiscal years, while actual FTE positions have fluctuated and dropped precipitously in Fiscal 2022.

The Board’s budgeted headcount in all years of the Preliminary Plan is below its actual headcount since Fiscal 2018. The actual headcount as of January 2023 was 692, 175 positions more than the 517 that are budgeted. FTE positions are for temporary employees who work at BOE offices, the number of which varies throughout the fiscal year. These headcount figures do not include the poll workers that work at poll sites during the nine days of early voting and on Election Day, as they are part-time employees. The Board estimates it maintains around 50,000-60,000 people in its poll worker pool, to ensure they are able to adequately staff elections, and typically requires around 40,000 poll workers per election. Poll site interpreters and translators are a specialized type of poll worker.

The BOE’s overtime expenditure in Fiscal 2021 was \$12.4 million and \$11.3 million in Fiscal 2022. The Preliminary Plan budgets \$8.3 million in Fiscal 2023 and Fiscal 2024 for overtime costs. The BOE indicated the higher levels of overtime in Fiscals 2021 and 2022 was due to unique challenges with the schedule of elections in those years. All non-management staff at the Board, approximately 90 percent of the workforce, are eligible for overtime.

Chart 3: BOE Headcount: Actuals Fiscal 2015 – 2022, Budgeted Fiscals 2023 - 2027



Fiscal 2023 Preliminary Mayor's Management Report

The Preliminary Mayor's Management Report (PMMR) for Fiscal 2023³ reports on voter turnout, poll workers, and Election Day interpretation. Noteworthy metrics that were reported are detailed below.

- **Poll Worker Attendance on Election Day.** According to the PMMR, poll worker attendance in Fiscal 2022 was 93.9 percent, dropping slightly from 94.8 percent in Fiscal 2020 and 96.3 percent in Fiscal 2021. No reason was included in the PMMR but, as previously noted, the Board maintains a very large database of poll workers to ensure there are enough to run voting sites.
- **Voter Complaints Regarding Poll Workers.** According to the PMMR, there were 480 complaints about poll workers in Fiscal 2020, which decreased to 256 in Fiscal 2021, and then increased to 510 in Fiscal 2022. No details or explanation of this metric were provided in the PMMR.

Preliminary Capital Commitment Plan for Fiscal 2023 to Fiscal 2027

The BOE does not manage its own capital program. The Board's capital program is included in the Fiscal 2023 – 2027 Capital Commitment Plan, in the Public Buildings program area, which is managed by the Department of Citywide Administrative Services (DCAS). The BOE's capital commitments total \$11.9 million, across Fiscals 2023 through 2027, for numerous capital projects. These include \$260,000 for bathroom renovations at BOE offices at 345 Adams Street in Brooklyn and \$549,000 for upgrades to BOE's call center, among other projects.

Budget Issues and Concerns

- **Forecasting Expenditures.** As previously detailed, several factors make it challenging for the BOE to accurately forecast expenditures in advance, including special elections, redistricting, redistricting legal challenges, and the number of City Council primaries that will be held. Additionally, the implementation of early voting has created another area where costs are still difficult to project, as the expansion of sites is still ongoing. According to BOE, early voting in the City, which started with 62 sites, is currently available at 140 sites. The Board is working to increase the number of sites to 200, which will require additional funding. In contrast, on Election Day there are typically 1,200 sites open for one day of voting. BOE is working with the New York City Office of Management and Budget (OMB) to figure out a baseline amount that is more accurate for full expansion of early voting, adjustments will be made in a future financial plan once an amount has been determined. Regardless, special elections and other additional elections are expected to always be a wild card that the Board will have to add money for during the fiscal year, as there is typically not enough notice for it to plan for those costs.

³ The City of New York, "Preliminary Mayor's Management Report", January 2023, pages 203-209, see: https://www.nyc.gov/assets/operations/downloads/pdf/pmmr2023/2023_pmmr.pdf.

Appendices

A. BOE Budget Actions in the November and Preliminary Plans

<i>Dollars in Thousands</i>	FY23			FY24		
	City	Non-City	Total	City	Non-City	Total
BOE Budget as of the Adopted FY23 Budget	\$173,679	\$0	\$173,679	\$136,749	\$0	\$136,749
Changes Introduced in the November 2022 Plan						
New Needs						
Election Funding	\$23,393	\$0	\$23,393	\$0	\$0	\$0
Subtotal, New Needs	\$23,393	\$0	\$23,393	\$0	\$0	\$0
Other Adjustments						
FY23 TIER Grant	\$0	\$7,189	\$7,189	\$0	\$0	\$0
FY23_postage	0	1,395	1,395	0	0	0
Subtotal, Other Adjustments	\$0	\$8,584	\$8,584	\$0	\$0	\$0
TOTAL, All Changes in November 2022 Plan	\$23,393	\$8,584	\$31,977	\$0	\$0	\$0
BOE Budget as of the November 2022 Plan Budget	\$197,073	\$8,584	\$205,657	\$136,749	\$0	\$136,749
Changes Introduced in the FY24 Preliminary Plan						
New Needs						
June Primary Funding	\$28,000	\$0	\$28,000	\$0	\$0	\$0
Lease Payments	900	0	900	0	0	0
Subtotal, New Needs	\$28,900	\$0	\$28,900	\$0	\$0	\$0
Other Adjustments						
Heat, Light and Power	\$38	\$0	\$38	\$0	\$0	\$0
Lease Adjustment	925	0	925	0	0	0
Subtotal, Other Adjustments	\$963	\$0	\$963	\$0	\$0	\$0
TOTAL, All Changes in the FY24 Preliminary Plan	\$29,863	\$0	\$29,863	\$0	\$0	\$0
BOE Budget as of the FY24 Preliminary Budget	\$226,936	\$8,584	\$235,520	\$136,749	\$0	\$136,749

Source: New York City Office of Management and Budget

B. BOE Contract Budget

BOE FY24 Preliminary Contract Budget				
<i>Dollars in Thousands</i>				
Category	FY23 Adopted	Number of Contracts	FY24 Preliminary	Number of Contracts
Cleaning Services	\$100	1	\$100	1
Contractual Services - General	5,514	2	5,514	2
Data Processing Equipment Maintenance	200	1	200	1
Maintenance and Repairs - General	1,258	1	1,258	1
Office Equipment Maintenance	220	2	220	2
Printing Services	17,541	9	17,541	9
Prof. Services - Legal Services	150	1	150	1
Prof. Services - Other	100	1	100	1
Security Services	200	1	200	1
Telecommunications Maintenance	841	8	841	8
Training Program for City Employees	190	1	190	1
Transportation Services	2,750	9	2,750	9
TOTAL	\$29,064	37	\$29,064	37

Source: New York City Office of Management and Budget

C. BOE Miscellaneous Revenue

BOE Miscellaneous Revenue Budget Overview						
<i>Dollars in Thousands</i>						
Revenue Sources	FY21	FY22	FY23	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY23	FY24	FY23-FY24
Photocopies & Searches	\$23	\$35	\$18	\$18	\$18	\$0
Sales of Maps & Voter Lists	32	12	20	20	20	0
TOTAL	\$55	\$47	20	\$38	\$38	\$0

**The difference of Fiscal 2023 Adopted Budget compared to Fiscal 2024 Preliminary Budget.*

Source: New York City Office of Management and Budget