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**Report to the Committee on Finance and the
Committee on Libraries on the Fiscal 2024
Executive Plan and the Fiscal 2024 Executive
Capital Commitment Plan for the**

Libraries

May 18, 2023

Prepared by Sandra Gray, Financial Analyst



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Libraries’ System Budget Overview

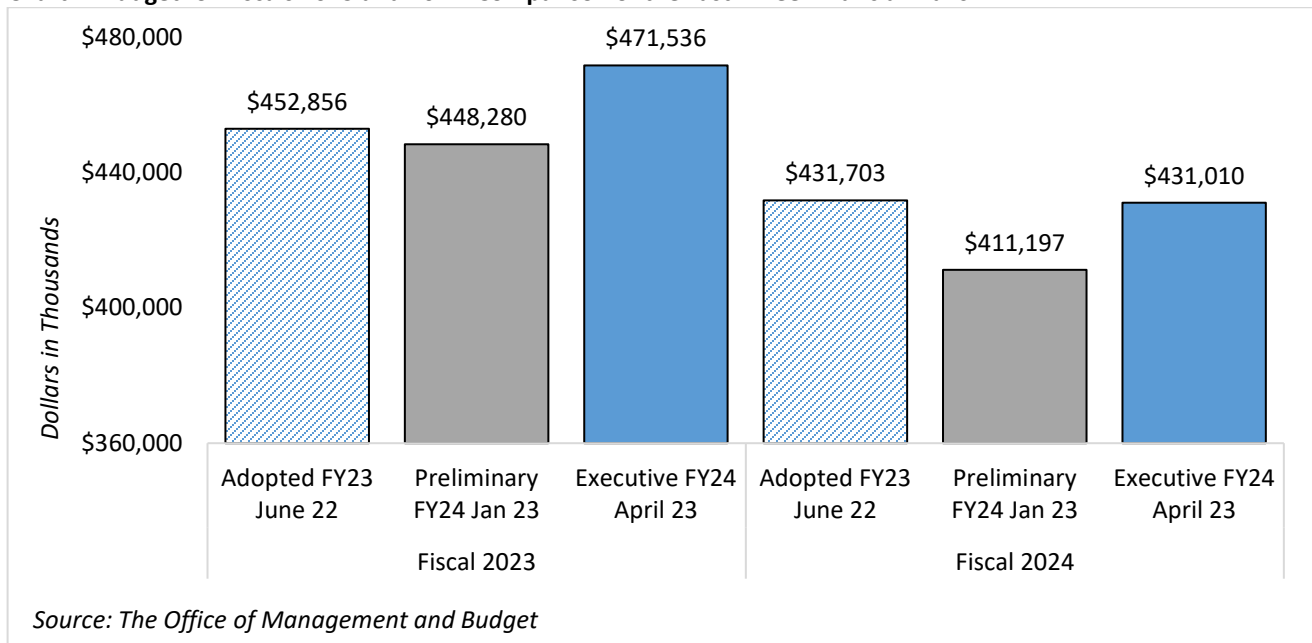
On April 26, 2023, the Administration released the Executive Financial Plan for Fiscal 2023-2027 (Executive Plan) which includes a proposed Fiscal 2024 budget of \$106.7 billion. This report offers a review of the Fiscal 2024 Executive Budget for the city’s three library systems: the Brooklyn Public Library (BPL), the Queens Borough Public Library (QPL), and the New York Public Library (NYPL)¹ (collectively the Library Systems or Libraries). For additional information on Libraries’ Preliminary budget, please refer to the Fiscal 2024 Preliminary Budget report at: [Report on the fiscal 2024 preliminary plan and the fiscal 2023 mayor’s management report \(nyc.gov\)](#)

The Libraries’ projected Fiscal 2024 budget of \$431.0 million represents less than one percent of the City’s proposed Fiscal 2024 budget in the Executive Plan.

Libraries’ Fiscal 2024 budget increased by \$19.8 million (5.1 percent), from the \$411.2 million budgeted in the Fiscal 2024 Preliminary Financial Plan (Preliminary Plan) presented in January. The increase is the result of a number of actions taken, the most significant of which is additional \$18.4 million for the DC37 Collective Bargaining Adjustment for all three systems.

The Libraries’ current proposed Fiscal 2023 budget in the Executive Plan is \$471.5 million, which is \$18.7 million, or 4.1 percent, larger than the agency’s \$452.9 million Fiscal 2023 Budget at adoption. The most notable changes were made in the Executive Plan, including a \$22.1 million increase for the collective bargaining agreement, and an additional \$1.0 million in Fiscal 2023 for heat, light, and power costs. Chart 1 presents a comparison of the Libraries’ budget in Fiscals 2023 and 2024 across the last three financial plans.

Chart 1: Budget for Fiscals 2023 and 2024: Comparison of the Last Three Financial Plans



Personal Services and Headcount

Libraries’ Executive Plan includes funding for a total of 4,468 positions in the current year, decreasing to 4,336 in Fiscal 2024. The Fiscal 2024 budgeted headcount is 97 less than the headcount for Fiscal

¹ The New York City Research Libraries are managed by the NYPL, for this report all references to NYPL will include details about the Research Libraries as well.

2023 at adoption. The current Plan for Fiscal 2023 reflects an increase of 35 positions when compared to the Libraries' Fiscal 2023 headcount of 4,433 in the Adopted Budget.

Table 1: Libraries Spending and Budgeted Headcount Summary						
<i>Dollars in Thousands</i>	2021	2022	2023	Executive Plan		*Difference
	Actual	Actual	Adopted	2023	2024	2024 - 2023
Research	\$30,691	\$30,652	\$31,708	\$32,715	\$30,701	(\$1,007)
NYPL	158,498	159,892	165,872	174,516	157,670	(8,203)
BPL	118,247	118,390	125,264	130,854	119,361	(5,903)
QPL	122,444	122,091	130,012	133,452	123,278	(6,733)
Total Other Than Personal Services	\$429,879	\$431,026	\$452,856	\$471,536	\$431,010	(\$21,846)
Budgeted Headcount						
Research	5	19	32	32	32	0
NYPL	15	93	125	125	125	0
BPL	236	240	270	270	270	0
QPL	31	155	180	187	165	(15)
Total Part-Time Positions	287	507	607	614	592	(15)
Research	274	271	298	298	291	(7)
NYPL	1,214	1,206	1,338	1,338	1,286	(52)
BPL	982	938	1,145	1,167	1,167	22
QPL	938	897	1,045	1,051	1,000	(45)
Total Full-Time Positions	3,408	3,312	3,826	3,854	3,744	(82)
TOTAL	3,695	3,819	4,433	4,468	4,336	(97)

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

Funding Sources

The Library Systems receive funding from other sources in addition to City funds. Other sources of funding include private contributions such as the endowment draw for operations, allocations in the New York State budget, earned revenue and the federal government.

The \$23.3 million increase in Libraries' Fiscal 2023 Budget and the \$19.8 million increase in its Fiscal 2024 budget between the 2024 Preliminary Budget and the 2024 Executive Plan is primarily the result of modifications in City funds. These changes include:

City Funding

City funding increases by \$23.1 million in Fiscal 2023 and \$19.8 million in Fiscal 2024 when compared to the Preliminary Plan.

- The Executive Plan includes an increase of \$22.1 million in Fiscal 2023 and \$18.4 million in Fiscal 2024 to fund the cost of the DC 37 Collective Bargaining Rate increase and retroactive payments from May 26, 2021.
- The Executive Plan includes additional funding of \$1.0 million in Fiscal 2023 and \$1.4 million in Fiscal 2024 for heat, light and power costs for the Libraries.

See Appendix A for a complete list of all changes reflected in the Libraries' Fiscal 2023 and 2024 budgets since adoption of the Fiscal 2023 Budget.

Program Area Budgets

In order to provide for better transparency within agency budgets, in 2007 at the behest of the City Council, the Administration began providing agency budgets broken down by program areas for fifteen of the City’s agencies. The programmatic budgets provide a summary of planned spending in each functional area of an agency. While the Library Systems do not have programmatic budgets their expenses are broken down by the three branches as well as the Research Library.

<i>Dollars in Thousands</i>	2021	2022	2023	Executive Plan		*Difference
	Actual	Actual	Adopted	2023	2024	2024 - 2023
Budget by Program Area						
Research	\$30,691	\$30,652	\$31,708	\$32,715	\$30,701	(\$1,007)
NYPL	158,498	159,892	165,872	174,516	157,670	(8,203)
BPL	118,247	118,390	125,264	130,854	119,361	(5,903)
QPL	122,444	122,091	130,012	133,452	123,278	(6,733)
TOTAL	\$429,879	\$431,026	\$452,856	\$471,536	\$431,010	(\$21,846)

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

The Executive Plan includes changes to Libraries’ budget in Fiscal 2024 impacting all systems. Below is a discussion of the most significant program area funding changes in the Executive Plan.

- **Research Library:** The \$1.0 million difference between the Fiscal 2023 Budget at adoption and the Fiscal 2024 Budget in the Executive Plan is mostly due to a one-time Council addition of \$1.0 million in Fiscal 2023 that is not reflected in Fiscal 2024.
- **NYPL:** The \$8.2 million difference between the Fiscal 2023 Budget at adoption and the Fiscal 2024 Budget in the Executive Plan is mostly due to a one-time Council add of \$5.8 million in Fiscal 2023, lower funding for the Teen Blueprint initiative, and the November Plan PEG of \$7.5 million that are not reflected in Fiscal 2024. These are partially offset by increases for DC37 Collective Bargaining costs in Fiscal 2024.
- **BPL:** The \$5.9 million difference between the Fiscal 2023 Budget at adoption and the Fiscal 2024 Budget in the Executive Plan is mostly due to a one-time Council addition of \$4.4 million in Fiscal 2023, lower funding for the Teen Blueprint initiative, and the November PEG of \$5.7 million in Fiscal 2023 that are not reflected in Fiscal 2024. These are partially offset by program increases in Fiscal 2024 largely due to the additional \$5.2 million cost of the DC 37 Collective Bargaining rate increase.
- **QPL:** The \$6.7 million difference between the Fiscal 2023 Budget at adoption and the Fiscal 2024 Budget in the Executive Plan is mostly due to a one-time Council addition of \$4.3 million in Fiscal 2023 and lower funding for the Teen Blueprint initiative. These are partially offset by \$5.2 million of program increases in Fiscal 2024 for the costs associated with the DC37 Collective Bargaining.

Executive Plan Changes

Each financial plan is comprised of changes to an agency’s budget from the prior plan. These changes are comprised of new needs that have not previously been included in the agency’s budget, other adjustments to existing spending (these adjustments can involve adding additional funding or removing funding), savings programs which provide additional resources either through reduced spending or increased revenue, and savings restorations which include the restoration of expenditures that had been reduced in prior financial plans.

A summary of all changes made to Libraries’ financial plan since adoption can be found in Appendix A.

New Needs

The Executive Plan includes no New Needs for Fiscal 2023 and Fiscal 2024.

Other Adjustments

Libraries’ Executive Plan includes an increase of \$23.3 million in Fiscal 2023 and \$19.8 million in Fiscal 2024 in other adjustments. Significant other adjustments include:

- **DC37 Collective Bargaining.** The Executive Plan includes an increase of \$22.1 million in Fiscal 2023, \$18.4 million in Fiscal 2024, growing to \$31.0 million by Fiscal 2027 for wage increases affecting all current and some former Library System employees who are members of DC 37.
- **Heat, Light and Power.** The Executive Plan includes an increase of \$1.0 million in Fiscal 2023 and \$1.4 million in Fiscal 2024 for heat, light and power energy cost adjustments.

Program to Eliminate the Gap (PEG)

The Executive Plan includes no PEGs for Fiscal 2023 and Fiscal 2024.

Fiscal 2024 Preliminary Budget Response

In the City Council’s Fiscal 2024 Preliminary Budget Response (Budget Response)², the Council identified several areas of concern relating to Libraries. The Council’s proposals are discussed below. No new funding was provided in areas highlighted by the City Council in its response to the Mayor’s Preliminary Fiscal 2024 Financial Plan for the Libraries.

#	Response Priorities	Amount Requested	Amount in the Exec Budget
1	Restore Funding for Libraries	\$36.2 Million	\$0
2	Invest in Library Infrastructure	\$240 Million	\$0

- **Restore Funding for Libraries.** In the Budget Response the Council called on the Administration to allocate and baseline an additional \$36.2 million for the City’s three library systems. This funding would both restore the baseline cut of \$20.5 million to Libraries’ budgets and cover the \$15.7 million subsidy provided through City Council discretionary funding. The Administration did not fund this proposal in the Executive Plan.
- **Invest in Library Infrastructure.** In the Budget Response the Council called on the Administration to provide \$240 million in additional unrestricted capital dollars in Fiscal 2024 for the library systems. Investment in physical infrastructure is crucial to bridge the current gap in capital funding for the system’s ongoing infrastructure needs. Additional capital funding will be used for new buildings, expansions and renovations. The Administration did not fund this Capital proposal in the Executive Commitment Plan.

² The full response can be found at: <http://council.nyc.gov/wp-content/uploads/2023/04/Fiscal-2024-Preliminary-Budget-Response.pdf>

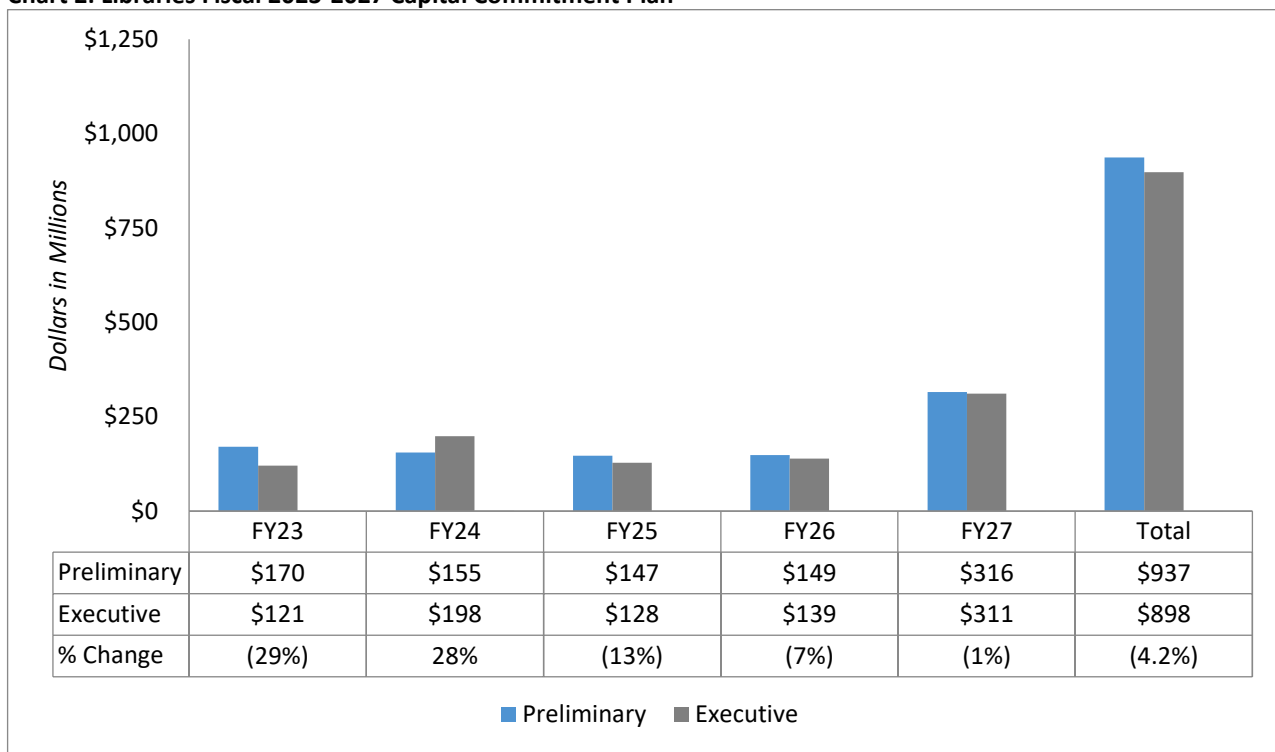
Capital Plan Overview

On April 26, 2023, Mayor Eric Adams released the Executive Capital Commitment Plan for Fiscal 2023-2027 (the Commitment Plan), the Fiscal 2024-2027 Executive Capital Budget (the Capital Budget) and the Fiscal 2024-2033 Ten-Year Capital Strategy (the Strategy). This section will provide an overview of the Commitment Plan and the Ten-Year Strategy for the Libraries.

Fiscal 2023-2027 Capital Commitment Plan

The Libraries’ commitments for Fiscal 2023 through 2027 as presented in the Fiscal 2024 Capital Commitment Plan totals \$897.6 million, (4.2 percent) less than the total for the same period presented in the Preliminary Capital Commitment Plan released in January. The Department’s planned commitment comprise less than one percent of the City’s total \$97.9 billion Fiscal 2023 through 2027 plan.

Chart 2: Libraries Fiscal 2023-2027 Capital Commitment Plan



The amount of commitments planned for each year of the plan period is slightly back loaded, with 13.4 percent of the entire planned expenditure in the current year, 22.1 percent in Fiscal 2024, 14.3 in Fiscal 2025, 15.5 percent in Fiscal 2026, and 34.7 percent in Fiscal 2027.

Capital Highlights

New York Public Library (NYPL). The Fiscal 2023-2027 Executive Capital Commitment Plan for the NYPL branches includes an additional \$252.9 million above the amount planned in the Preliminary Commitment Plan. This includes:

- \$52.0 million for the costs associated with five Carnegie branches (125th Street, Fort Washington, Hunts Point, Melrose, Port Richmond) renovations
- \$13.9 million for the construction of a new Westchester Square Branch

- \$11.5 million for the renovation of the Edenwald Branch
- \$16.3 million for the rehabilitation and outfitting of the Hamilton Fish Park Branch
- \$9.4 million for the renovation of the Castle Hill Branch

Research Library. The Fiscal 2023-2027 Executive Capital Commitment Plan includes \$12.1 million for Research Libraries.

Brooklyn Public Library: The Fiscal 2023-2027 Executive Capital Commitment Plan for BPL includes \$325.1 million for projects at the Brooklyn Public Library.

- Borough Park Library: \$15.9 million in the Fiscal 2023 – 2027 Commitment Plan for full branch renovation which includes new and expanded program areas as well as structural and building system upgrades, with façade replacement, roof replacement, upgraded ADA access, and a heating and cooling upgrade included;
- Brownsville Library: \$27.5 million in the Fiscal 2023 – 2027 Commitment Plan for full branch renovation which includes rooftop addition, additional public service space, new landscaping, new green roof, new security and fire safety systems, and a new mechanical, electrical and plumbing (MEP) system to make this building fossil-fuel free;
- Eastern Parkway Library: \$30.8 million in the Fiscal 2023 – 2027 Commitment Plan for full branch renovation which includes improving ADA access, expanding programming and staff spaces, expansion of Adult Learning Center, creation of outdoor seating areas, and updating building systems.
- Central Library Phase 2A: \$36.3 million is currently included in the Commitment Plan for renovation and conversion of part of the 3rd floor to consolidate Central's administrative staff, as well as other upgrades;
- Central Library Phase 2B: \$40.0 million is planned in Fiscal 2029 to complete the consolidation of Central's administrative staff, as well as to complete the infrastructure upgrades, Central façade, and other improvements.
- Pacific Library: \$34.0 million for the complete overhaul of the Pacific Branch, including making the branch completely ADA accessible, upgrades including structural and building system upgrades, layout optimization and historically sensitive upgrades to the branch façade.
- New Utrecht Library: \$24.0 million for a substantial infrastructure upgrade.

Queens Public Library. The Fiscal 2023-2027 Executive Capital Commitment Plan for BPL includes \$307.5 million for projects at the Queens Public Library.

- Arverne Branch: \$20.5 million for the construction of an annex with two multi-purpose community room 4,663 square foot single story annex.
- Astoria Branch: \$19.1 million for comprehensive interior renovation and a new front garden, new exterior forecourt, and new and 600 square foot main vestibule with a passenger elevator.
- Baisley Park: \$16.8 million for comprehensive renovation.

- Douglaston Little Neck Branch: \$ 36.0 million for the construction of a new 12,000 square foot 2 story above grade and 1 story below grade community library. Far Rockaway Branch - \$56.4 million for the construction of a new 19,000 square foot 2 story community library.
- Flushing Branch: \$21.3 million for new elevator, generator, and fire alarm system.
- Hollis Branch: \$17.7 million for comprehensive interior renovation.
- Jackson Heights Branch: \$43.0 million for the comprehensive renovation & expansion.
- Rego Park Branch: \$51.7 million for the construction of a new 18,000 square foot 2 story above grade and 1 story below grade community library.
- Woodhaven Branch: \$21.9 million for a comprehensive renovation.

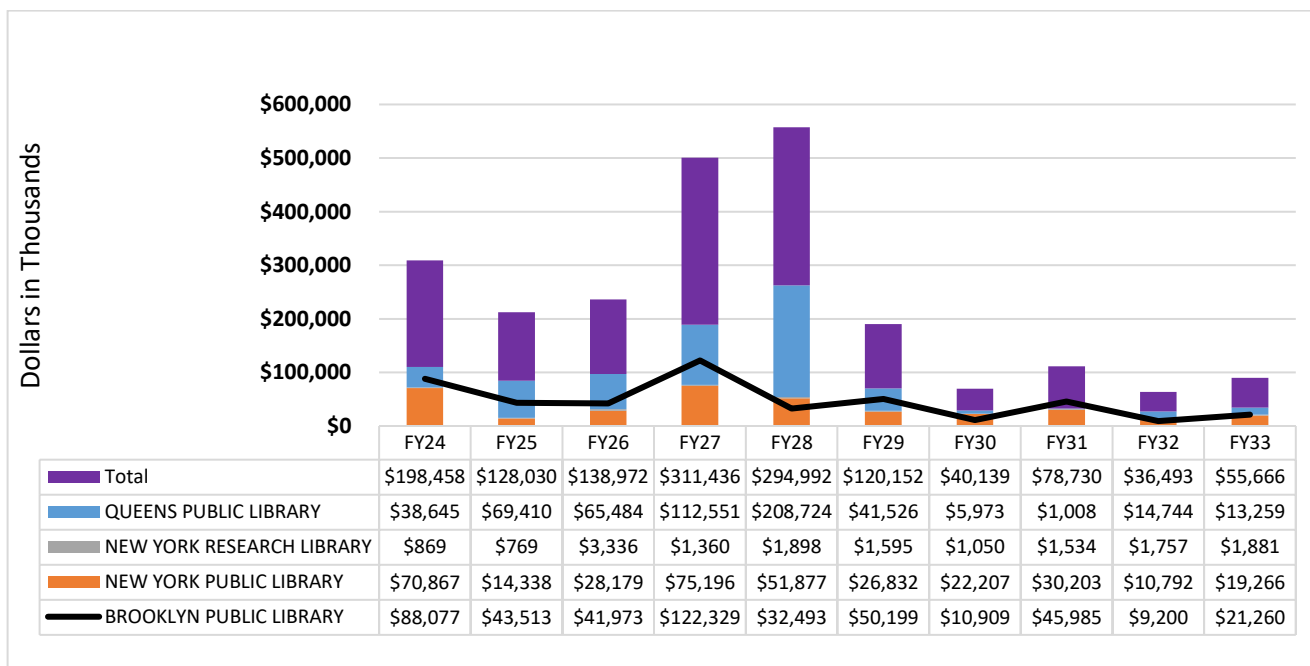
Executive Ten-Year Capital Strategy Fiscal 2024-2033

The Ten-Year Strategy is the City’s long term capital planning document which provides a framework for capital spending by agency. The Strategy is released every two years as mandated by the City Charter.

The City’s Ten-Year Strategy totals \$164.8 billion (all funds). The Strategy provides information on the comprehensive infrastructure planning that the City undertakes and explains the connection between capital investment and strategic priorities. It is designed to help prioritize investment decisions across all capital agencies and communicate to the public an integrated approach to capital planning across infrastructure types, in line with the growth of the City.

The Libraries’ Ten-Year Strategy includes \$1.4 billion in Fiscal 2024–2033 for capital construction and reconstruction projects. The funding includes \$571.3 million for QPL, \$349.7 million for NYPL, \$16.0 million for NYRL, and \$465.9 million for BPL. The systems projects include the reconstruction of facilities, capital improvements, and support services improvements.

Chart 3: Fiscal 2024-2033 Ten-Year Capital Strategy



As illustrated in Chart 3, the Ten-Year Capital Strategy contains almost all of its capital spending in the first six years of the Plan. As such, it is very unlikely that this Ten-Year Strategy accurately reflects how the funds will be used.

Appendix A: Budget Actions since Fiscal 2023 Adoption

<i>Dollars in Thousands</i>	FY23			FY24		
	City	Non-City	Total	City	Non-City	Total
NYPL Research	\$31,708	\$0	\$31,708	\$30,559	\$0	\$30,559
NYPL	165,872	0	165,872	157,984	0	157,984
QPL	130,011	0	130,011	123,630	0	123,630
BPL	125,264	0	125,264	119,529	0	119,529
Libraries Budget as of the Fiscal 2023 Adopted Budget	\$452,855	\$0	\$452,855	\$431,702	\$0	\$431,702
Other Adjustments						
NYPL: Energy personnel	\$0	180	\$180	\$0	\$0	\$0
NYPL: ExCEL Projects	0	4,289	4,289	0	0	0
NYPL: FY23 NYCCC NYPL	0	352	352	0	0	0
NYPL: CEC Funded Projects	0	5	5	0	0	0
BPL: Energy personnel	0	133	133	0	0	0
BPL: ExCEL Projects	0	1,757	1,757	0	0	0
BPL: FY23-NYCCC BPL	0	730	730	0	0	0
QPL: FY23-NYCCC QPL	0	703	703	0	0	0
Subtotal, Other Adjustments	\$0	\$8,148	\$8,148	\$0	\$0	\$0
PEG's						
NYPL Research: Reduction to Operating Subsidy	(\$951)	\$0	(\$951)	(\$1,452)	\$0	(\$1,452)
NYPL: Reduction to Operating Subsidy	(4,976)	0	(4,976)	(7,504)	0	(7,504)
BPL: Reduction to Operating Subsidy	(3,758)	0	(3,758)	(5,678)	0	(5,678)
QPL: Reduction to Operating Subsidy	(3,900)	0	(3,900)	(5,872)	0	(5,872)
Subtotal, PEG's	(\$13,585)	\$0	(\$13,585)	(\$20,506)	\$0	(\$20,506)
TOTAL, All Changes	(\$13,585)	\$8,148	(\$5,437)	(\$20,506)	\$0	(\$20,506)
Libraries Budget as of the Fiscal 2023 November Plan	\$439,270	\$8,148	\$447,419	\$411,196	\$0	\$411,196
NYPL Research	\$30,757	\$0	\$30,757	\$29,107	\$0	\$29,107
NYPL	160,896	4,825	165,721	150,480	0	150,480
QPL	121,506	2,620	124,126	113,851	0	113,851
BPL	126,111	703	126,815	117,758	0	117,758
Other Adjustments						
Research: Heat, Light and Power	\$107	\$0	\$107	\$0	\$0	\$0
NYPL: Heat, Light and Power	254	0	254	0	0	0
BPL: Heat, Light and Power	192	0	192	0	0	0
QPL: CC Member Items Reallocation	70	0	70	0	0	0
QPL: Heat, Light and Power	239	0	239	0	0	0
Subtotal, Other Adjustments	\$861	\$0	\$861	\$0	\$0	\$0
TOTAL, All Changes	\$861	\$0	\$861	\$0	\$0	\$0
Check	\$0	\$0	\$0	\$0	\$0	\$0
Libraries Budget as of the Fiscal 2024 Preliminary Plan	\$440,132	\$8,148	\$448,280	\$411,196	\$0	\$411,196
NYPL Research	\$30,864	\$0	\$30,757	\$29,107	\$0	\$29,107
NYPL	161,150	4,825	165,721	150,480	0	150,480
QPL	121,698	2,620	124,126	113,851	0	113,851
BPL	126,421	703	126,815	117,758	0	117,758
Other Adjustments						
Research: DC37 Collective Bargaining Adjustment	\$1,637	\$0	\$1,637	\$1,355	\$0	\$1,355
Research: Heat, Light and Power	215	0	215	240	0	240
NYPL: DC37 Collective Bargaining Adjustment	7,958	0	7,958	6,620	0	6,620
NYPL: Heat, Light and Power	511	0	511	570	0	570
NYPL: Summer 2022 Demand Response	0	71	71	0	0	0

<i>Dollars in Thousands</i>	FY23			FY24		
	City	Non-City	Total	City	Non-City	Total
NYPL: CEC Funded Projects	0		0	0	0	0
BPL -TEMF-DS&S program-FY23	0	39	39	0	0	0
BPL: DC37 Collective Bargaining Adjustment	6,278	19	6,298	5,174	19	5,193
BPL: Heat, Light and Power	199		199	316	0	316
QPL: DC 37 Collective Bargaining Adjustment	6,209		6,209	5,267	0	5,267
QPL: Heat, Light and Power	118		118	253	0	253
Subtotal, Other Adjustments	\$23,126	\$129	\$23,256	\$19,794	\$19	\$0
TOTAL, All Changes	\$463,258	\$8,278	\$471,536	\$430,990	\$19	\$431,009
Check	\$0	\$0	\$0	\$0	\$0	\$0
Libraries Budget as of the Fiscal 2024 Executive Plan	\$463,258	\$8,278	\$471,536	\$430,990	\$19	\$431,009