

THE COUNCIL OF THE CITY OF NEW YORK

Hon. Corey Johnson
Speaker of the Council

Hon. Fernando Cabrera
Chair, Committee on Governmental Operations



Report of the Finance Division on the
Fiscal 2019 Preliminary Budget and the
Fiscal 2018 Preliminary Mayor's Management Report for the

Board of Elections

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The Board of Elections Overview

The Board of Elections (BOE) conducts, as specified by State law, all elections within the City of New York. The BOE is an administrative body of ten Commissioners, two from each borough upon recommendation by both 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.

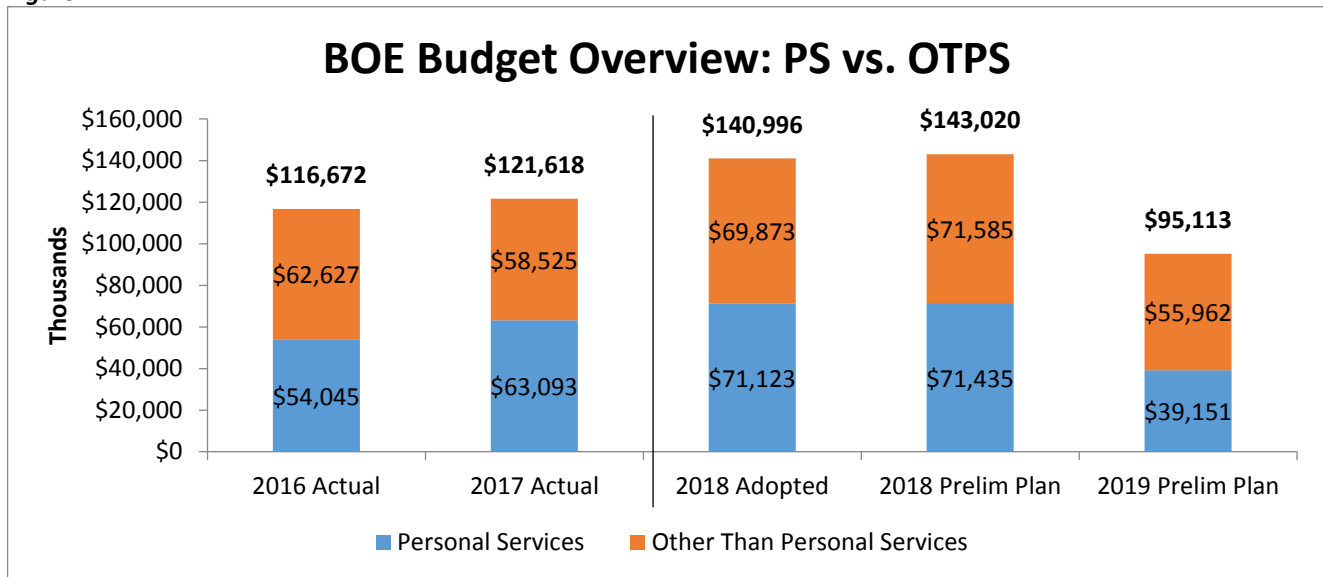
BOE’s activities include:

- Administering all elections within the City of New York;
- Receiving and examining candidates’ petitions;
- Registering voters either by mail or on specified registration days;
- Keeping current the City’s voter registration lists; and
- Holding and keeping minutes of all of the Commissioners’ meetings.

Fiscal 2019 Preliminary Budget Highlights

The Board of Election’s Fiscal 2019 Preliminary Budget totals \$95.1 million, including \$39.2 million in Personal Services (PS) funding to support 505 full-time positions. The entirety of BOE’s budget is financed by City tax-levy funding. The Board’s budget is subdivided into two units of appropriation (U/As), Personal Services and Other Than Personal Services (OTPS).¹

Figure 1



In the Fiscal 2019 Preliminary Plan, the Board of Election’s Fiscal 2019 Expense Budget equals \$95.1 million, including \$39.2 million in Personal Services funding. In the Preliminary Plan, funding for Fiscal 2019 is substantially lower than in Fiscal 2018 as significant additional funding is expected to be added to the Board’s budget in the Executive and Adopted Plans after the Board further identifies its budgetary needs.

¹ Units of Appropriation are the subdivisions of the City Expense Budget that the City Council votes upon.

Highlights of DCAS' Fiscal 2019 Preliminary Budget

- **New Needs.** Since Adoption of Fiscal 2018, the Board of Elections has identified no New Needs for Fiscal 2018 or Fiscal 2019.
- **Other Adjustments.** The November 2017 Plan includes \$2 million in Help America Vote Act funding. This funding represents Federal and State reimbursement funding for work done using City Funds for voting machines and carrying out accessibility construction at poll sites.
- **Miscellaneous Revenue.** The Financial Plan projects that the Board of Elections will generate Miscellaneous Revenue totaling \$116,000 in Fiscal 2019, including \$60,000 from sales of maps and voter lists.
- **Contract Budget.** The Board of Election's Fiscal 2019 Contract Budget totals \$28.1 million for 37 contracts, accounting for 50.3 percent of the Department's OTPS Budget.
- **Preliminary Mayor's Management Report (PMMR) Highlights.** Notable performance metrics reported by the Board of Elections in the 2018 PMMR include the following:
 - ✓ Poll worker attendance on Election Day (%);
 - ✓ Voter complaints regarding poll workers; and
 - ✓ (Number of) Interpreters deployed on election day.

Financial Plan Summary

Table 1

BOE Financial Summary						
	FY16	FY17	FY18	Preliminary Plan		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	FY18	FY19	FY18-FY19
Spending						
Personal Services	\$54,045	\$63,093	\$71,123	\$71,435	\$39,151	(\$31,972)
Other Than Personal Services	62,627	58,525	69,873	71,585	55,962	(13,911)
TOTAL	\$116,672	\$121,618	\$140,996	\$143,020	\$95,113	(\$45,883)
Personal Services						
Additional Gross Pay	\$280	\$245	\$89	\$89	\$89	\$0
Full-Time Salaried	21,162	24,555	23,302	23,302	23,302	0
Other Salaried & Unsalariated	25,140	29,724	35,707	35,707	12,298	(23,409)
Overtime - Civilian	7,229	8,274	10,855	10,855	2,292	(8,563)
P.S. Other	235	295	1,170	1,482	1,170	0
SUBTOTAL	\$54,045	\$63,093	\$71,123	\$71,435	\$39,151	(\$31,972)
Other Than Personal Services						
Contractual Services	\$24,740	\$21,391	\$39,426	\$38,943	\$28,110	(\$11,316)
Other Services & Charges	28,073	29,807	22,651	24,777	22,656	5
Property & Equipment	5,235	4,685	3,796	3,796	1,196	(2,600)
Supplies & Materials	4,579	2,642	3,999	4,069	3,999	0
SUBTOTAL	\$62,627	\$58,525	\$69,873	\$71,585	\$55,962	(\$13,911)
TOTAL	\$116,672	\$121,618	\$140,996	\$143,020	\$95,113	(\$45,883)
Funding						
City Funds			\$140,996	\$140,996	\$95,113	(\$45,883)
State			0	1,974	0	0
Federal - Other			0	50	0	0
TOTAL	\$116,672	\$121,618	\$140,996	\$143,020	\$95,113	(\$45,883)
Budgeted Headcount						
Full-Time Positions - Civilian	469	512	505	505	505	0
TOTAL	469	512	505	505	505	0

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

Fiscal 2018

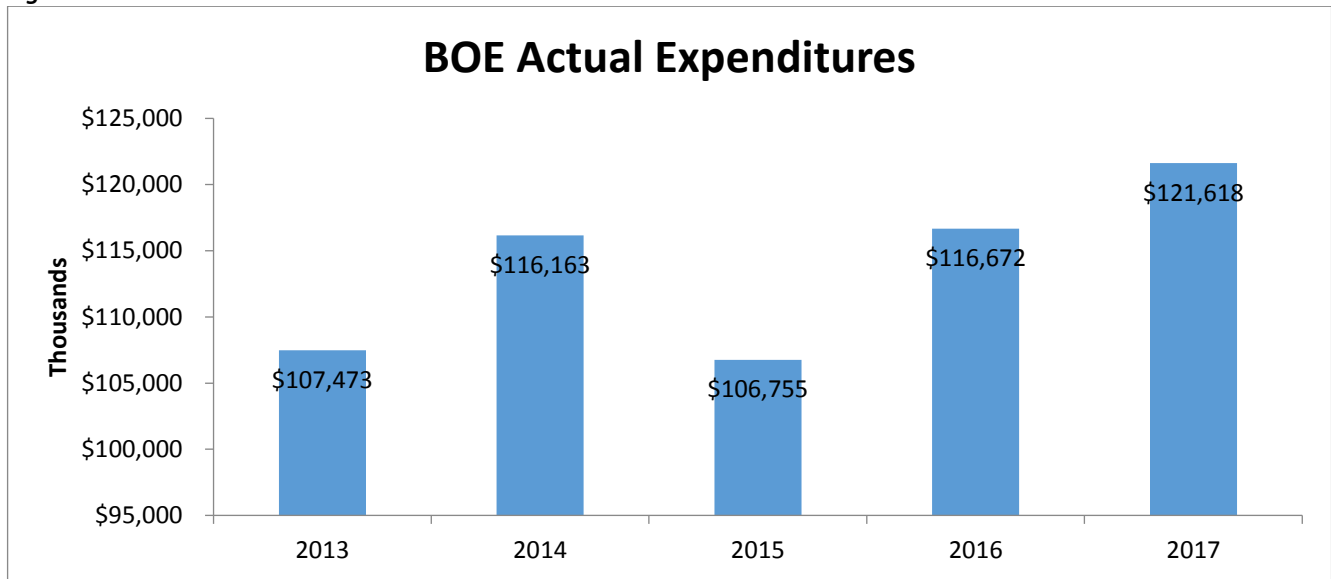
In the Fiscal 2019 Preliminary Plan, the Board's Expense Budget for Fiscal 2018 totals \$143 million, including \$71.4 million in Personal Services funding to support 505 full-time positions. The Board's Fiscal 2018 Budget is \$29.3 million greater than the Agency's average annual actual expenditures of \$113.7 million over the previous five fiscal years. In the Fall of 2017, the Board conducted the primary and general mayoral, city council, and other citywide elections, which accounts for the BOE's larger than average Fiscal 2018 Budget.

Fiscal 2019

In the Fiscal 2019 Preliminary Plan, the Board of Election's Fiscal 2019 Expense Budget equals \$95.1 million, including \$39.2 million in Personal Services funding. The BOE's budget varies significantly from year to year based on national, statewide and local election cycles; the implementation of new electoral laws; and special elections and other changes in election scheduling, many of which may occur mid-fiscal year. The BOE's budget in the Preliminary Plan is usually much lower than in other plans. The Board subsequently identifies its specific budgetary needs, which are added in the Executive and Adopted Plans.

Actual Expenditures

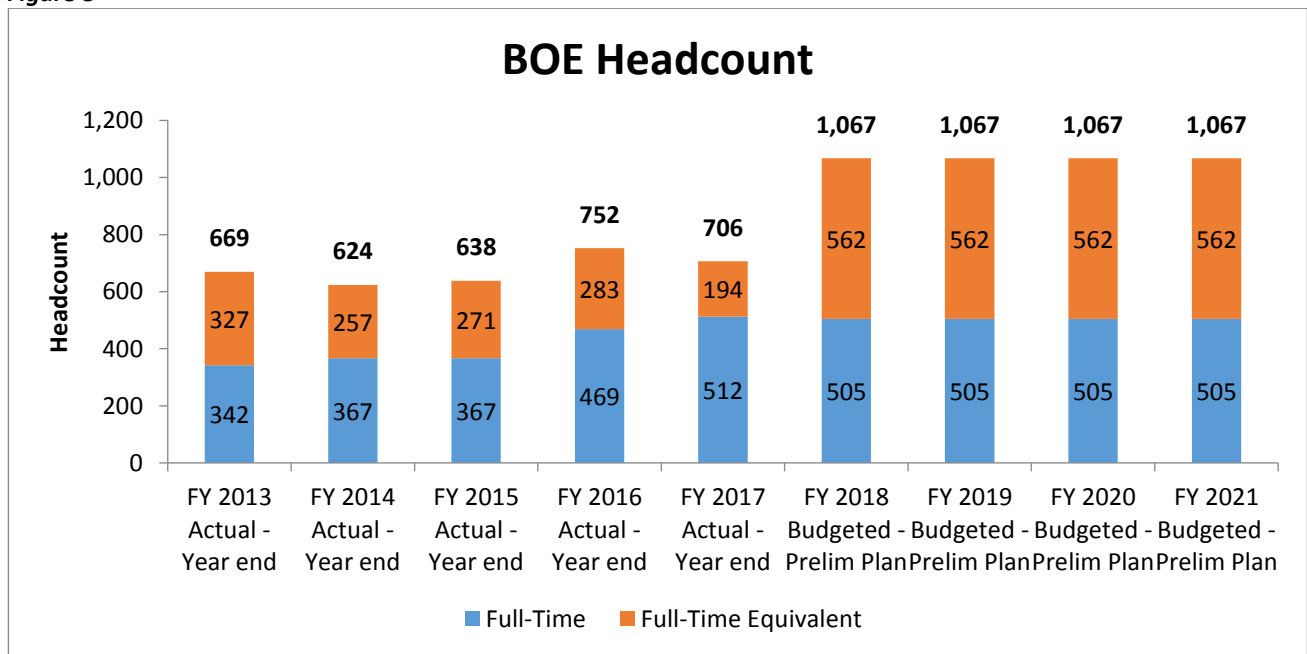
Figure 2



From Fiscal 2013 through 2017, the Board’s annual actual expenditures averaged \$113.7 million, peaking at \$121.6 million in Fiscal 2017. The Board’s Fiscal 2019 Preliminary Budget of \$95.1 million is \$18.6 million less than average annual expenditures over the previous five fiscal years. However, as noted above, the BOE’s Fiscal 2019 Budget is expected to expand in the Executive and Adopted Plans as additional BOE needs are included in the budget.

Headcount

Figure 3



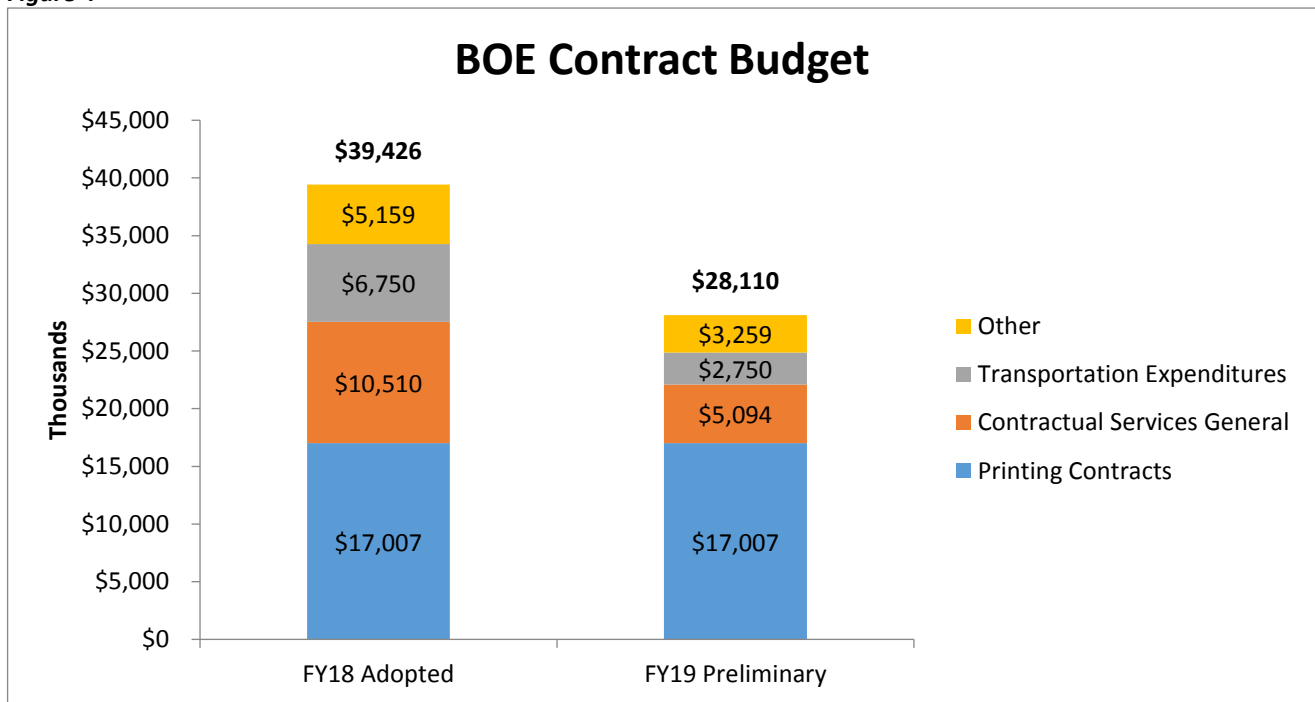
In the Fiscal 2019 Preliminary Plan, the Board of Election’s Fiscal 2019 Headcount provides \$39.2 million to support a headcount of 505 full-time positions and 562 full-time equivalent positions. As of December 2017, the Board actually employs 512 full-time staff and 246 full-time equivalent staff.

Thus, while the Board has a full-time equivalent vacancy rate of 56.2 percent, its full-time staff is seven positions over agency headcount. The number of full-time positions at the BOE has risen over the past several fiscal years, while full-time equivalent positions have fallen. This represents a conversion of part-time positions to full-time positions. In addition, these headcount figures do not represent the over 30,000 poll workers that work poll sites on election days. Please see Appendix B for more details regarding the Board of Election’s headcount.

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 a subset of the OTPS portion of the City’s Expense Budget. The Administration prepares a Contract Budget twice each fiscal year. The Fiscal 2019 Preliminary Contract Budget totals \$15.6 billion for procurement expenditures across all agencies.

Figure 4

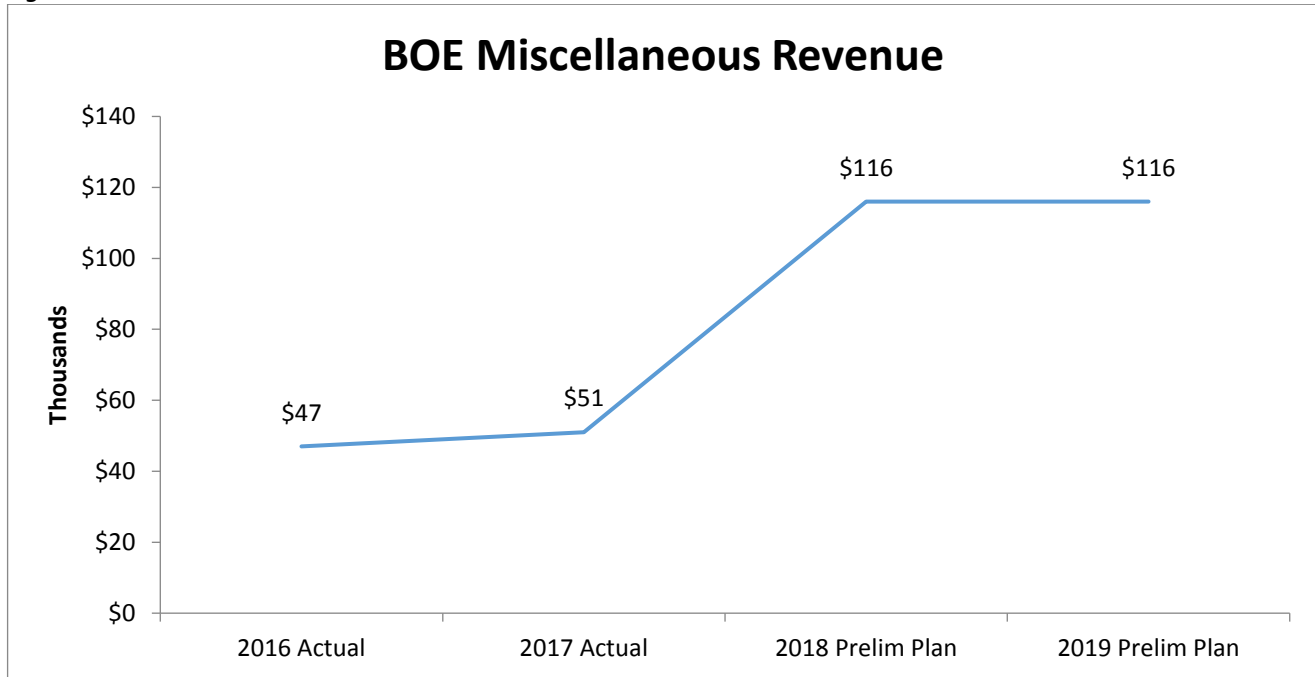


The Board of Election’s Fiscal 2019 Contract Budget totals \$28.1 million for 37 contracts, accounting for 50.3 percent of the Department’s OTPS Budget. Printing Contracts comprise 60.5 percent of the Board’s total Contract Budget, representing the substantial outlays the Board must spend on printing ballots, voter registration forms, and other documents essential to the voting process.

The Board of Election’s Fiscal 2019 Preliminary Contract Budget is \$11.3 million smaller than its Fiscal 2018 Adopted Contract Budget of \$39.4 million. This is due to the fact that the BOE’s budget is allocated on a year to year basis and, as such, is expected to expand in the Fiscal 2019 Executive and Adopted Budgets. Please see Appendix C for more details regarding the Board of Election’s Contract Budget.

Miscellaneous Revenue

Figure 5



The Board of Elections generates a small amount of revenue from the sale of maps and voter lists; performing voter, contribution and expenditure searches, and printing photocopies of documents. In Fiscal 2017, \$51,000 was generated from the provision of these services. These services are expected to generate \$116,000 in both Fiscal 2018 and Fiscal 2019. Please see Appendix D for more details regarding the Board of Election’s miscellaneous revenue.

Capital Program

The Board of Elections does not manage its own capital program. However, the Board of Elections Modernization Project is included in the Fiscal 2018-2022 Capital Commitment Program, and is managed by the Department of Citywide Administrative Services. The Modernization Program is composed of five funded projects of a total value of \$278,000, all of which is allocated for Fiscal 2018. Projects include synchronization with the City’s Financial Management System, the City’s accounting system; phone bank upgrades, and disaster recovery services, amongst others.

Preliminary Mayor’s Management Report (PMMR)

As an independent agency, the Board is not required to provide performance measurements for the PMMR. The data in the 2018 PMMR is collected from the Board’s annual report. Neither four-month actual data nor Fiscal 2018 and Fiscal 2019 targets are provided. Please see Appendix E for a full list of BOE 2018 PMMR indicators.

Figure 6

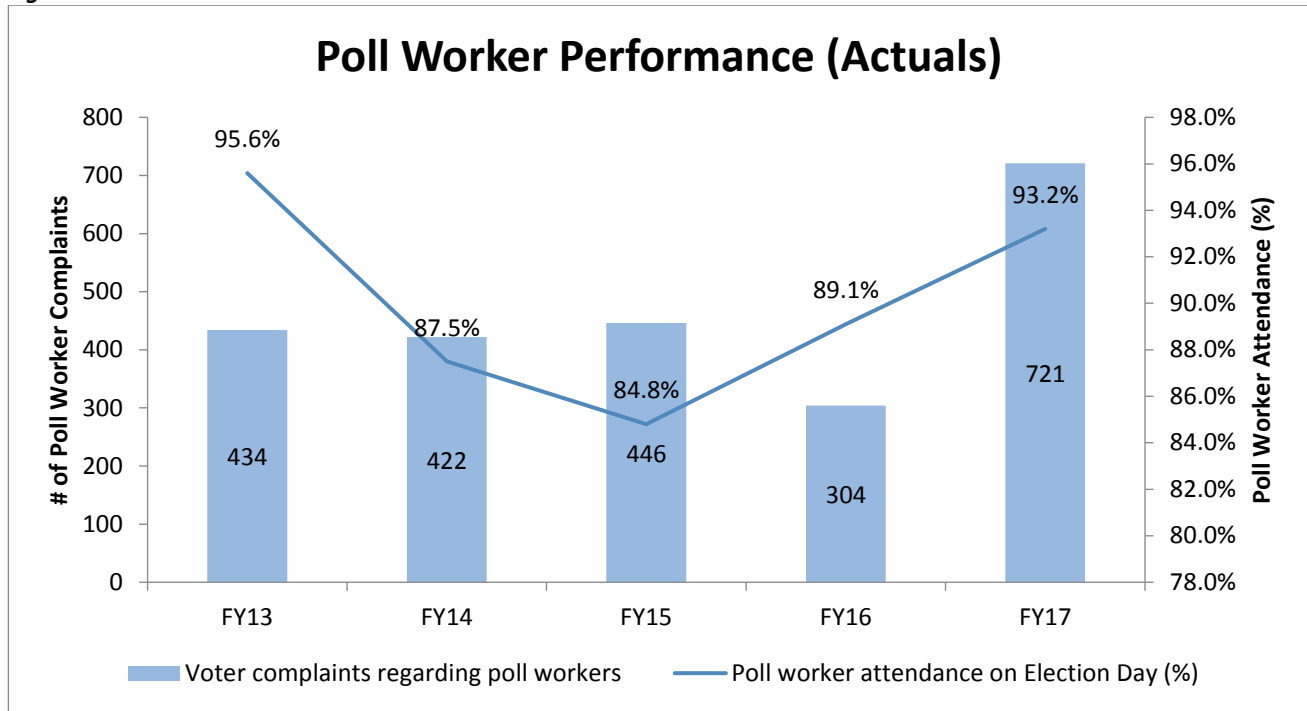


Figure 6 above highlights BOE poll worker performance data from the 2018 PMMR. In recent years, the BOE has made it a priority to increase poll worker participation in NYC elections, as well as improve their performance. The BOE has argued that doing so has been difficult due to the low salaries paid to poll workers (poll workers are paid \$200 a day, while coordinators are paid \$300). The Mayor has proposed expanding funding for poll worker salaries pending the implementation of proposed BOE Reforms. Please see the section “BOE Reform” of this report for more detail.

Budget Issues

BOE Reform

In April 2016, in response to various problems regarding the election process in the 2016 Democratic Presidential Primary, the Mayor proposed reforms for the Board of Elections to improve their processes. These reforms included: 1) an external review (which was carried out in Fiscal 2017); 2) improved poll worker training and salaries; and 3) operational improvements, including better records management and voter communication, particularly regarding their registration status. The Mayor has proposed providing the BOE with additional funding for the implementation of these reforms. However, the BOE has opted to follow its own reform schedule. In the Fiscal 2018 Adopted Budget, \$7 million was earmarked in Fiscal 2018 to increase poll worker salaries by \$50 or more pending the adoption of the Mayor’s proposed reforms for the BOE. This funding is currently being held in the Department of Finance’s budget.

Language Assistance Program

In the 2018 Preliminary Budget Response, City Council urged the Board of Elections to work with the Mayor’s Office of Immigrant Affairs to commit to including additional languages to its Language Assistance Program. The BOE places language interpreters at poll sites in order to assist voters with limited English proficiency in the voting process, currently providing Spanish, Chinese (Cantonese and Mandarin), Korean, Bengali and Hindi interpreters in various targeted neighborhoods across New York City.

In response to this request, \$350,000 was included in the Fiscal 2018 Budget for the Mayor's Office of Immigrant Affairs to pilot a program providing interpreter services in Russian and Haitian Creole at select poll sites for the 2017 General City Election. However, BOE opposed allowing interpreters access to polling sites, and the program thus operated outside a 100-foot radius of poll sites. This was a topic of discussion in the December 2017 Governmental Operations Hearing, and discussions are ongoing.

Appendices

A: Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	FY18			FY19		
	City	Non-City	Total	City	Non-City	Total
BOE Budget as of the FY18 Adopted Budget	\$140,996	\$0	\$140,996	\$95,113	\$0	\$95,113
New Needs						
Subtotal, New Needs	\$0	\$0	\$0	\$0	\$0	\$0
Other Adjustments						
Help America Vote Act FY18	\$0	\$2,024	\$2,024	\$0	\$0	\$0
Subtotal, Other Adjustments	\$0	\$2,024	\$2,024	\$0	\$0	\$0
Citywide Savings						
Subtotal, Citywide Savings	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL, All Changes	\$0	\$2,024	\$2,024	\$0	\$0	\$0
BOE Budget as of the FY19 Preliminary Budget	\$140,996	\$2,024	\$143,020	\$95,113	\$0	\$95,113

B: BOE Headcount

	Actual - Year end					Budgeted - FY19 Prelim Plan			
	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
Full-Time	342	367	367	469	512	505	505	505	505
Full-Time Equivalent	327	257	271	283	194	562	562	562	562
TOTAL	669	624	638	752	706	1,067	1,067	1,067	1,067

C: BOE Contract Budget

BOE FY19 Preliminary Contract Budget				
<i>Dollars in Thousands</i>				
Category	FY18 Adopted	Number of Contracts	FY19 Preliminary	Number of Contracts
Contractual Services General	\$10,510	2	\$5,094	2
Telecommunications Maintenance	841	8	841	8
Maintenance and Repair - General	1,258	1	1,258	1
Office Equipment Maintenance	220	2	220	2
Data Processing Equipment	200	1	200	1
Printing Contracts	17,007	9	17,007	9
Security Services	200	1	200	1
Cleaning Services	100	1	100	1
Transportation Expenditures	6,750	9	2,750	9
Training Program City Employees	190	1	190	1
Professional Services - Legal Services	150	1	150	1
Professional Services - Other	2,000	1	100	1
TOTAL	\$39,426	37	\$28,110	37

D: BOE Miscellaneous Revenue

BOE Miscellaneous Revenue Budget Overview						
<i>Dollars in Thousands</i>						
Revenue Sources	FY16	FY17	FY18	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY18	FY19	FY18-FY19
Photocopies & Searches	\$22	\$27	\$55	\$55	\$55	\$0
Sales of Maps & Voter Lists	25	24	60	60	60	0
Minor Sales	0	0	1	1	1	0
TOTAL	\$47	\$51	\$116	\$116	\$116	\$0

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

E: BOE 2018 PMMR Indicators

BOE Performance Indicators	Actual		
	FY15	FY16	FY17
Voter turnout - general election (000)	1,042	236	2,760
Voter Registration forms processed	145,809	166,961	503,609
Total registered voters (000)	4,568	4,552	4,927
Total active voters (000)	4,160	4,108	4,477
Eligible voters registered (%)	NA	NA	NA
Poll worker attendance on Election Day (%)	84.80%	89.10%	93.20%
Voter complaints regarding poll workers	446	304	721
Voter complaints regarding poll workers - service	213	243	394
Voter complaints regarding poll workers - procedure	233	61	327
Voting equipment replacement rate - ballot scanners (%)	0.40%	0.30%	0.90%
Voting equipment replacement rate - ballot marking devices (%)	2.30%	0.50%	1.40%
Election results reporting timeliness (hours)	NA	NA	NA
Precision of unofficial election results (%)	2.10%	1.80%	1.10%
Interpreters deployed on election day	2,051	1,874	2,329
Interpreters deployed on election day - Bronx	148	155	176
Interpreters deployed on election day - Brooklyn	539	500	670
Interpreters deployed on election day - Queens	924	830	910
Interpreters deployed on election day - Manhattan	394	351	529
Interpreters deployed on election day - Staten Island	46	38	44