

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 2022 Preliminary Plan and the
Fiscal 2021 Preliminary Mayor's Management Report

Board of Elections

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Table of Contents

The Board of Elections Overview.....	1
BOE Fiscal 2022 Preliminary Budget: Expense	1
Financial Plan Summary.....	2
Financial Plan Actions	2
Other Adjustments	3
Actual Expenditures.....	3
Headcount	4
Contract Budget.....	4
Fiscal 2021 Preliminary Mayor’s Management Report	5
Miscellaneous Revenue	6
Capital Program	6
New York State and Local Actions	6
New York State Election Proposals and Reforms	6
Appendices	8
A: Budget Actions in the November and the Preliminary Plans.....	8
B: BOE Headcount.....	8
C: BOE Contract Budget.....	8
D: BOE Miscellaneous Revenue.....	9

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.

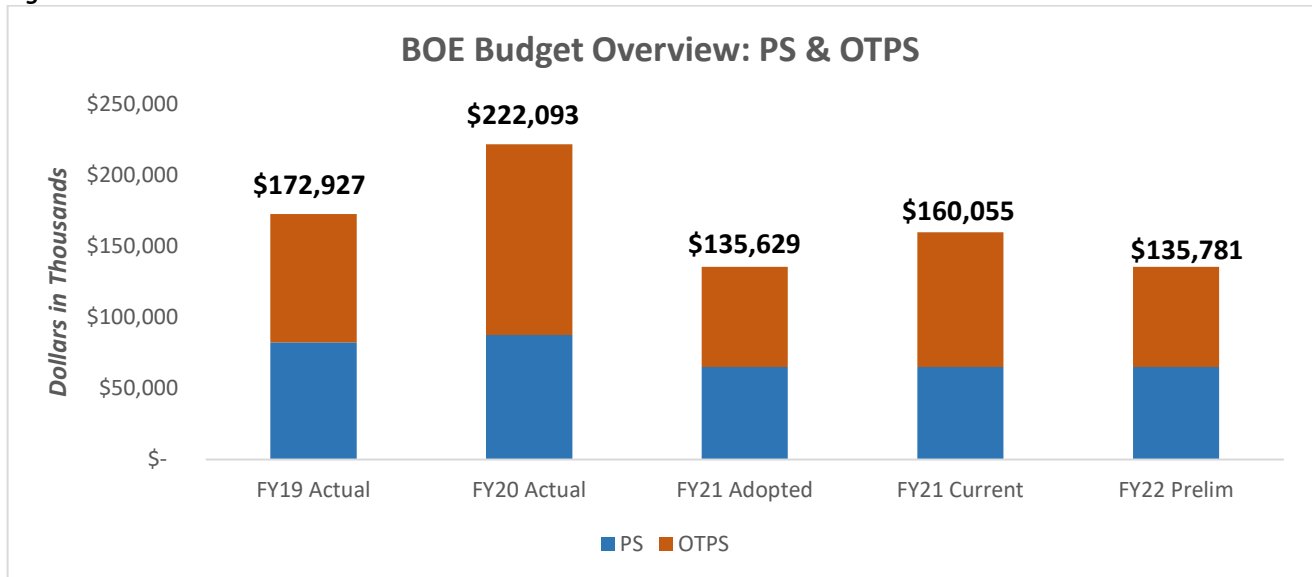
BOE’s activities include:

- 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.

BOE Fiscal 2022 Preliminary Budget: Expense

The Board of Election’s Fiscal 2022 Preliminary Budget totals \$135.8 million, including \$65.2 million in Personal Services (PS) funding to support 517 full-time positions and 562 full-time equivalent 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), which include PS and Other than Personal Services (OTPS).¹

Figure 1



In the Preliminary Plan, funding for Fiscal 2022 has remained relatively flat since its Fiscal 2021 Adopted Budget, primarily because the Board has used State, Other Categorical and federal funding in its 2021 budget, to cover costs associated with the 2020 Presidential Election. However, it is likely that the Board will need additional funding for Fiscal 2022 to cover additional expenses associated with future elections. Although no new needs were added to the Board’s budget since Adoption, the

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

Board has realized an increase of \$24.4 million in State, Other Categorical and Federal funding to its Fiscal 2021 Budget as grants and Coronavirus Aid, Relief, and Economic Security Act (CARES) funding for costs related to the 2020 Presidential Election.

Financial Plan Summary

Table 1

BOE Financial Summary						
	FY19	FY20	FY21	Preliminary Plan		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	FY21	FY22	2022-2021
Personal Services						
Additional Gross Pay	\$564	\$368	\$89	\$89	\$89	\$0
Full-Time Salaried	29,999	35,695	30,155	30,155	30,155	0
Unsalaries & Other Salaried	40,059	39,938	26,645	26,645	26,645	0
Overtime - Civilian	11,540	11,507	8,327	8,327	8,327	0
P.S. Other	238	227	24	24	24	0
SUBTOTAL	\$82,400	\$87,735	\$65,240	\$65,240	\$65,240	\$0
Other Than Personal Services						
Contractual Services	\$50,278	\$46,251	\$29,357	\$32,908	\$29,358	\$1
Fixed & Misc. Charges	33	16	0	0	0	0
Other Services & Charges	31,613	44,308	33,024	30,618	33,175	\$151
Property & Equipment	3,787	34,515	4,009	27,822	4,009	0
Supplies & Materials	4,816	9,267	3,999	3,467	3,999	0
SUBTOTAL	\$90,527	\$134,357	\$70,389	\$94,815	\$70,541	\$152
TOTAL	\$172,927	\$222,092	\$135,629	\$160,055	\$135,781	\$152
Funding						
City Funds			\$135,629	\$135,628	\$135,781	\$152
Other Categorical			0	19,295	0	0
Federal Funds			0	1,026	0	0
State Funds			0	4,105	0	0
TOTAL	\$172,927	\$222,092	\$135,629	\$160,055	\$135,781	\$152
Budgeted Headcount						
Full-Time Positions - Civilian	544	682	517	517	517	0

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget*

The Board of Election's Fiscal 2022 Preliminary Budget totals \$135.8 million, including \$65.2 million in PS funding to support 517 full-time positions. The Board's Fiscal 2022 Preliminary Budget is \$153,000 more than its Fiscal 2021 Adopted Budget of \$135.6 million. This decrease is primarily attributed to various small funding adjustments. BOE's Fiscal 2021 Preliminary Budget totals \$160.1 million, which is \$24.4 million more than its Fiscal 2021 Adopted Budget. This is primarily due to the fact that the Board has seen an increase of CARES funding and Other Categorical grants, which covered costs associated with Early Voting and the 2020 Presidential Election. It is important to note that BOE's Fiscal 2021 and Fiscal 2022 Preliminary Budgets do not contain additional Early Voting funding. For additional information regarding budgetary actions that have occurred since the Fiscal 2021 Adopted Budget, please refer to Appendix A.

Financial Plan Actions

The Fiscal 2022 Preliminary Plan included net zero changes to BOE's budget, with all the financial changes having occurred in the 2020 November Financial Plan. The section and chart below provides highlights of financial plan actions that have occurred since the Fiscal 2021 Adopted Budget that have impacted the BOE's budget.

Table 2

Budget Actions since Fiscal 2021 Adopted Budget					
Dollars in Thousands	FY21	FY22	FY23	FY24	FY25
FY21 Adopted	\$135,629	\$135,781	\$135,370	\$135,370	\$135,370
New Needs	0	0	0	0	0
Other Adjustments	24,426	0	0	0	0
Savings Program	0	0	0	0	0
Total Changes	\$24,426	\$0	\$0	\$0	\$0
Nov 2020 Plan	\$160,055	\$135,781	\$135,370	\$135,370	\$135,370
New Needs	0	0	0	0	0
Other Adjustments	0	0	0	0	0
Savings Program	0	0	0	0	0
Total Changes	\$0	\$0	\$0	\$0	\$0
FY22 Prelim	\$160,055	\$135,781	\$135,370	\$135,370	\$135,370

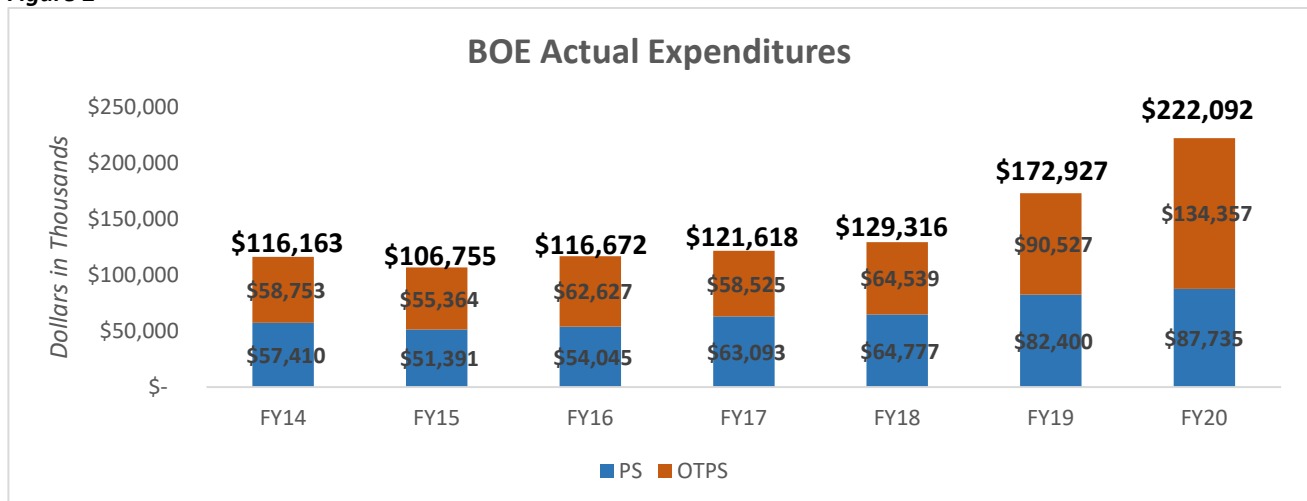
Other Adjustments

Since Adoption of the Fiscal 2021 Budget, the BOE has had other adjustments which increased its budget by \$24.4 million in Fiscal 2021. Highlights of other adjustments include the following:

- **Additional State and Federal Aid.** The November 2020 Financial Plan recognized \$5.1 million in State and federal aid for BOE’s Fiscal 2021 budget. This included funding from the Help America Vote Act (HAVA) and the Coronavirus Aid, Relief, and Economic Security Act (CARES), of which \$4.1 million was federal Aid and \$1 million was State Aid;
- **Other Categorical Funding.** The November 2020 Financial Plan recognized \$19.3 million in BOE’s Fiscal 2021 budget from a grant from the Center for Tech and Civic Life (CTCL), which provides funding to multiple US election jurisdictions during the ongoing COVID-19 pandemic.

Actual Expenditures

Figure 2

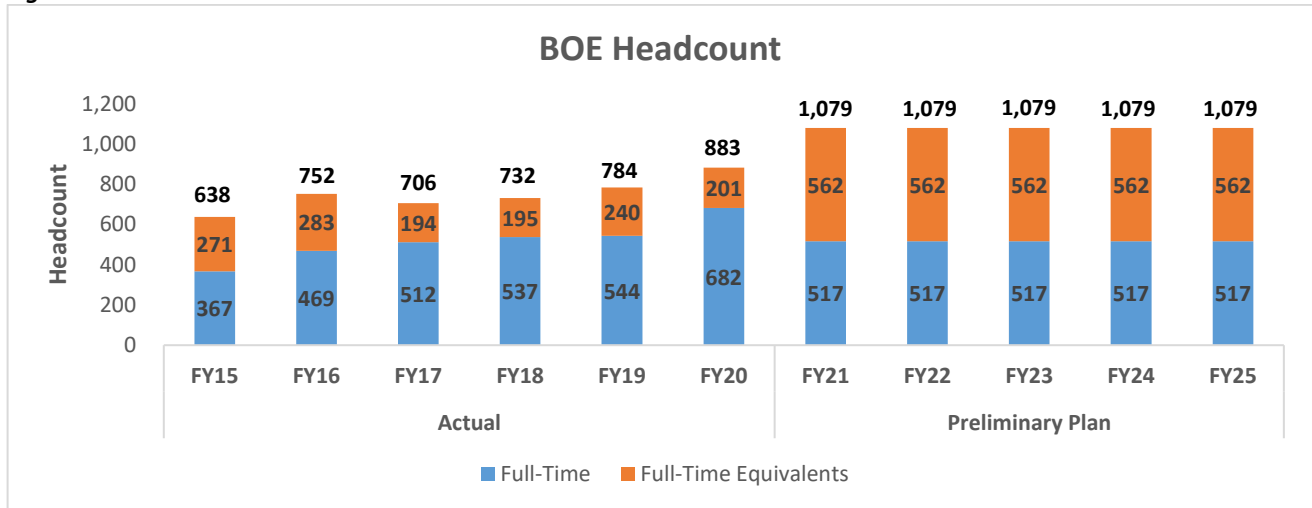


Since Fiscal 2014, the Board of Election’s annual actual expenditures have averaged \$140.8 million, peaking at \$222.1 million in Fiscal 2020, primarily caused by \$75 million that was added in Fiscal 2020 to cover costs associated with Early Voting. The Board’s expenditures are expected to increase significantly in the coming fiscal years, primarily due to the implementation of Early Voting. BOE’s

Fiscal 2022 Budget is expected to increase in the Executive and Adopted Plans as additional BOE needs are identified and included in the budget.

Headcount

Figure 3

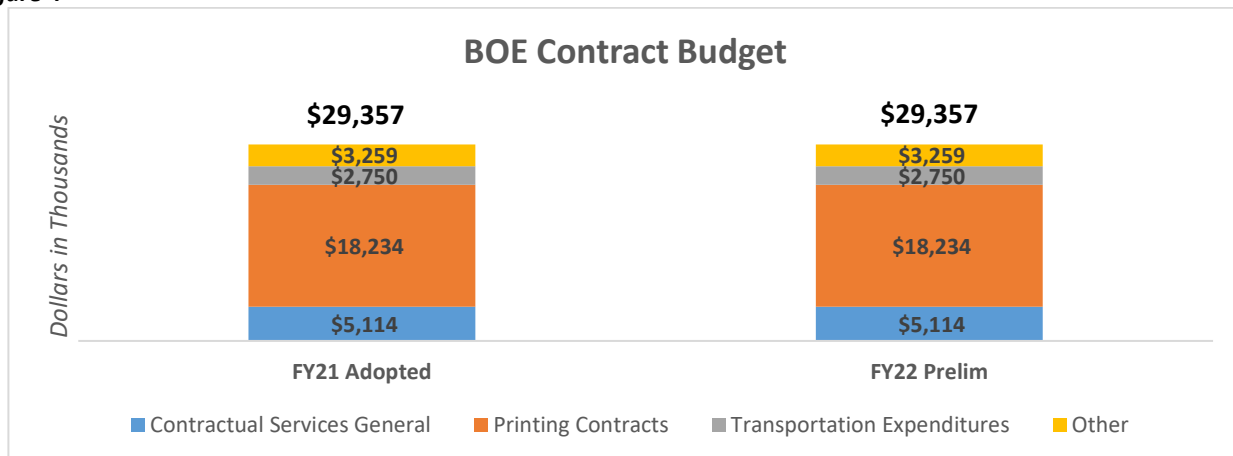


In the Fiscal 2022 Preliminary Plan, the Board of Election’s PS Budget includes \$65.2 million to support 517 full-time positions and 562 full-time equivalent positions. As of November 2020, Board actually employed 183 more full-time positions than its budgeted amount. The number of actual full-time positions at BOE has risen over the past fiscal years, while actual full-time equivalent positions have fallen. This represents a conversion of part-time positions to full-time positions. It should be noted that these headcount figures do not include the poll workers that work poll sites on election days, which total over 30,000. For additional information regarding the Board of Election’s headcount, please refer to Appendix B.

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 services 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 2022 Preliminary Contract Budget totals \$17 billion for procurement expenditures across all agencies.

Figure 4



The Board of Election's Fiscal 2022 Contract Budget totals \$29.4 million for 37 contracts, accounting for 41.6 percent of the Department's OTPS budget. Printing Contracts comprise 62.1 percent of the Board's total Contract Budget for Fiscal 2022, representing the substantial outlays the Board spends on printing voter ballots, voter registration forms, and other documents essential to the voting process. However, given the implementation of Ranked Choice Voting (RCV) in 2021, it is likely that the Board's contract budget will increase, due to longer ballots that would need to be printed. The Board's Fiscal 2022 Preliminary Contract Budget remains unchanged since its Fiscal 2021 Adopted Contract Budget. For additional information regarding the Board of Election's Contract Budget, please refer to Appendix C.

Fiscal 2021 Preliminary Mayor's Management Report

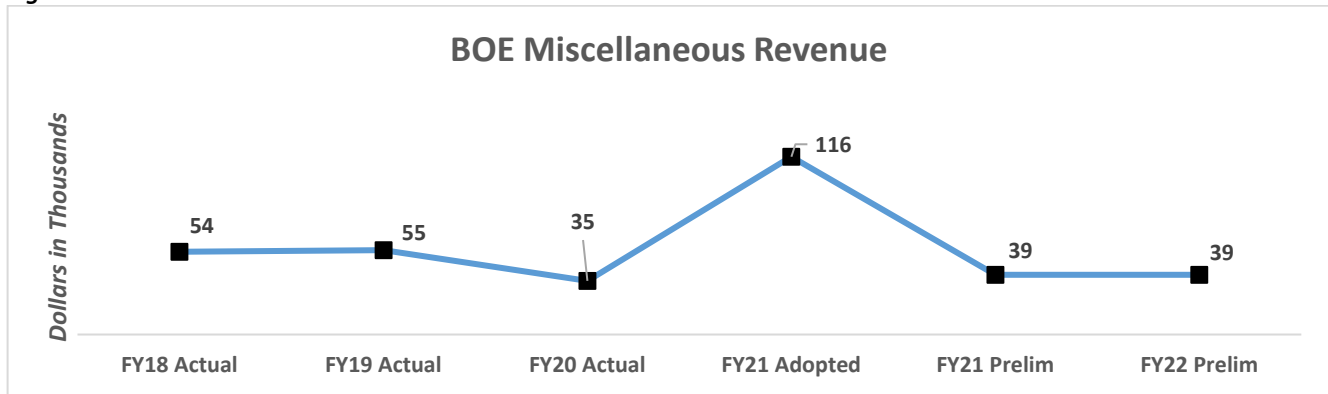
The Preliminary Mayor's Management Report (PMMR) for Fiscal 2021 was released in January 2021, and contains information regarding City agencies/offices that allow the public to better understand how NYC programs are performing. The Board of Election's PMMR report includes 17 metrics which provide information on elections, such as voter turnout, voter complaints regarding poll workers, among others. Although BOE's PMMR report contains valuable information, none of these metrics include a target, which makes the long-term analysis of these metrics more difficult. Additionally, the report does not include explanations for increases or decreases in its metrics. This is problematic, as it does not provide the reader with specific information regarding the context of these metrics. The BOE should strive to include these explanations within these reports in order to provide additional transparency on its operations. Some notable performance metrics provided by the Board of Elections (BOE) in the Fiscal 2021 PMMR include the following.

- **Poll Worker Performance.** Complaints regarding poll worker performance decreased substantially, from 708 reported in Fiscal 2019 to 480 reported in Fiscal 2020. Similarly, poll worker attendance on election day has remained relatively stable since Fiscal 2019, at 91.5 percent in Fiscal 2020. 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 long argued that doing so has been difficult due to low poll worker salaries. However, this issue has been at least partially addressed, with Mayor de Blasio signing an Executive Order to increase poll workers' and poll worker coordinators' salaries by \$50, from \$200 to \$250 for poll workers and from \$300 to \$350 for poll worker coordinators, that began in the 2018 November General Election.

For additional information regarding BOE's Fiscal 2021 performance metrics, please refer to the Fiscal 2021 Preliminary Mayor's Management Report, found here: https://www1.nyc.gov/assets/operations/downloads/pdf/pmmr2021/2021_pmmr.pdf

Miscellaneous Revenue

Figure 5



The Board of Elections generates a small amount of miscellaneous revenue from the sale of maps and voter lists, performing voter contribution and expenditure searches, and printing photocopies of documents. For Fiscal 2022, the Board is expected to generate \$39,000 in miscellaneous revenue, which is less than what it generated in Fiscal 2020. This is due to the fact that anticipated miscellaneous revenue from photocopies and searches saw a baselined reduction of \$40,000 beginning in Fiscal 2021. For additional information regarding the Board of Election’s miscellaneous revenue streams, please refer to Appendix D.

Capital Program

The Board of Election’s Modernization Project is included in the Fiscal 2021 – 2025 Capital Commitment Plan, and is located in the Public Buildings Program Area, which is managed by the Department of Citywide Administrative Services (DCAS). The BOE Modernization Project totals \$11.3 million in capital funding between Fiscal 2021 – 2025 for numerous capital projects. Some of these capital projects include \$549,000 in Fiscal 2025 for the upgrade to BOE’s call centers, \$260,000 in Fiscal 2024 for renovations to bathroom facilities at BOE’s 345 Adams Street building, and \$195,000 in Fiscal 2024 for the synchronization with the City’s Financial Management System (FMS), among other projects.

New York State and Local Actions

New York State Election Proposals and Reforms

In the New York State Fiscal 2022 Executive Budget, Governor Cuomo announced his intention to implement a number of election proposals and reforms that may have an impact on the electoral process in New York City.

1. **Absentee Ballot Reforms.** According to the Governor, these election reforms will extend the time for voters to request an absentee ballot, ensure a quick turnaround of a request, allow ballots to be tracked, provide opportunities to cure contested votes, and speed up the processing of ballots. The Governor will also introduce legislation to pass a second resolution allowing for no excuse absentee voting.
2. **Voter Registration.** The Governor will introduce legislation that pushes for voter registration deadlines back from 25 days to 10 days prior to an election.

3. **Early Voting.** The Governor will introduce legislation that would expand early voting hours by one hour on weekdays and three hours on weekends. This legislation could potentially generate additional costs to the NYC BOE.

Appendices

A: Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	FY21			FY22		
BOE Budget as of the Adopted 2021 Budget	City	Non-City	Total	City	Non-City	Total
	\$135,629	\$0	\$135,629	\$135,781	\$0	\$135,781
New Needs	\$0	\$0	\$0	\$0	\$0	\$0
Other Adjustments						
Other Categorical Adjustments	0	19,295	\$19,295	0	0	0
State Adjustments	0	1,026	\$1,026	0	0	0
Federal Adjustments	0	4,105	\$4,105	0	0	0
Subtotal Other Adjustments	0	24,426	\$24,426	0	0	0
Total All Changes	\$0	\$24,426	\$24,426	\$0	\$0	\$0
BOE Budget as of the November 2020 Plan	\$135,629	\$24,426	\$160,055	\$135,781	\$0	\$135,781
New Needs	\$0	\$0	\$0	\$0	\$0	\$0
Other Adjustments	\$0	\$0	\$0	\$0	\$0	\$0
BOE Budget as of the FY22 Preliminary Budget	\$135,629	\$24,426	\$160,055	\$135,781	\$0	\$135,781

B: BOE Headcount

	Actual - Year End							Budgeted - FY21 Prelim				
	FY14	FY15	FY16	FY17	FY18	FY19	FY20	FY20	FY21	FY22	FY23	FY24
Full-Time	367	367	469	512	537	544	682	517	517	517	517	517
Full-Time Equivalent	257	271	283	194	195	240	201	562	562	562	562	562
Total	624	638	752	706	732	784	883	1,079	1,079	1,079	1,079	1,079

C: BOE Contract Budget

BOE Contract Budget				
<i>Dollars in Thousands</i>	FY21 Adopted		FY22 Prelim	
Title	# of Contracts	Amount	# of Contracts	Amount
Contractual Services General	2	\$ 5,114	2	\$ 5,114
Telecommunications Maint	8	841	8	841
Maint & Repair General	1	1,258	1	1,258
Office Equipment Maint	2	220	2	220
Data Processing Equipment	1	200	1	200
Printing Contracts	9	18,234	9	18,234
Security Services	1	200	1	200
Cleaning Services	1	100	1	100
Transportation Expenditures	9	2,750	9	2,750
Training Prgm for City Employees	1	190	1	190
Professional Svcs: Legal Services	1	150	1	150
Professional Svcs: Other	1	100	1	100
Total	37	\$ 29,357	37	\$ 29,357

D: BOE Miscellaneous Revenue

BOE Miscellaneous Revenue						
<i>Dollars in Thousands</i>	Actual			FY21 Adopted	FY22 Prelim	
	2018	2019	2020		2021	2022
Photocopies & Searches	\$32	\$35	\$16	\$55	\$18	\$18
Sales of Maps & Voter Lists	22	20	19	60	20	20
Minor Sales	-	-	0	1	1	1
Total	\$54	\$55	\$35	\$116	\$39	\$39