

# THE COUNCIL OF THE CITY OF NEW YORK

Hon. Corey Johnson  
Speaker of the Council

Hon. James Van Bramer  
Chair, Committee on Cultural Affairs, Libraries, International Intergroup Relations



Report of the Finance Division on the  
Fiscal 2020 Preliminary Budget and the  
Fiscal 2019 Preliminary Mayor's Management Report for the

## **Libraries**

March 11, 2019

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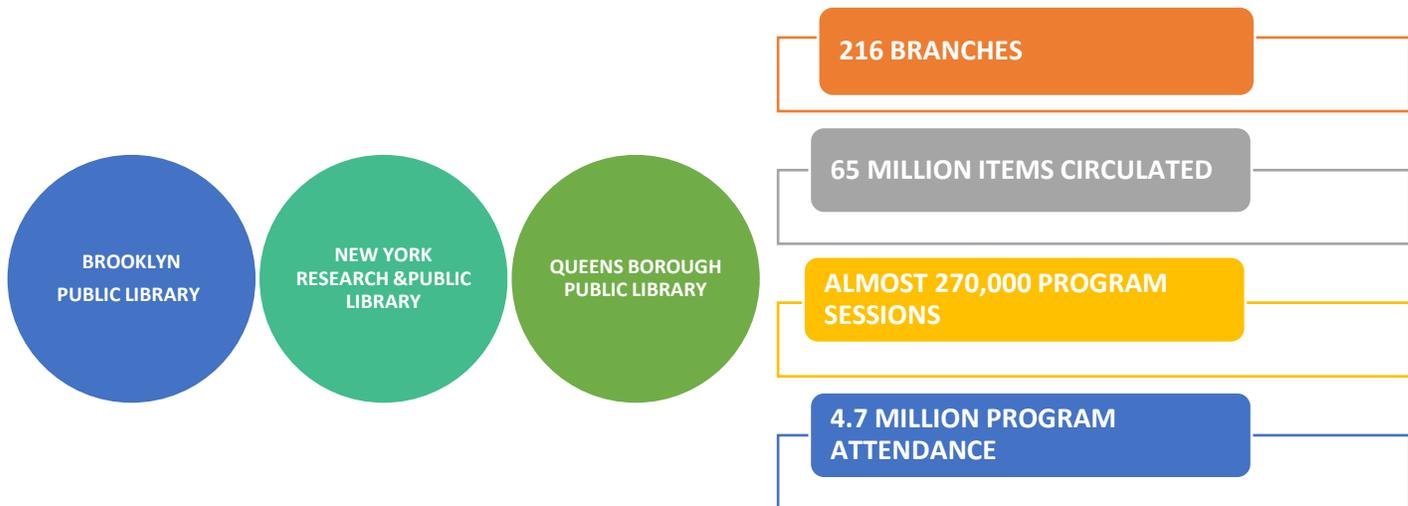
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## Libraries

Library services are provided through three independent systems: the Brooklyn Public Library (BPL), the Queens Borough Public Library (QBPL), and the New York Public Library (NYPL). The first two provide services in their respective boroughs, while the NYPL serves the boroughs of Manhattan, Bronx, and Staten Island. These systems operate 216 local library branches throughout the City and four research library centers in Manhattan. The libraries offer free and open access to books, periodicals, electronic resources and non-print materials. A number of public services such as reference & career services; internet access; and educational, cultural & recreational programming for adults, young adults & children are also provided. The libraries' collections include 377 electronic databases and more than 65 million books, periodicals and other circulating and reference items. The City provides for both direct operating support and energy costs in all facilities.

Libraries are no longer just a place for books and silent retreat. Libraries across the country are responding to the changing demand and are being challenged to reform their roles and purposes. The focus was once circulation and while circulation is still crucial to the systems Libraries now provide free services and programs for children and teens, immigrants and seniors, New Yorkers who lack access to broadband at home, people who need literacy services, New Yorkers who are actively looking for jobs and small business owners.





The map highlights the 216 branches across the City. Each system offers a variety of services to the communities they serve. Some branches focus on adult literacy skills while others have a teen center with a recording studio, all in an effort to respond to the demands and needs of their patrons.

In Fiscal 2015, the three library systems promoted equitable access to mobile technology by beginning to lend mobile internet access devices.

In Fiscal 2016, they continued to expand their offerings of educational programs and services, with early child literacy development and after school initiatives, English as a Second Language classes, High School Equivalency test preparation, computer skills training and job seeker services.

In Fiscal 2017 the City’s public libraries expanded their services offered to incarcerated New Yorkers and to the homeless in every borough. These services include the citywide expansion of Video Visitation services, allowing incarcerated people to communicate with their loved ones through video conferencing. The libraries have also expanded offerings for literacy programs in shelters and continue to partner with the Department of Homeless Services to better serve the homeless community.

In Fiscal 2018, the City’s public libraries collaborated to launch Culture Pass, a citywide initiative that eliminates financial barriers and provides library cardholders with free access to myriad cultural institutions across the five boroughs.

## Financial Plan Summary

Each system receives City tax-levy funds for operational and energy support, as well as capital funds for maintenance of the 216 branches managed by the systems and to create new branches and/or specialized centers.

In Fiscal 2019, the Council allocated \$8 million in one-time funding to the library systems at Adoption, to continue to provide the same level of service they delivered during the nearly 37 million collective visits in the prior fiscal year. The Council funding was in addition to the additional \$12.3 million provided by the Administration at the urging of the Council, of which \$10.3 million was baselined.

For Fiscal 2020, the Administration is proposing a \$388.8 million subsidy for the systems, which represents an increase in funding levels by less than one percent when compared to the Fiscal 2019 Adopted Budget of \$387.7 million.

<b>Libraries Financial Summary</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Budget By Program Area</b>						
Research Libraries	\$27,783	\$28,075	\$28,198	\$28,706	\$29,004	\$806
New York Public Library	138,032	139,889	143,159	146,046	142,893	(266)
Brooklyn Public Library	103,745	105,877	106,419	110,290	106,692	274
Queens Borough Public Library	105,159	108,597	109,943	113,781	110,199	\$255
<b>TOTAL</b>	<b>\$374,719</b>	<b>\$382,438</b>	<b>\$387,719</b>	<b>\$398,822</b>	<b>\$388,788</b>	<b>\$1,069</b>
<b>Funding</b>						
City Funds			\$387,719	\$395,338	\$388,788	\$1,069
Intra City			0	3,485	0	0
<b>TOTAL</b>	<b>\$374,719</b>	<b>\$382,438</b>	<b>\$387,719</b>	<b>\$398,822</b>	<b>\$388,788</b>	<b>\$1,069</b>

*\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

## Fiscal 2020 Preliminary Plan Highlights

Other adjustments total \$1.1 million in Fiscal 2019 in the Fiscal 2020 Preliminary Plan most of which is related to DC37 collective bargaining adjustments.

### Other Adjustments

**ExCEL Program.** The Fiscal 2020 Preliminary Plan includes \$95,500 for BPL in Fiscal 2019 for DCAS' ExCEL (Expense for Conservation and Efficiency Leadership) Program. This program uses PlaNYC expense funding for energy conservation initiatives such as LED lighting upgrades, development of HVAC design standards and cooling system designs. Funding will provide LED lighting upgrade at the Cypress Hills Branch and valve repairs at the Central Branch, as well as BPL's home audit program for library patrons.

**CulturePass & Library Partnership.** The Fiscal 2020 Preliminary Plan includes \$156,000 in Fiscal 2019 for BPL. This funding allows the system and its partner library systems to work with Culture Pass partners to bring their institution's educational programming to libraries throughout the City, with a focus on providing programs in each institution's targeted communities.

**Energy Analyst.** The Fiscal 2020 Preliminary Plan includes \$75,000 for BPL in Fiscal 2019 for an energy analyst position who will work with the energy manager towards BPL’s energy management program, which is a citywide effort to achieve energy and greenhouse gas emissions reduction goals.

**Energy Smart Competition.** The Fiscal 2020 Preliminary Plan includes \$46,250 for BPL. This funding is for the implementation of an energy reduction challenge at facilities across Brooklyn.

## Council Initiatives

The table below lists the Council Initiatives through which the three systems receive funding and Appendix 3 provides a description of each of these initiatives.

The Fiscal 2019 Adopted Budget baselined \$645,000 for the Video Visitation program in the public libraries’ budgets, which offers incarcerated individuals and families the opportunity to communicate through video visitation. The Video Visitation program, which debuted three years ago in Brooklyn, was expanded in 2017 to all boroughs. The video conferencing systems set up at the libraries let parents, kids and spouses chat with their relatives without making the trek to Rikers Island, which often takes a full day between getting to the island, waiting in line and getting through security for a one-hour visit. In Fiscal 2019, the City Council allocated one-time funding of \$8 million, split between the three systems, to continue to provide the same level of service they delivered during the nearly 37 million collective visits in the prior fiscal year.

<b>Fiscal 2019 Council Changes at Adoption</b>	
<i>Dollars in Thousands</i>	
Council Initiatives	
City's First Readers	\$975
Adult Literacy	202
Digital Inclusion and Literacy Initiative	150
Fiscal 2019 Subsidy	8,000
<b>Subtotal</b>	<b>\$9,327</b>
Local Initiatives	\$266
<b>TOTAL</b>	<b>\$9,593</b>

## Library Systems Expense Budget and Performance Highlights

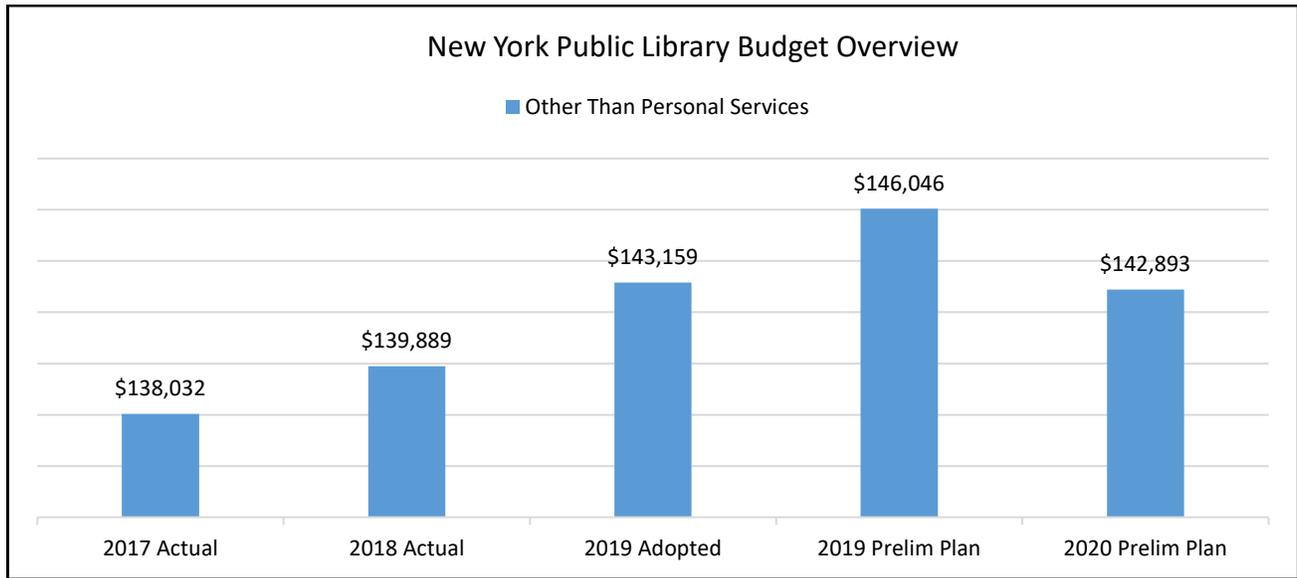
### New York Public Library System

The New York Public Library System partakes in a wide range of initiatives. It partners with the Mayor’s Office of Immigrant Affairs (MOIA) on the NYCitizenship initiative which offers legal assistance and financial literacy guidance to immigrants seeking U.S. citizenship. It partners with National Association of Latino Elected and Appointed Officials Education Fund (NALEO Educational Fund) to provide citizenship application assistance workshops. It provides free ESOL classes, TechConnect classes in both Chinese and Spanish, and provides bilingual story times at many locations. It participates in a Department of Homeless Services program that connects families in 15 shelters with programs and services offered by the library. Video visitation services are now offered at library locations for incarcerated patrons.

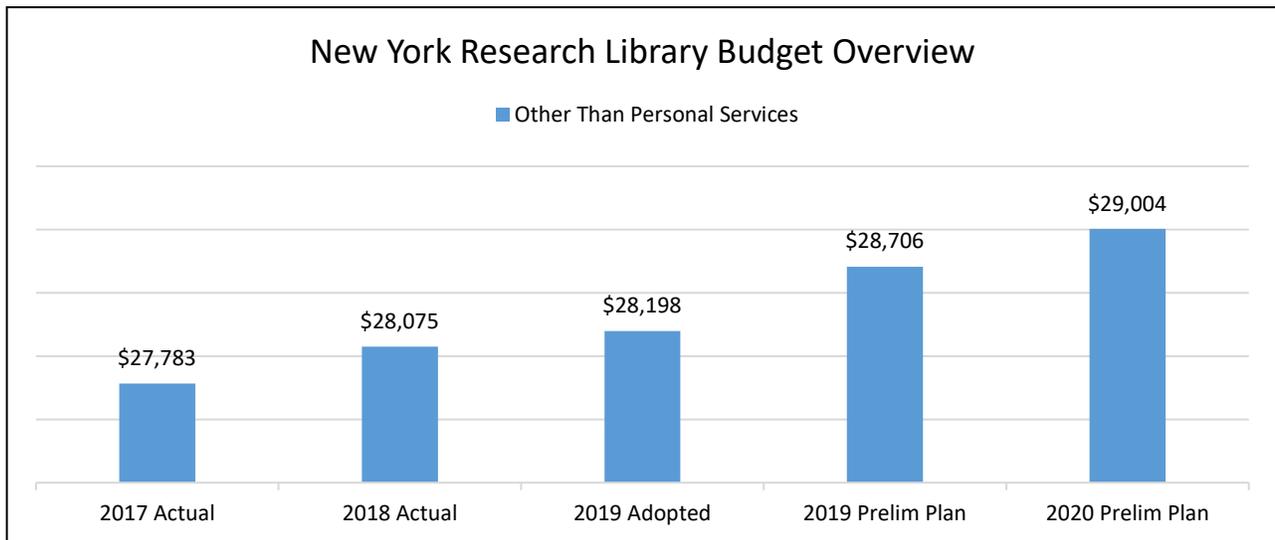
The New York Public Library includes 88 branch libraries in the Bronx, Manhattan and Staten Island, as well as four research libraries in Manhattan. These four research libraries are the:

- Library for the Performing Arts located at Lincoln Center;
- Schomburg Center for Research in Black Culture located in Harlem;

- Science, Industry and Business Library in Midtown; and
- Steven A. Schwarzman Library (a.k.a. Main Library) at 5<sup>th</sup> Avenue and 42<sup>nd</sup> Street.



NYPL’s Fiscal 2020 Preliminary Budget is \$142.9 million, a decrease of \$266,000 or less than one percent from the \$143.2 million Fiscal 2019 Adopted Budget. This change reflects a \$266,000 net decrease due to a collective bargaining increase, offset by Council discretionary funds in Fiscal 2019 that are not in Fiscal 2020.



Research Libraries’ Fiscal 2020 Preliminary Budget is \$29 million, an increase of \$806,000 or less than three percent from the \$28.2 million Fiscal 2019 Adopted Budget. This change reflects a \$806,000 net increase due to a collective bargaining increase, offset by Council discretionary funds in Fiscal 2019 that are not in Fiscal 2020.

**Performance Measures**

The following performance measures are highlighted in the Preliminary Mayor’s Management Report (PMMR) for the branches. Active library cards and new library card registrations increased at NYPL in the first four months of Fiscal 2019 when compared to the same period in Fiscal 2018, while total

library attendance saw an opposite trend. New York Public Library (NYPL) reduced the Fiscal 2019 targets of indicators for “Program sessions” and “Program attendance” at NYPL Branch and Research libraries due to temporary closures of programming space in the Mid-Manhattan Library and other expected temporary closures during capital work throughout Fiscal 2019. Temporary closure also resulted in a decrease in program sessions and attendance in the first four months of Fiscal 2019 when compared to the same period in the prior year.

Branch Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Average weekly scheduled hours	50	50	50	49	49	50	49.9
Libraries open seven days per week (%)	8%	8%	8%	8%	8%	8%	8%
Libraries open six days per week (%)	100%	100%	100%	100%	100%	100%	100%
Circulation (000)	22,723	23,778	23,984	19,900	19,900	8,361	7,516
Reference queries (000)	9,141	9,023	8,661	7,850	7,850	3,265	3,094
Electronic visits to website (000)	29,849	28,015	26,948	26,000	26,000	9,040	9,919
Computers for public use	4,647	4,660	4,875	4,900	4,900	5,152	5,027
Computer sessions (000)	3,214	3,141	2,862	2,600	2,600	1,026	955
Wireless sessions	2,650,115	3,045,409	3,248,300	3,090,000	3,090,000	1,190,500	1,034,256
Program sessions	91,281	108,291	110,390	95,000	95,000	34,697	32,427
Program attendance	1,713,362	1,983,369	1,976,390	1,700,000	1,700,000	635,491	606,011
Library card holders (000)	2,060	2,031	2,229	2,020	2,020	NA	NA
Active library cards (000)	729	706	1,289	*	*	864	908
New library card registrations	277,641	315,137	296,419	*	*	103,684	154,251
Total library attendance (000)	13,867	13,666	12,736	11,400	11,400	4,519	4,267

The following performance measures are highlighted in the PMMR for the research libraries. The research libraries have seen an increase in program sessions and in program attendance in the first four months of Fiscal 2019 when compared to the same period in the prior year. Both program sessions and program attendance has seen an upward trend in the recent years. NYPL increased the Fiscal 2019 target for ‘Total library attendance’ at research libraries to reflect traffic diverted from the closed Mid-Manhattan Library building and from increased tourism. Reference queries and total library attendance have been higher in the first four months of Fiscal 2019 when compared to the same period in Fiscal 2018. NYPL reduced the Fiscal 2019 target for ‘Reference queries’ in this PMMR for research libraries due to ongoing capital work in the Stephen A. Schwarzman Building and Science, Industry and Business Library locations.

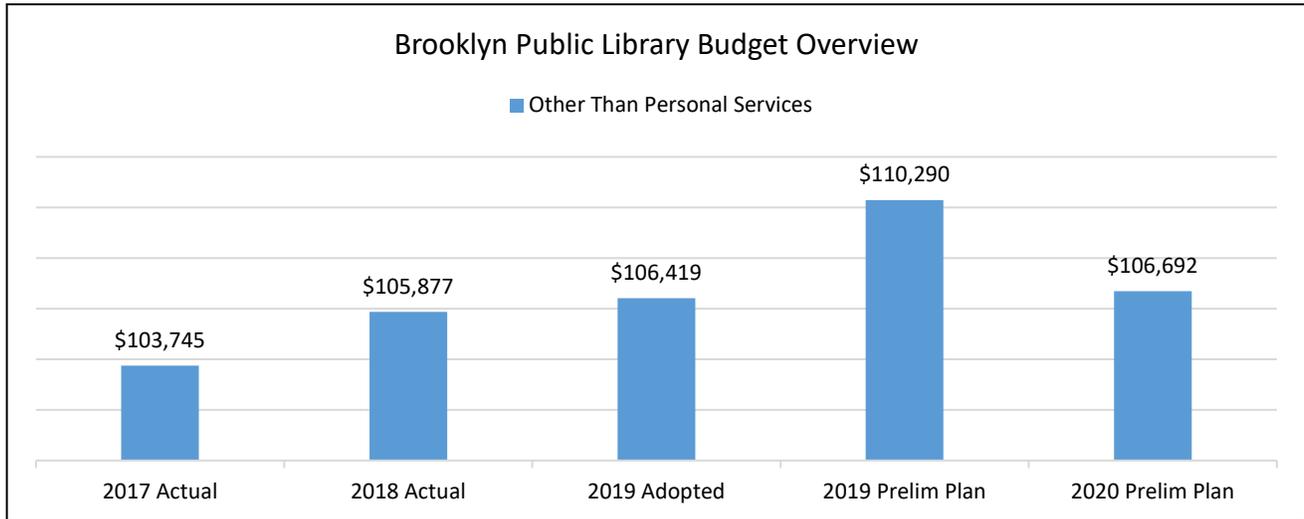
Research Libraries Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Average weekly scheduled hours	51.3	51.3	53.3	53.3	53.3	53.3	53.3
Libraries open seven days per week (%)	25%	25%	25%	25%	25%	25%	25%
Libraries open six days per week (%)	100%	100%	100%	100%	100%	100%	100%
Reference queries (000)	514	517	521	490	490	99	146
Program attendance	100,330	101,554	102,481	92,000	92,000	23,611	31,287
Total library attendance (000)	3,744	3,637	4,146	4,150	4,150	1,427	1,629
Program sessions	2,060	2,209	2,885	2,850	2,850	879	987

### Brooklyn Public Library System

The Brooklyn Public Library provides a variety of services and resources to the community. It provides job search and resume writing workshops, immigration consultations, legal services and information sessions. It also provides adult learning programs providing adult learners with opportunities to increase basic skills in reading, writing, and math, prepare for HSE testing, taking the TASC test or

enroll in NEDP, learn English, increase civic engagement and develop the skills to transition to further education and jobs. Other classes include adult Zumba, free knitting and crochet, drawing and watercolor painting, CPR, AED and First Aid Training. BPL provides library-based video visitation for families separated by incarceration, jail-based library services for individuals in NYC Department of Correction (DOC) facilities, and special programs and services for people when they return home.

The Brooklyn Public Library (BPL) consists of 60 branch libraries in the borough of Brooklyn, including a Business Library and Central Library.



BPL’s Fiscal 2020 Preliminary Budget is \$106.7 million, an increase of \$274,000 or less than one percent from the \$106.4 million Fiscal 2019 Adopted Budget. This change reflects a \$274,000 net increase due to collective bargaining increase, offset by Council discretionary funds in Fiscal 2019 that are not in Fiscal 2020 as well as the omission of several one-time funding items such as an Energy Analyst, Culture Pass and Energy Smart program.

**Performance Measures**

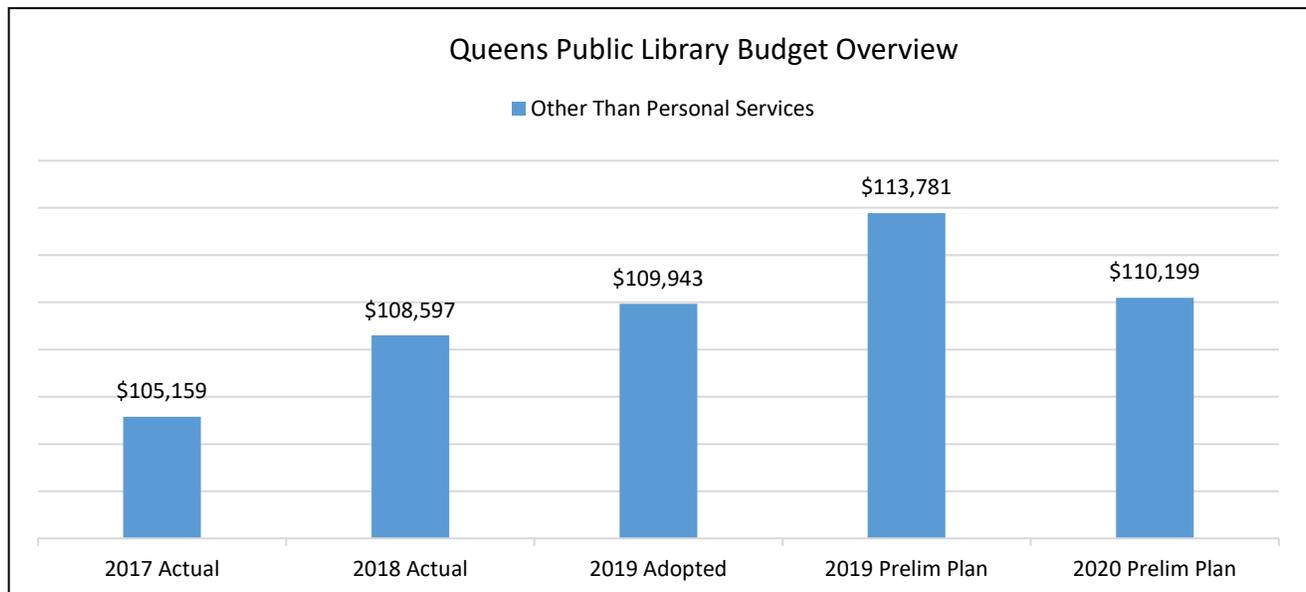
The following performance measures are highlighted in the PMMR for BPL. Notable changes include an increase in program sessions and program attendance for the first four months of Fiscal 2019 when compared to the same period in the prior year. New library card registrations and active library cards in the first four months of Fiscal 2019 have seen a slight increase from the rates during the same period in Fiscal 2018, however total library attendance saw a decline. BPL has revised the method used to calculate its ‘Wireless sessions’ indicator, effective Fiscal 2019. Previously, BPL calculated this indicator counting the number of unique devices connected to its system per month. Now, it counts the number of unique devices affixed to its system per day. The values produced by this revised method are not comparable to previously reported ones.

BPL Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Average weekly scheduled hours	49.3	49.3	49.3	49.3	49.3	49.3	49.3
Libraries open seven days per week (%)	8%	8%	8%	8%	8%	8%	8%
Libraries open six days per week (%)	100%	100%	100%	100%	100%	100%	100%
Circulation (000)	14,585	14,109	13,733	13,870	13,870	4,793	4,485
Reference queries (000)	4,008	4,106	3,801	3,880	3,880	1,054	990
Electronic visits to website (000)	11,161	10,567	9,346	9,534	9,534	3,472	3,886
Computers for public use	1,633	1,772	2,602	2,991	2,991	1,772	2,602
Computer sessions (000)	2,164	1,920	1,763	1,764	1,764	641	590
Wireless sessions	NA	NA	NA	1,525,000	1,525,000	NA	508,868
Program sessions	60,532	63,246	69,248	71,346	71,346	21,819	24,350
Program attendance	991,199	977,147	1,097,001	1,206,701	1,206,701	358,018	383,148
Library card holders (000)	1,523	1,631	1,687	1,721	1,721	NA	NA
Active library cards (000)	630	646	638	*	*	643	652
New library card registrations	126,082	122,670	127,222	*	*	49,243	53,908
Total library attendance (000)	8,686	8,382	7,943	8,022	8,022	2,840	2,804

### Queens Public Library System

The Queens Borough Public Library (QBPL) provides a range of services to the community. The New Americans Program (NAP) provides important services to the area’s new immigrants including workshops and programs that assist in accustoming to the neighborhood and enhance civic engagement. The library system developed a school readiness program called “Kick off to Kindergarten” to raise a child’s pre-literacy skills and give caregivers tools to help develop these skills throughout their child’s school years. Queens Library’s Hip Hop Programs & Culture is dedicated to creating programs and events that examine the five core elements of Hip Hop while recognizing, documenting and celebrating the positive evolution of Hip Hop culture. The library system has developed youth leadership councils to give teens a voice in what is going on in their communities. QBPL’s Adult Learner Program (ALP) provides ESOL, Adult Basic Education and pre-High School Equivalency instruction at seven Adult Learning Centers (ALCs). Case management and technology training are provided.

The Queens Borough Public Library consists of 65 service locations, including 61 community libraries, the Central Library, seven Adult Learning Centers and two Family Literacy Centers.

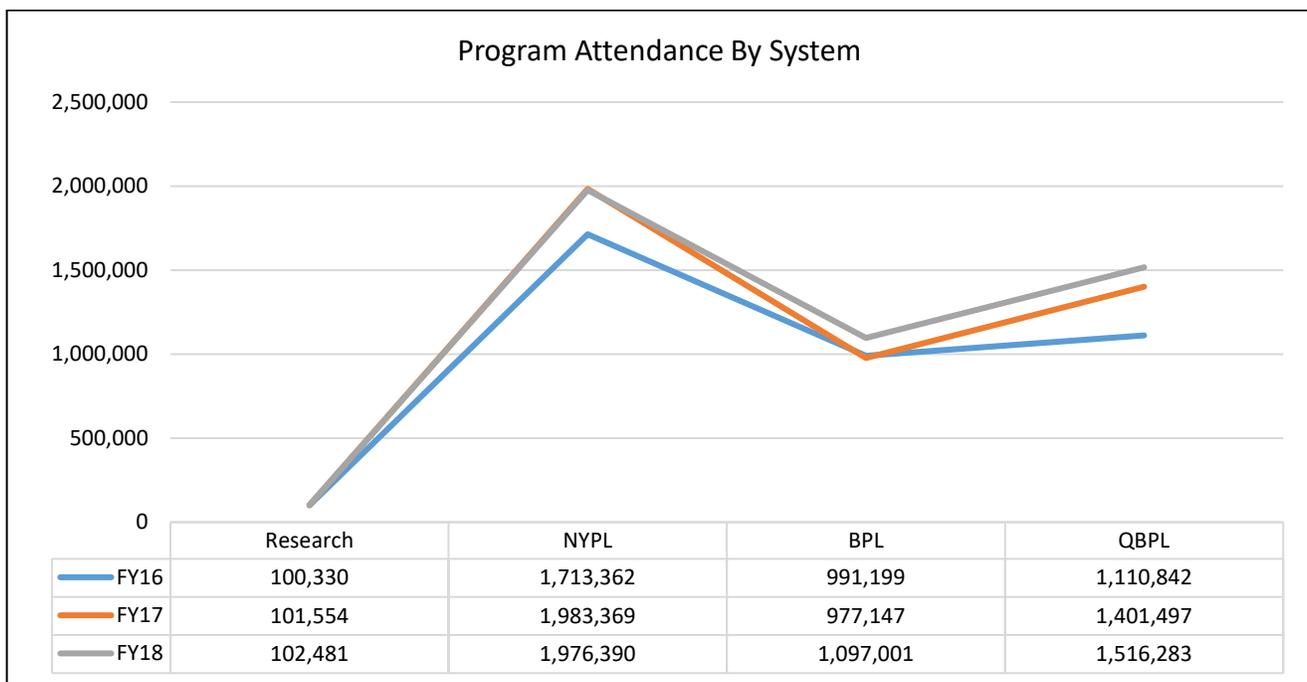
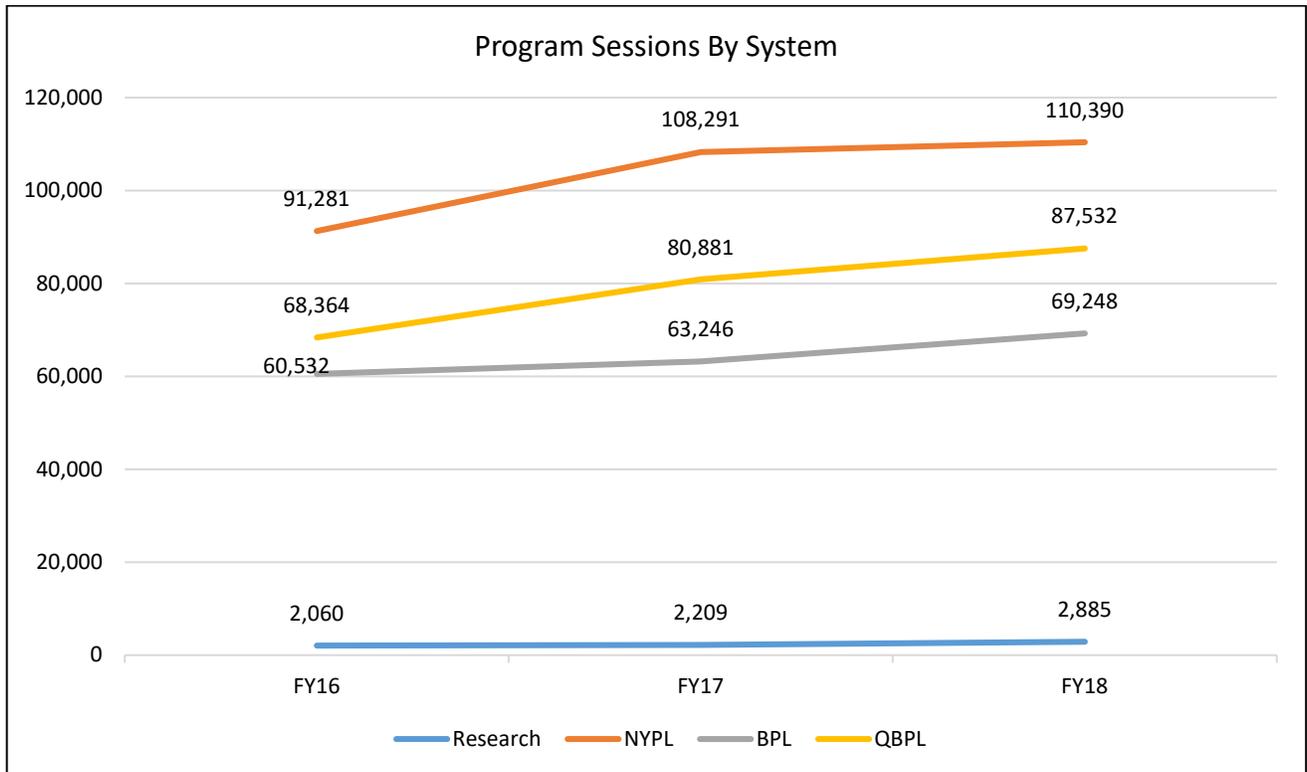


QBPL's Fiscal 2020 Preliminary Budget is \$110.2 million, an increase of \$255,000 or less than one percent from the \$110 million Fiscal 2019 Adopted Budget. This change reflects a \$255,000 net increase due to collective bargaining increase, offset by Council discretionary funds in Fiscal 2019 that are not in Fiscal 2020.

### Performance Measures

The following performance measures are highlighted in the PMMR for QBPL. Notable changes include an increase in program attendance and program sessions for the first four months of Fiscal 2019 when compared to the same period in the prior year. Both these indicators have seen an upward trend over the last few years. In the first four months of Fiscal 2019, computers for public use saw a large decline when compared to the same period in the prior year. In the first four months of Fiscal 2019 total library attendance, new library card registration, and active library cards were lower than in the same period last year.

QBPL Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Average weekly scheduled hours	46.3	44.8	46	44.8	44.8	47	45.4
Libraries open seven days per week (%)	3%	3%	3%	3%	3%	3%	3%
Libraries open six days per week (%)	100%	100%	100%	100%	100%	33%	100%
Circulation (000)	13,091	12,784	12,413	13,500	13,500	4,416	4,118
Reference queries (000)	3,443	2,808	2,894	4,900	4,900	1,080	948
Electronic visits to website (000)	7,725	7,297	7,347	8,500	8,500	2,558	2,287
Computers for public use	1,967	9,494	7,741	12,100	12,100	9,753	6,713
Computer sessions (000)	3,040	2,957	2,908	3,500	3,500	1,046	973
Wireless sessions	477,230	NA	480,078	555,000	555,000	184,706	142,179
Program sessions	68,364	80,881	87,532	90,000	90,000	28,534	29,285
Program attendance	1,110,842	1,401,497	1,516,283	1,600,000	1,600,000	524,489	609,881
Library card holders (000)	841	1,400	1,484	1,500	1,500	NA	NA
Active library cards (000)	841	806	795	*	*	845	793
New library card registrations	103,457	101,914	110,070	*	*	39,031	38,221
Total library attendance (000)	11,247	11,223	11,411	12,360	12,360	4,159	3,901



The charts above illustrate a common trend of increase in program session and program attendance for the systems in general.

## Capital Plan Overview

On February 7, 2019, Mayor Bill de Blasio released the Preliminary Ten-Year Capital Strategy for Fiscal Years 2020-2029 (the Ten-Year Strategy), the Capital Commitment Plan for Fiscal 2019-2023 (the Commitment Plan) and the Fiscal 2020 Preliminary Capital Budget (the Capital Budget).

This section will provide an overview of the Preliminary Ten-Year Strategy, 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.

### Preliminary Ten-Year Capital Strategy Fiscal 2020-2029

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.

#### Preliminary Ten-Year Capital Strategy (PTYC)

The City’s Ten-Year Capital Strategy for Fiscal 2020-2029 totals \$104.1 billion in all funds. Mandated by the New York City Charter, the Ten-Year Strategy provides information on the comprehensive infrastructure planning that the City undertakes 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.

For the Libraries, the Ten-Year Capital Strategy provides \$778.3 million in Fiscal 2020–2029 for capital construction and reconstruction projects. This is \$174.1 million greater than what was in the Ten-Year Capital Strategy for the agency the last time it was released in Fiscal 2018 for the period Fiscal 2018-2027.

As illustrated in the chart below, the Preliminary Ten-Year Capital Strategy is front loaded and does not reflect accurately how the funds will be used.



The Libraries’ capital funding is divided into seven categories of need as illustrated by the chart below:

**Libraries Ten-Year Capital Strategy by Category**

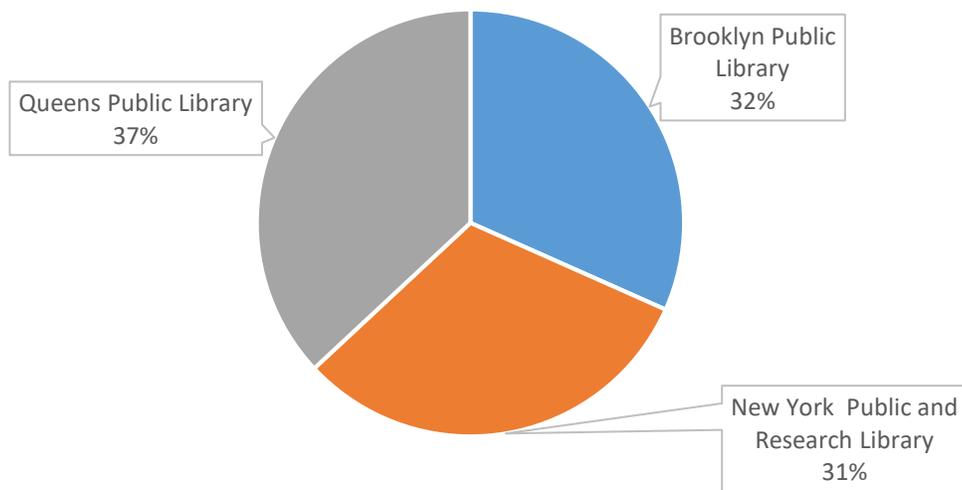
(Dollars in thousands)

Fiscal 2020-2029 Preliminary Ten-Year Capital Strategy											
Dollars in Thousands	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	Total
<b>New York Research Library</b>											
Expansion and Construction	\$0	\$221	\$0	\$221	\$221	\$353	\$0	\$0	\$174	\$17	\$1,207
Improvements to Existing Facilities	215	40	172	644	14	0	0	0	0	0	1,085
Essential Reconstruction of Facilities	46	0	221	84	162	137	228	235	244	254	1,611
<b>Subtotal New York Research Library</b>	<b>\$261</b>	<b>\$261</b>	<b>\$393</b>	<b>\$949</b>	<b>\$397</b>	<b>\$490</b>	<b>\$228</b>	<b>\$235</b>	<b>\$418</b>	<b>\$271</b>	<b>\$3,903</b>
<b>Brooklyn Public Library</b>											
Rehabilitation and Relocation	\$0	\$54	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$54
Essential Reconstruction of Facilities	69,811	119,280	25,342	18,853	735	760	784	808	840	874	238,087
Reconst. Necessary to Maintain Facility	7,588	701	0	0	0	0	0	0	0	0	8,289
<b>Subtotal Brooklyn Public Library</b>	<b>\$77,399</b>	<b>\$120,035</b>	<b>\$25,342</b>	<b>\$18,853</b>	<b>\$735</b>	<b>\$760</b>	<b>\$784</b>	<b>\$808</b>	<b>\$840</b>	<b>\$874</b>	<b>\$246,430</b>
<b>New York Public Library</b>											
Access for the Handicapped	\$200	\$500	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$700
Expansion and Construction	4,969	0	609	1,397	0	0	0	0	0	0	6,975
Improvements to Existing Facilities	7,186	2,108	0	17,913	11	0	0	0	0	0	27,218
Essential Reconstruction of Facilities	105,623	30,166	6,783	30,044	10,851	4,806	3,724	4,006	3,372	3,655	203,030
Reconst. Necessary to Maintain Facility	3	600	107	0	0	0	0	0	0	0	710
Support Services Improvements	245	1,546	40	0	0	0	5	0	0	0	1,836
<b>Subtotal New York Public Library</b>	<b>\$118,226</b>	<b>\$34,920</b>	<b>\$7,539</b>	<b>\$49,354</b>	<b>\$10,862</b>	<b>\$4,806</b>	<b>\$3,729</b>	<b>\$4,006</b>	<b>\$3,372</b>	<b>\$3,655</b>	<b>\$240,469</b>
<b>Queens Public Library</b>											
Replacement Branches	\$9,480	\$30,726	\$20,842	\$5,851	\$0	\$0	\$0	\$0	\$0	\$0	\$66,899
Essential Reconstruction of Facilities	16,151	57,519	36,572	22,549	771	796	821	846	880	915	137,820
Reconst. Necessary to Maintain Facility	14,111	42,518	1,448	0	0	0	0	0	0	0	58,077
Support Services Improvements	8,547	11,067	5,131								24,745
<b>Subtotal Queens Public Library</b>	<b>\$39,742</b>	<b>\$130,763</b>	<b>\$58,862</b>	<b>\$28,400</b>	<b>\$771</b>	<b>\$796</b>	<b>\$821</b>	<b>\$846</b>	<b>\$880</b>	<b>\$915</b>	<b>\$287,541</b>
<b>TOTAL</b>											<b>\$778,343</b>

**2020-2029 Preliminary Ten-Year Capital Strategy**

(Dollars in Thousands 000's)

Libraries Preliminary Ten Year Capital Strategy



**Highlights of the Preliminary Ten-Year Capital Strategy**

In their Preliminary Ten-Year Capital Strategy, the libraries focus on the protection of the growing collection of library materials, reconstruction of branches, increasing accessibility for people with disabilities and upgrading the technology infrastructure to improve online and computer access.

**Brooklyn Public Library (BPL)**

The Preliminary Ten-Year Capital budget for BPL is \$246.4 million. The majority of this funding (\$238.1 million) is for essential reconstruction of facilities and the remaining \$8.3 million is for reconstruction necessary to maintain facilities. Of the \$246.4 million, \$93.1 million is allocated for the comprehensive renovation of five library branches. They include Brownsville, Canarsie, Easter Parkway, New Lots and New Utrecht. Funding of \$9.9 million has been allocated for an interior and exterior rehabilitation at the Borough Park branch. Additional funding for other branches focuses on public service enhancements, cyclical replacements of building components (roofs, HVAC systems, and boilers), and Americans with Disabilities Act (ADA) compliance.

**New York Public Library (NYPL) and Research Libraries**

The Preliminary Ten-Year Capital budget for the NYPL and Research Libraries is \$244.4 million. Of this \$244.4 million, \$204.7 million is for essential reconstruction of facilities, \$8.2 million is for the expansion and construction of facilities, \$28.3 million is for improvements to existing facilities, \$1.8 million is for support services improvement, \$700,000 is for access for the handicapped and \$700,000 is for reconstruction necessary to maintain facilities. An amount of \$75.9 million is allocated for the comprehensive renovation of five Carnegie branches, including 125th Street, Fort Washington, Melrose, Hunt's Point and Port Richmond. All five branches will receive full interior and exterior renovations. This will include the replacement or upgrade of all building systems, vertical transportation, AV/IT infrastructure, roofs, windows, new finishes, floor reconfigurations and initial outfitting. There is \$17.4 million allocated for construction of a new Westchester Square branch. Additional funding for other branches focuses on maintaining and upgrading facilities, including roof, window, and door replacements, and Americans with Disabilities Act (ADA) compliance.

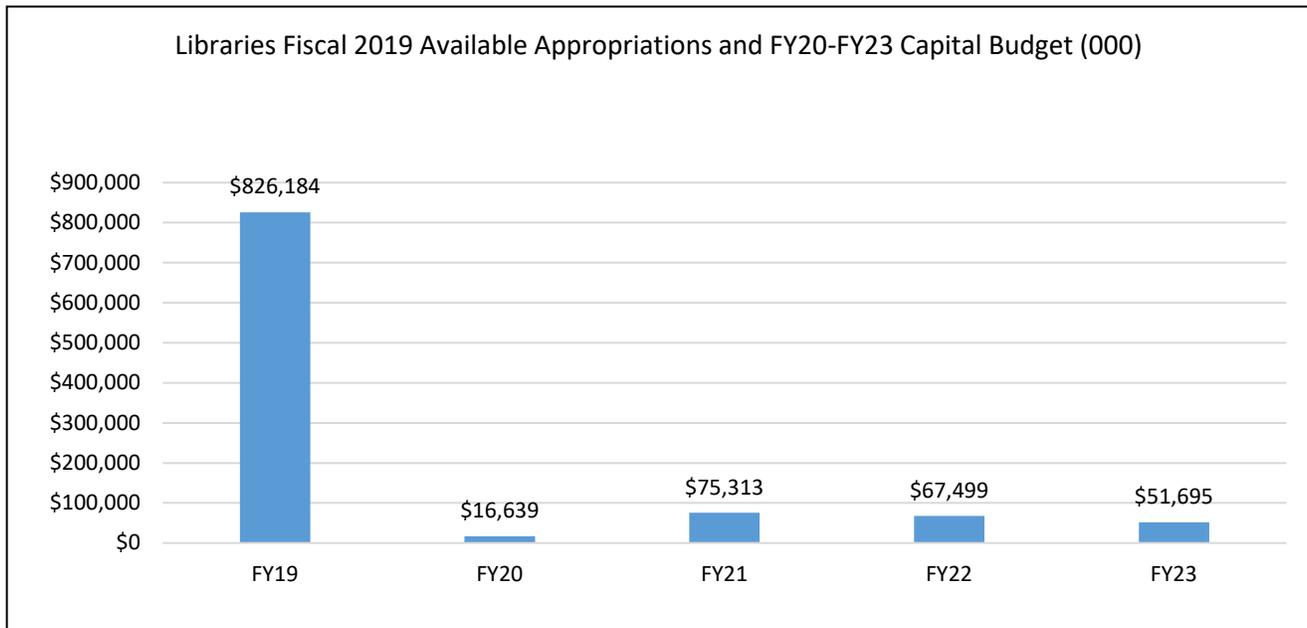
**Queens Borough Public Library (QBPL)**

The Preliminary Ten-Year Capital budget for QBPL is \$287.5 million. Of this \$287.5 million, \$137.8 million is for essential reconstruction of facilities, \$66.9 million is for the replacement of branches, \$58.1 million is for reconstruction necessary to maintain facilities and \$24.7 million is for support services improvements. Funding totaling \$87.3 million has been allocated for comprehensive renovations, new construction and expansion of branches. A total of \$25 million has been allocated for an expansion and renovation at Corona Branch Library. Additional funding for other branches will focus on renovations and rehabilitations, systems upgrades, and cyclical replacements of building components which include roofs, windows, and doors).

**Capital Program****Fiscal 2020 Preliminary Capital Budget and Commitment Plan for Fiscal 2019-2023**

The Capital Budget provides the requested appropriations for Fiscal 2019 and planned appropriations for Fiscal 2020 to Fiscal 2023. 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 2019 or the amount of funding that may be reappropriated or rolled into Fiscal 2020 in the Executive and/

or Adopted Budget. This report will provide an overview of the Capital Budget and Commitment plan for the Library Systems.



As shown in the chart at above, the Libraries’ Fiscal 2020 Preliminary Capital Budget includes \$211.1 million in Fiscal 2020-2023. This represents less than one percent of the City’s total \$52.8 billion Capital Budget for Fiscal 2020-2023. Available appropriations for Fiscal 2019 total \$826.2 million. This includes \$724.8 million in reauthorized prior appropriations and \$138.1 million in adopted Fiscal 2019 appropriations, less actual commitments in the current fiscal year.

The Fiscal 2020 Preliminary Capital Commitment Plan, which covers Fiscal 2019-2023, includes \$982.6 million for the Library Systems (including City and Non-City funds). This represents less than one percent of the City’s total \$80.1 billion Preliminary Plan for Fiscal 2019-2023. Libraries’ Preliminary Commitment Plan for Fiscal 2019-2023 is \$26.7 million less than the Adopted Commitment Plan. This Commitment Plan includes 34 budget lines and 553 project IDs.

The total available appropriations for Fiscal 2019 are \$826.2 million against planned commitments totaling \$246.6 million. This excess balance of \$579.6 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 that it appears from this variance alone.

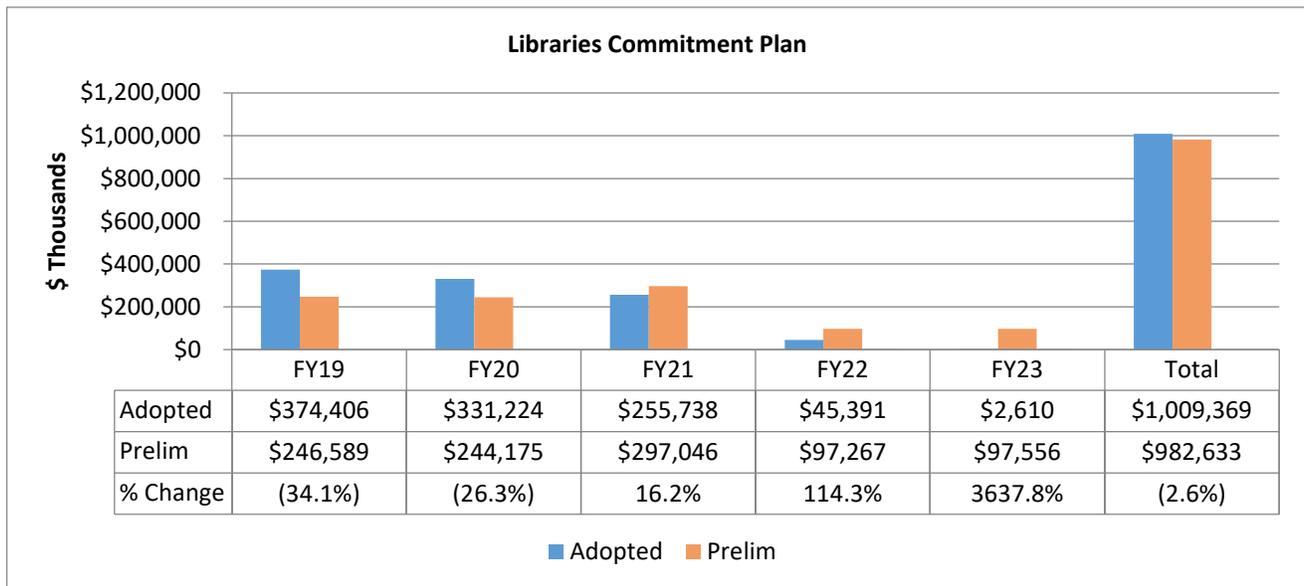
The majority of the capital projects span multiple fiscal years and it is therefore common practice for an agency to roll unspent capital funds into future fiscal years. In Fiscal 2018, the Library systems committed \$235.6 million or 46.5 percent of their annual capital plan of \$506.8 million. Therefore, it is assumed that a significant portion of the Libraries’ Fiscal 2019 Capital Plan will be rolled into Fiscal 2020, thus increasing the size of the Fiscal 2020-2023 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. This is a combination of both an increase in actual commitments, and a plan that

more accurately reflects what the Libraries plan to commit. The City’s commitment rate as a whole improved greatly in 2018 with a total commitment rate of 70 percent.

New York Public Library (NYPL) had a commitment in Fiscal 2018 of over 100 percent. After the release of the Executive Plan, around \$140.8 million was advanced from Fiscal 2019 to Fiscal 2018 as NYPL successfully worked with OMB and DDC in registering the Mid-Manhattan Library (MML) construction Library Capital Grant (LCG) In Fiscal 2018. All agencies, including the libraries, were required to adjust their planning to more accurately reflect when commitments would be made as a part of their Executive Plan submissions. Since NYPL was uncertain on whether the Midtown Manhattan Library construction LCG would be approved in Fiscal 2018 and to meet the capital targets, that funding remained in Fiscal 2019 until the CP was approved and the LCG contract was submitted to the Comptroller's office for registration. Hence, the plan does not more accurately reflect the actual commitment in Fiscal 2018 with NYPL having a commitment rate of 219 percent. The vast majority of the Fiscal 2018 commitments (\$150.7 million of the \$167.6 million) consisted of the registrations of both the Midtown Manhattan Library design pass-through (\$9.9 million) and the Midtown Manhattan Library construction LCG (\$140.8 million).

Brooklyn Public Library (BPL) had a commitment rate of 68.8 percent and Queens Public Library had a commitment rate of 35.9 percent. For QBPL, the commitment rate for Fiscal 2018 was higher than the previous year primarily due to the registration of the construction contracts for the Far Rockaway project at \$32.6 million.



### Preliminary Capital Budget Highlights

Major changes and highlights in the Libraries’ Preliminary Capital Plan for Fiscal 2019-2023 are below.

#### New York Public Library

There is \$299 million (including city and non-city) in the Fiscal 2019-2023 Preliminary Capital Plan for the NYPL branches.

**Westchester Square Branch.** The Westchester Square branch construction is currently budgeted at \$17.4 million (City funds). Funding will finance construction of a new two-story branch library located on a corner site at the Westchester Square Plaza in the Bronx. The 12,000 square foot facility will

include spaces for adults, teens and children with full ADA accessibility. Funding includes site acquisition and the demolition of existing buildings.

**Charleston Branch Library.** The Plan includes \$11.1 million (City funds) for site selection and new branch construction of the Charleston Branch Library in Staten Island. This new one-story structure will be approximately 10,000 square feet, and will be located just west of Bricktown Centre in an 11-acre site being developed as part of the Charleston mixed-use development. This branch will provide library services to Charleston and neighboring Rossville communities.

**Other Major Capital Projects.** Other major capital projects include: the 125th Street Branch renovation; the Fort Washington Branch renovation; the Hunts Point Branch renovation; the Port Richmond Branch and the Melrose Branch renovation. The scope of work for these projects includes the renovation of the interiors and exteriors of the buildings in order to provide facilities that align with the programmatic goals and missions of NYPL. Funding will be used for the replacement of all building systems, vertical transportation, restrooms, AV and IT infrastructure, upgrades to the building envelop, new finishes and initial outfitting of the facility.

### Queens Borough Public Library

There is \$345.4 million (including City and non-city) in the Fiscal 2019-2023 Preliminary Capital Plan for QBPL.

**Corona and Douglaston Branch.** Highlighted projects include \$27 million for the expansion of the Corona Branch. The project is being managed by DDC. Douglaston Branch improvements is budgeted at \$26 million and will also be handled by DDC. Funds will be used to construct a new and expanded version of the Douglaston community library at its current location.

**Far Rockaway, Central and Rego Park Branch.** Construction work for the new Far Rockaway community library, a project with a total budget of \$44 million has commenced. Complete renovation of the Central Library is underway and a total of \$23.9 million of City funding has been allocated for this project. A total budget of \$33 million has been allocated to construct a new and expanded version of the Rego Park community library at its current location.

**Other Major Capital Projects.** Other projects include \$3.6 million of city funding for interior renovation at the Bay Terrace Branch, \$8.7 million for the expansion and renovation of the Baisley Park Branch which includes new boiler and AC replacement, \$8.1 million for the renovation of the Richmond Hill Branch, \$2.7 million for various improvements at the St. Albans Branch and \$2.7 million for Hunter Point's Library for Final Fit & Equipment.

### Brooklyn Public Library

There is \$304.4 million (including City and non-city) in the Fiscal 2019-2023 Preliminary Capital Plan for BPL.

**Overhaul of Five Branches.** About \$155.7 million of the \$304.5 million has been dedicated to a comprehensive branch overhaul program which includes Arlington, Brownsville, Canarsie, Eastern Parkway, New Utrecht, New Lots, Red Hook, Walt Whitman and Washington Irving branches. Eastern Parkway, Brownsville and New Utrecht are in the midst of a comprehensive community engagement and are currently in design. BPL is initiating projects at Canarsie and New Lots and is undertaking an extensive community engagement process. Arlington, Walt Whitman and Washington Irving are all in the design phase with DDC. Other upcoming comprehensive projects include Red Hook and Borough Park, which started out as infrastructure upgrades but have grown into larger branch overhauls. Finally, East Flatbush and Rugby are currently in construction.

**Brooklyn Heights Borough Park Branch and Central Library.** Brooklyn Heights has been allocated \$11 million for the brand new 26,620 square foot library. The Borough Park Branch has been allocated \$9.9 million for a complete renovation, including an interior and exterior renovation. BPL's flagship Central Library is undergoing a large multiphase renovation. Phase 1, which is currently underway, includes infrastructure upgrades and new elements such as a Popular Library and Civic Commons.

**Multiple Projects.** A total of \$28.7 million has been allocated for capital projects at; Washington Irving (branch renovation and roof replacement - \$9 million); Walt Whitman (branch renovation and roof replacement - \$6.8 million); Arlington (branch renovation, boiler replacement, HVAC replacement and fire safety- \$8.1 million); and Ulmer Park (branch infrastructure - \$4.8 million). There are \$36.1 million in renovations planned for the Central Library and this includes: elevator repairs; emergency and safety systems update; heating, ventilation; air conditioning (HVAC) replacement; and bathroom repairs. Other projects include: \$3.2 million for the renovation of the Carroll Gardens mezzanine for teens and the replacement of the HVAC unit; \$4 million for the renovation of the Pacific branch to make is accessible to patrons with disabilities; and \$3.1 million for a heating and cooling upgrade and roof replacement at Bedford.

### New York Research Libraries

There is \$33.7 million (including City and non-city funds) in the Fiscal 2019-2023 Preliminary Capital Plan for Research Libraries. The majority of the capital funding, \$13.5 million (City funds), is earmarked for renovations of the Schomburg Center for Research. This project is nearing full completion with all of the newly renovated areas being available for public usage. The renovations included:

- Complete renovation of the Landmark Building; which includes new research space, gallery space, staff space and conditioned storage for collections;
- Renovation of the Rare Books Reading Room on the second floor of the Schomburg Building;
- An exterior signage system that connects what is happening inside the Schomburg to the surrounding community;
- Construction of a two-story annex that includes a new expanded gift shop at ground level and conference room on second floor;
- Improvements to the Langston Hughes Auditorium, including a state-of-the-art sound system;
- Replacement of roofs on both the Landmark and Langston Hughes' Buildings; and
- Upgrades to building systems, including HVAC air distribution, fire alarms, and security.

### Conclusion

In Fiscal 2017, the Library system only committed \$18.5 million or 4.3 percent of its annual capital plan of \$433.6 million. Therefore, Fiscal 2018 saw a significant improvement from the Fiscal 2017 commitment rate of 4.3 percent. This is a combination of both an increase in actual commitments, and a plan that more accurately reflects what the Libraries plan to commit. However there is room for much more improvement in the Ten-Year Capital Strategy which is basically at five-year plan for the Libraries. The systems have pushed for inclusion in the Ten-year Plan process but have not yet been allowed to participate. A more accurate projection, along with clear, consistent and close communication with their partners at the Department of Design and Construction (DDC) will position the systems to be able to commit much larger portions of their Capital Plan than in the up-coming years.

## Appendices

### A: Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	FY19			FY20		
	City	Non-City	Total	City	Non-City	Total
NYPL Research	\$28,198	\$0	\$28,198	\$28,148	\$0	\$28,148
NYPL	143,159	0	143,159	138,671	0	138,671
BPL	106,419	0	106,419	103,263	0	103,263
QBPL	109,943	0	109,943	106,252	0	106,252
<b>Libraries Budget as of the Fiscal 2019 Adopted Budget</b>	<b>\$387,719</b>	<b>\$0</b>	<b>\$387,719</b>	<b>\$376,334</b>	<b>\$0</b>	<b>\$376,334</b>
<b>New Needs</b>						
QBPL Cooling Center Reimbursement	\$41	\$0	\$41	\$0	\$0	\$0
<b>Subtotal, Other Adjustments</b>	<b>\$41</b>	<b>\$0</b>	<b>\$41</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Other Adjustments</b>						
Research - DC 37 Collective Bargaining	\$508	\$0	\$508	\$856	\$0	\$856
NYPL - DC 37 Collective Bargaining	2,500	0	2,500	4,222	0	4,222
NYPLFY19 NYCCC Program-NYPL	0	333	333	0	0	0
NYPL Load Management Projects	0	10	10	0	0	0
BPL DC 37 Collective Bargaining	1,860	0	1,860	3,147	0	3,147
BPL Energy Manager	0	95	95	0	0	0
BPL FY19 NYC SAFETY- TemF funding	0	158	158	0	0	0
FY19 NYCCC -BPL	0	730	730	0	0	0
YALP REALIGNMENT BKPL	0	440	440	0	0	0
QBPL Clean Energy	0	30	30	0	0	0
QBPL DC 37 Collective Bargaining	2,142	0	2,142	3,626	0	3,626
QBPL Energy Smart Competition	0	54	54	0	0	0
FY19 NYCCC-QBPL	0	534	534	0	0	0
YALP BUDGET REALIGNMENT QPL	0	615	615	0	0	0
NYPL City Council Member Items Reallocation	45	0	45	0	0	0
BPL CC Member Items Reallocation.	50	0	50	0	0	0
BPL L300 Collective Bargaining	3	0	3	6	0	6
BPL Mgrl OJ Collective Bargaining	162	0	162	277	0	277
BPL CulturePass/LibraryPartnership	0	156	156	0	0	0
BPL Energy Analyst	0	75	75	0	0	0
BPL Energy Smart Competition	0	46	46	0	0	0
BPL ExCEL Projects Round 2	0	96	96	0	0	0
QBPL CC Member Items Reallocation.	121	0	121	0	0	0
QBPL L300 Collective Bargaining	3	0	3	6	0	6
QBPL Managerial and OJ Collective Bargaining	184	0	184	316	0	316
Queensbridge Tech Lab (TEMF)	0	114	114	0	0	0
<b>Subtotal, Other Adjustments</b>	<b>\$7,578</b>	<b>\$3,486</b>	<b>\$11,064</b>	<b>\$12,456</b>	<b>\$0</b>	<b>\$12,456</b>
<b>TOTAL, All Changes</b>	<b>\$7,619</b>	<b>\$3,486</b>	<b>\$11,105</b>	<b>\$12,456</b>	<b>\$0</b>	<b>\$12,456</b>
<b>Libraries Budget as of the Fiscal 2020 Preliminary Budget</b>	<b>\$395,338</b>	<b>\$3,484</b>	<b>\$398,822</b>	<b>\$388,788</b>	<b>\$0</b>	<b>\$388,788</b>

**B: Program Areas****New York Public Library**

<b>New York Public Library</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Other Than Personal Services</b>						
Fixed and Misc Charges	\$126,448	\$128,145	\$130,522	\$134,015	\$130,863	\$340
Other Services and Charges	11,584	11,744	12,636	12,030	12,030	(606)
<b>TOTAL</b>	<b>\$138,032</b>	<b>\$139,889</b>	<b>\$143,159</b>	<b>\$146,046</b>	<b>\$142,893</b>	<b>(\$266)</b>
<b>Funding</b>						
City Funds			\$143,159	\$145,703	\$142,893	(\$266)
Intra City			0	342	0	0
<b>TOTAL</b>	<b>\$138,032</b>	<b>\$139,889</b>	<b>\$143,159</b>	<b>\$146,046</b>	<b>\$142,893</b>	<b>(\$266)</b>

*\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

**New York Research Library**

<b>New York Research Library</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Other Than Personal Services</b>						
Fixed & Misc. Charges	24,490	24,900	24,900	25,409	25,707	\$806
Other Services & Charges	3,293	3,175	3,297	3,297	3,297	\$0
<b>TOTAL</b>	<b>\$27,783</b>	<b>\$28,075</b>	<b>\$28,198</b>	<b>\$28,706</b>	<b>\$29,004</b>	<b>\$806</b>
<b>Funding</b>						
City Funds			\$28,198	\$28,706	\$29,004	\$806
<b>TOTAL</b>	<b>\$27,783</b>	<b>\$28,075</b>	<b>\$28,198</b>	<b>\$28,706</b>	<b>\$29,004</b>	<b>\$806</b>

*\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

**Brooklyn Public Library**

<b>Brooklyn Public Library</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Other Than Personal Services</b>						
Contractual Services	-	-	-	-	-	-
Professional Services	\$0	\$0	\$2	\$2	\$2	\$0
Fixed & Misc. Charges	101,510	103,375	102,457	107,957	104,360	1,902
Other Services & Charges	2,235	2,502	3,958	2,329	2,329	(1,629)
Supplies & Materials	0	0	1	1	1	0
<b>TOTAL</b>	<b>\$103,745</b>	<b>\$105,877</b>	<b>\$106,419</b>	<b>\$110,290</b>	<b>\$106,692</b>	<b>\$274</b>
<b>Funding</b>						
City Funds			\$106,419	\$108,494	\$106,692	\$274
Intra City			0	1,796	0	0
<b>TOTAL</b>	<b>\$103,745</b>	<b>\$105,877</b>	<b>\$106,419</b>	<b>\$110,290</b>	<b>\$106,692</b>	<b>\$274</b>

*\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

**Queens Borough Public Library**

<b>Queens Public Library</b>						
<i>Dollars in Thousands</i>						
<i>Dollars in Thousands</i>	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Other Than Personal Services</b>						
Fixed & Misc. Charges	\$102,307	\$105,571	\$105,832	\$111,228	\$107,646	\$1,814
Other Services & Charges	2,852	3,026	4,111	2,553	2,553	(1,559)
<b>TOTAL</b>	<b>\$105,159</b>	<b>\$108,597</b>	<b>\$109,943</b>	<b>\$113,781</b>	<b>\$110,199</b>	<b>\$255</b>
<b>Funding</b>						
City Funds			\$109,943	\$112,435	\$110,199	\$255
Intra City			0	1,346	0	0
<b>TOTAL</b>	<b>\$105,159</b>	<b>\$108,597</b>	<b>\$109,943</b>	<b>\$113,781</b>	<b>\$110,199</b>	<b>\$255</b>

*\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

**C: Council Initiatives****Fiscal 2019 Subsidy**

In Fiscal 2019, the City Council allocated a one-time funding of \$8 million split between the three systems to continue to provide the same level of service they delivered during the nearly 37 million collective visits in the prior fiscal year. Along with increasing programming and circulation, the library systems have also seen a rise in the cost of materials, staff, and operating expenses. Funds allowed the systems to maintain physical spaces and cover repairs and upkeep that are not eligible for capital funding. The cost of providing six-day services has increased over the years and substantial funding is needed by the systems to sustain operations and ensure the libraries continue to provide vital programs to their patrons and the communities. The subsidy was used by the systems for staffing, programming, collections and building maintenance.

**City's First Readers**

The City's First Readers was founded in Fiscal 2015 to support a coalition of non-profit organizations that foster literacy development through direct programming, book distribution, parent engagement and in-home training. The initiative focuses on children ages 0 to 5 with a goal of helping children achieve reading proficiency by the third grade. The libraries received \$975,000 through this citywide initiative.

**Digital Inclusion and Literacy Initiative**

The Digital Inclusion and Literacy Initiative was founded in Fiscal 2015 to address disparities in access to the internet and to increase digital literacy throughout the City through programming available in every Council district. The libraries received \$150,000 through this citywide initiative.

**Adult Literacy**

This initiative creates additional basic literacy, English for Speakers of Other Languages and Graduate Equivalency Degree classes for adults who cannot read, write or speak English. In addition, funding also support services such as counseling and case management for students. The library systems received \$202,000 under this initiative.