Financial Plan

The City of New York Fiscal Years 2002–2006

SUMMARY BOOK



The City of New York Michael R. Bloomberg, Mayor

Office of Management and Budget Mark Page, Director

February 13, 2002

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FINANCIAL PLAN Fiscal Years 2002-2006

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Overview

Overview

"We have been attacked: we have been tested; and now we are on the path to renewal and recovery." — Mayor Michael R. Bloomberg, January 30, 2002

Overview

This Financial Plan for Fiscal Years 2002 through 2006 is a first step on the path of renewal and recovery.

- A budget gap for Fiscal Year 2003 of \$4.8 billion is closed, without relying on new taxes, with agency reductions and greater efficiency and with a new partnership forged with the State and Federal governments.
- With the cooperation of the municipal labor force the planned downsizing will be through attrition, severance and early retirement and there will be no layoffs in 2003.
- The budget is balanced with \$1.3 billion of actions which recur annually.

- Since it is not possible overnight to responsibly close a budget gap of \$4.8 billion exclusively with agency reductions, State authorized TFA* financing will mitigate a portion of the revenue loss caused by the World Trade Center Attack.
- The City's long-term debt burden is eased through new debt management policies and reductions in the City's capital plan.
- Our commitment to keep New York the safest large city in the nation is maintained and funding has been set aside to rebuild the Emergency Command Center.
- ✤ With new methods of presentation, all City debt obligations will be clearly shown.
- City headcount reporting will include per-diem, part-time and seasonal employees so it will be easier to see all the staff available to City agencies.

* Transitional Finance Authority

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City Revenues and City Expenses As Forecasted 9 Months Ago

\$ in Millions

Taxes, Miscellaneous Revenues and Unrestricted Aid
Comparable Expenses



*In practice, surpluses are carried into the next year to reduce expenses (\$2.6 billion of 2002 expenses were prepaid in 2001, so 2002 is balanced).

City Revenues and City Expenses Forecast as of February 2002

\$ in Millions

Taxes, Miscellaneous Revenues and Unrestricted Aid
Comparable Expenses



Financial Plan Gap Projection Before Gap Closing Actions

		Ş	\$ in Millions			
	2002	2003	2004	2005		
June 2001 Adopted Surplus/(Gap)	\$345	(\$3,123)	(\$2,611)	(\$2,236)		
(Increases in Gap)/Decreases in Gap						
Projected Expense Changes after 6/01 Projection*	(\$331)	(\$564)	(\$1,576)	(\$1,952)		
State and Federal Changes from 6/01 Projection	(233)	(246)	(266)	(266)		
Delay in Sale of Off-Track Betting and Other Non-Tax Revenue Changes	(447)	121	226	(37)		
Gap Prior to Revenue Loss	(\$660)	(\$3,812)	(\$4,227)	(\$4,491)		
Projected Tax Revenue Decline Attributed to 9/11	(792)	(1,303)	(1,176)	(1,255)		
Personal Income Tax Cut Not Enacted	172	349	370	390		
Gap to be Closed	(\$1,286)	(\$4,766)	(\$5,033)	(\$5,356)		

* See page 9 for detail

Detail of Projected Expense Changes*

1	Ψ				
2002	2003	2004	2005		
\$72	\$299	\$550	\$759		
152	170	176	181		
100	105	110	115		
17	147	150	150		
157	326	445	527		
(277)	(441)	(65)	(5)		
110	(42)	210	225		
\$331	\$564	\$1,576	\$1,952		
	\$72 152 100 17 157 (277) 110	\$72 \$299 152 170 100 105 17 147 157 326 (277) (441) 110 (42)	\$72 \$299 \$550 152 170 176 100 105 110 17 147 150 157 326 445 (277) (441) (65) 110 (42) 210		

\$ in Millions

Impact of 9/11 on New York City's Economy

In the Aftermath of 9/11, NYC Lost Almost 100,000 Private Sector Jobs

	Number of Jobs Before 9/11*	Number of Jobs Lost After 9/11**
Finance, Insurance and Real Estate	486,600	(25,800)
Services	1,500,700	(34,700)
Construction	127,900	(200)
Trade	635,500	(15,200)
Manufacturing	230,200	(7,500)
Transportation, Communications		
and Public Utilities	213,900	(10,500)
Total Private Sector	3,194,800	(93,900)

*Average for 2001 Q3 (Seasonally Adjusted) **Lost in 2001 Q4 (Seasonally Adjusted)

NYC Will Recover the Lost Jobs by the End of 2006



The 9/11 Attack Pummeled NYC's Tourism Industry: Hotels Fight Back by Slashing Room Rates



A 60% Decline in Wall Street Profits Leads to a Decline of \$800 Million in Tax Payments in 2002



****** Includes general corporation, unincorporated business, bank and personal income tax payments.



* World Trade Center 1 - 7 includes utility and transit properties, and its Post 9/11 market value does not include land value.

Personal Income Taxes, Sales Taxes, Business Taxes and **Real Estate Transaction Taxes Plummeted in 2002 Tax Revenue Growth** 20% Actual Forecast 15% 10% Growth Rate (%) 5% 0% -5% -10% -15% 1988 1990 1992 1996 1998 2000 2004 2006 1994 2002 **Fiscal Year**



2003 Gap Closing Program

Fiscal Year 2003 Gap Closing Program and Effects on 2004-05

\$ in Millions

	2002	2003	2004	2005
Currently Forecasted Gap to be Closed	(\$1,286)	(\$4,766)	(\$5,033)	(\$5,356)
(Increases in Gap)/Decreases in Gap				
City Agency Revenue and Expenses Changes*	\$1,286	\$1,866**	\$1,334	\$1,280
Initiatives Requiring State and Federal Action		800	500	500
Fringe Benefit Cost Containment		500	525	550
Early Retirement/Severance		100	100	100
TFA Financing Required by Event of 9/11		1,500		
Remaining Gap	\$0	\$0	(\$2,574)	(\$2,926)

* See page 20

** \$1.3 Billion of Agency Actions will recur Annually

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2003 Agency Program*

(City Funds \$ in Thousands)

	Adopted ** Budget	Expense	Revenue	Total	Total Reduction
UNIFORMED FORCES					
Police	\$3,033,319	\$118,088	\$94,088	\$212,176	7%
Fire	1,025,060	60,029	2,955	62,984	6%
Sanitation	981,248	118,856	6,650	125,506	13%
Correction	864,010	102,250	2,000	104,250	12%
HEALTH AND WELFARE					
Social Services	3,722,864	53,079	(767)	53,079	1%
Admin. for Children's Services	743,168	131,857	1,828	133,685	18%
Homeless Services	228,434	38,875		38,108	17%
Public Health	580,064	60,213	1,515	61,728	11%
Aging	165,785	26,088		26,088	16%
Youth & Community Dev.	86,183	16,548		16,548	19%
OTHER MAYORAL					
Housing Preservation & Dev.	71,177	10,151	8,530	18,681	26%
Finance	191,112	23,187	4,400	27,587	14%
Transportation	281,709	11,992	12,292	24,284	9%
Parks & Recreation	170,538	19,803	2,150	21,953	13%
Citywide Admin. Services	134,677	14,504	13,900	28,404	21%
Libraries	262,120	39,318		39,318	15%
Cultural Affairs	127,518	19,128		19,128	15%
All Other Agencies	1,251,403	50,926	63,997	114,923	9%
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GRAND TOTAL	\$20,385,126	\$1,341,643	\$221,029	\$1,562,672	8%
City Council	36,630	7,326		7,326	20%
Public Advocate	2,572	514		514	20%
Comptroller	54,599	10,920		10,920	20%
District Attorneys	231,186	16,226		16,226	7%
Borough Presidents	28,665	5,734		5,734	20%
Office of the Mayor	38,771	7,790		7,790	20%
ELECTED OFFICIALS					
CUNY	264,620	12,887		12,887	5%
ННС	850,548	11,535		11,535	1%
Board of Education	\$4,957,146	\$353,819	\$7,491	\$361,310	7%
COVERED ORGANIZATIONS					
	Budget	Expense	Revenue	Total	Reductio
	Adopted **				Total

* Includes January 2002 and November and January 2003 PEGs.

****** Adjusted for Mayoralty Reallocations.

Reduction in the Mayor's Office

	2	002	2003		
	Headcount	\$ in Thousands	Headcount	\$ in Thousands	
Adopted Budget*					
Personal Services Other Expense	531	\$25,684 6,794	497	\$26,165 7,295	
Total	531	\$32,478	497	\$33,460	
Plus On-Loan Positions*	93	\$2,319	0	\$5,311	
Restated Budget	624	\$34,797	497	\$38,771	
Less 20% Reduction	(127)	(\$2,466)		(\$5,324)	
Mayor's Office Headcount*	497				
TOTAL REDUCTION**				(\$7,790)	

* Values exclude the Office of Emergency Management, uniformed personnel and Intracity allocations.

** Over two years

Examples of Cost-Containment Actions

Police	Maintain current size of uniform police force through recruitment to offset retirements and move officers from desk duty to the street through civilianization (\$43 million)
Fire	Use light duty firefighters as battalion aides to put full duty firefighters back on firetrucks and hire 73 new firefighters to reduce overtime spending (\$11 million)
Correction	Permanent Closure of The Brig (Brooklyn Correctional Facility) (\$4.6 million)
Sanitation	Temporary suspension of the Metal, Glass and Plastic Recycling Program while keeping the much more ecologically efficient paper program (\$56.6 million)
Health	Elimination of Research Grants (\$3 million)
Aging	Consolidate 7 underutilized Senior Citizens Centers out of 340 (\$1.2 million)
Children's Services	Postponement of Day Care Expansion (\$79.8 million)
Libraries	Reduction of Library System Subsidies (\$39.3 million)

State and Federal Initiatives

- The Gap Closing Program calls for \$800 million of initiatives which require State and Federal actions.
- We have provided a menu of items totaling \$2.1 billion of which \$1.3 billion are of no additional cost to the State or Federal governments.



New York City's Unrestricted State Aid* Has Decreased Significantly Since 1998- 99 While in the Rest of the State It Has Gone Up



* Unrestricted Aid includes: Per Capita Revenue Sharing, Stock Transfer Incentive Fund, Supplemental and Emergency Aid to Municipalities and Counties.

Source: NYS Adopted Budgets SFY 1998-99 through SFY 2001-02

Financial Impact of Recent State Actions

	\$ in Millions			
	2002	2003	2004	2005
SFY 99-00				
Repeal of Commuter Tax	(\$410)	(\$453)	(\$478)	(\$516)
Personal Income Tax Administration	(21)	(21)	(21)	(21)
Elimination of Funding for Housing State Prisoners	(6)	(6)	(6)	(6)
Repeal of Medicaid Managed Care Takeover	(24)	(24)	(24)	(24)
SFY 00-01				
Permanent Pension COLA Increases	(\$236)	(\$363)	(\$480)	(\$586)
Rent Regulation Administration	(21)	(21)	(21)	(21)
Adult Shelter Cap	(10)	(10)	(10)	(10)
State Imposed Tax Reductions*	(31)	(63)	(110)	(142)
Implementation of PINS Mandate	(0)	(7)	(10)	(10)
Personal Income Tax Administration	(2)	(2)	(2)	(2)
SFY 01-02*				
Elimination of the Stock Transfer Incentive Fund	(\$228)**	(\$114)	(\$114)	(\$114)
Elimination of CHIPS O&M	(13)	(13)	(13)	(13)
Elimination of Local Law Enforcement Funds	(5)	(5)	(5)	(5)
Rent Regulation Administration	(3)	(3)	(3)	(3)
TOTAL	(\$1,010)	(\$1,105)	(\$1,297)	(\$1,473)

* Includes the cost of phase out of sales tax on Utility Transmission and Distribution.

** This amount represents the impact in 2001 and 2002.



Unpaid State Education Aid

- In total, the State Education Department reports that \$432 million in prior claims remain unpaid for school years 1988-89 through 2000-01.
- The Board of Education has already spent \$242 million of this money.





Since 1998 New York City's Tort Liability Has Increased by 51% Because of the Lack of Tort Reform by the State



State Initiatives

	\$ in Millions			
	2003	2004	2005	2006
Proposals with No Cost to the State				
An Increase in the City's Cigarette Tax from \$.08 to \$1.50 Per Pack	\$249	\$246	\$244	\$241
Refinancing Pension Liabilities (Including COLA Phase-In)	286	207	240	151
Debt Finance Reform	100	25	25	25
Early Retirement	100	100	100	100
Tort Reform	100	100	100	100
Parking Violation Fine Increase	62	83	83	83
Flexible Use of Child Care Funding	50	50	50	50
Bond Act for Municipal Recycling	10			
E-911 Land-Line Surcharge	35	35	35	35
Subtotal: No Cost Proposals	\$992	\$846	\$877	\$785
Other Actions				
Restoration of Recent Budget Cuts	\$215	\$215	\$215	\$215
Equity in Correctional Reimbursement	34	68	101	135
Fair Share of Federal Disaster Administration Fee	15			
Increase in State Foster Care Reimbursement Cap	13	13	13	13
Fair Share of Wireless E-911 Surcharge	10	11	12	13
Subtotal : Other Actions	\$287	\$307	\$341	\$376
State Initiatives Total	\$1,279	\$1,153	\$1,218	\$1,161
The City Historically Has Paid More In Federal Taxes Than It Has Received In Federal Spending



New York State Receives The Lowest Possible Federal Medicaid Matching Percentage

Fe	deral Matching Percentage
Mississippi	76.1
West Virginia	75.3
New Mexico	73.0
Montana	72.8
Arkansas	72.6
Idaho	71.0
Texas	60.2
Georgia	59.0
Florida	56.4
Pennsylvania	54.7
California	51.4
New York	50.0

Federal Initiatives

	\$ in Millions			
	2003	2004	2005	2006
Proposals with No Cost to the Federal Government				
Debt Finance Reform	\$150			
Flexible Use of Hazard Mitigation Grant Program	150	100	100	
Federal Welfare Spending Mandate Relief (TANF MOE)	40	10	10	10
Flexible Use of Community Development Block Grant	20	20	20	
Federalization of City Sponsored Public Housing Units	20	20	20	20
Subtotal: No Cost Proposals	\$380	\$150	\$150	\$30
Other Actions				
Fair Share of Homeland Security Funds	\$200	\$200	\$200	\$200
3% Increase in Federal Share of Medicaid Funding*	146	202	210	218
Protection of Foreign Dignitaries (includes reimbursement for the Millennium Summit and Operation BRAVO)	80	50	54	59
Subtotal : Other Actions	\$426	\$452	\$464	\$477
Federal Initiatives Total	\$806	\$602	\$614	\$507

*FY03 can be paid for by using reallocated State Child Health Insurance Program Funding (SCHIP)

The Transitional Finance Authority Will Close \$1.5 Billion of the Revenue Shortfall Caused by the Event of 9/11

- On September 13, 2001 the State amended the TFA authorization to allow for the issuance of up to \$2.5 billion in bonds for costs arising from the event of 9/11.
- The two year (Fiscal Year 2002 and 2003) revenue loss from the event of 9/11 totals \$2.1 billion.



Out-Year Gap Closing Program

Out-Year Gap Closing Plan

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		\$ in Millions					
	2002	2003	2004	2005	2006		
Gap to be Closed February Plan	(\$1,286)	(\$4,766)	(\$5,033)	(\$5,356)	(\$5,565)		
2003 Gap Closing Program							
City Agency Revenue and Expenses Changes	\$1,286	\$1,866*	\$1,334	\$1,280	\$1,278		
Initiatives Requiring State and Federal Action		800	500	500	500		
Fringe Benefit Cost Containment		500	525	550	575		
Early Retirement/Severance		100	100	100	100		
TFA Financing Required by Event of 9/11		1,500					
Remaining Gap	\$0	\$0	(\$2,574)	(\$2,926)	(\$3,112)		
Out-Year Gap Closing Plan							
Additional Agency Programs/Additional Resource	es		\$1,874	\$1,801	\$1,687		
Initiatives Requiring State and Federal Action			500	500	500		
Transportation (Congestion Pricing, EZ-Pass Initia	itives)		100	500	800		
Management and Procurement Efficiency			50	75	75		
Sanitation			50	50	50		
Total Out-Year Gap Closing Program			\$2,574	\$2,926	\$3,112		

* \$1.3 Billion of Agency Actions Recur Annually





The Four Year Capital Plan 2002-2005 Totals \$27.8 Billion in All Funds



Capital Plan Reductions Improve New York City Debt Outlook

2002 - 2006

The City's debt capacity will accommodate the reduced capital plan through 2011; the former plan would have exceeded the capacity in 2004.

Decrease in Capital Commitments Planned(\$3.35 billion)Decrease in Capital Debt Service Spending*(\$0.39 billion)Decrease in Total Capital Borrowing*(\$2.50 billion)

* Includes NYC GO, TFA and TSASC

NYC Historical and Projected Debt Service By Borrowing Entity

\$ in Millions									
		Actual					Forecast	t	
	1998	1999	2000	2001	2002	2003	2004	2005	2006
NYC G.O. ¹	\$2,666	\$2,592	\$2,671	\$2,813	\$2,673	\$2,613	\$2,988	\$3,124	\$3,310
NYC Lease ²	107	121	127	139	169	199	221	260	339
MAC ³	305	469	466	450	458	255	489	490	492
NYC TFA ⁴	27	140	256	426	416	704	899	996	1,024
TSASC ⁵			28	56	55	118	169	199	200
TOTAL	\$3,105	\$3,322	\$3,512	\$3,883	\$3,770	\$3,889	\$4,766	\$5,070	\$5,365

Notes:

¹ New York City General Obligations backed by the full faith and credit of the City

² Includes debt issued by the Dormitory Authority of the State of New York, NYS Housing Finance Agency, Jay Street Development Corp., and other financing entities partially or wholly backed by City lease payments

³ Municipal Assistance Corporation

⁴ NYC Transitional Finance Authority

⁵ Securitization of the tobacco settlement revenues

Tables

Financial Plan Revenue and Expenditures (\$ in Millions)

Revenues	2002	2003	2004	2005	2006
Taxes					
General Property Tax	\$8,536	\$8,861	\$9,290	\$9,689	\$10,105
Other Taxes	12,965	13,159	13,922	14,619	15,523
Tax Audit Revenue	462	427	427	427	427
Miscellaneous Revenues	4,506	4,476	4,519	4,219	3,989
Unrestricted Intergovernmental Aid	832	607	580	555	555
Transitional Finance Authority – 9/11		1,500			
Other Categorical Grants	714	409	394	400	406
Less: Intra-City Revenue	(1,320)	(1,338)	(1,333)	(1,333)	(1,333
Disallowances Against Categorical Grants	(15)	(15)	(15)	(15)	(15
Subtotal: City Funds	\$26,680	\$28,086	\$27,784	\$28,561	\$29,657
Inter-Fund Revenues	323	323	317	317	31
Total City Funds and Inter-Fund Revenues	\$27,003	\$28,409	\$28,101	\$28,878	\$29,974
Federal Categorical Grants	6,264	4,606	4,343	4,345	4,34
State Categorical Grants	8,029	8,383	8,319	8,402	8,432
Total Revenues	\$41,296	\$41,398	\$40,763	\$41,625	\$42,753
Expenditures					
Personal Service	\$22,690	\$22,103	\$22,709	\$23,455	\$24,180
Other Than Personal Service	18,878	17,626	18,063	18,354	18,679
Subtotal: PS and OTPS	\$41,568	\$39,729	\$40,772	\$41,809	\$42,859
Debt Service*	688	2,552	3,209	3,385	3,649
Budget Stabilization	260				
MAC Debt Service*		255	489	490	490
General Reserve	100	200	200	200	200
Subtotal	\$42,616	\$42,736	\$44,670	\$45,884	47,198
Less: Intra-City Expenses	(1,320)	<u>(1,338)</u>	(1,333)	(1,333)	(1,333
Total Expenditures	\$41,296	\$41,398	\$43,337	\$44,551	\$45,86
Gap To Be Closed			(\$2,574)	(\$2,926)	(\$3,112
* The 2002 Debt Service and MAC Debt Service figures do not inc	lude \$2.6 hillion of prena	vments made in 2	001		

* The 2002 Debt Service and MAC Debt Service figures do not include \$2.6 billion of prepayments made in 2001.

Financial Plan Update

Surplus/Gap at Adopted Budget (June 2001)	<u>2002</u> \$345	<u>2003</u> (\$3,123)	<u>2004</u> (\$2,611)	<u>2005</u> (\$2,236)
Revenue Changes	• -	() = /		(, , = =)
Taxes	(792)	(1,303)	(1,176)	(1,255)
PIT Surcharge	172	349	370	390
ОТВ	(250)	_	250	_
Other Non Tax Revenues	(197)	121	(24)	(37)
Total Revenue Changes	(1,067)	(833)	(580)	(902)
State and Federal Changes	(233)	(246)	(266)	(266)
Expenditure Changes				
Pension Costs	81	(57)	(208)	(311)
Collective Bargaining	(152)	(170)	(176)	(181)
Health Insurance	(120)	(200)	(280)	(375)
Medicare Part B	(33)	(42)	(62)	(73)
Judgments and Claims	(100)	(105)	(110)	(115)
Debt Service	277	441	65	5
Education	(17)	(147)	(150)	(150)
Health and Welfare	(157)	(326)	(445)	(527)
Other Agency Spending	(160)	(218)	(210)	(225)
Prior Payables	210	—	_	
Reduce General Reserve	100	—	_	
Total Expenditure Changes	(71)	(824)	(1,576)	(1,952)
Prepayments	(260)	260		
Gap to be Closed February Plan	(1,286)	(4,766)	(5,033)	(5,356)
Agency Spending Reductions and Non-Tax Revenue Increases	1,286	1,866	1,334	1,280
Initiatives Requiring State and Federal Action	_	800	500	500
Fringe Benefit Cost Containment	-	500	525	550
Early Retirement/Severance	-	100	100	100
TFA Financing Required By Event of 9/11	-	1,500	_	-
Total Gap Closing Program	\$1,286	\$4,766	\$2,459	\$2,430
Remaining Gap	-	_	(\$2,574)	(\$2,926)
Out Year Gap Closing Program			2004	2005
Additional Agency Programs/Additional Resources			\$1,874	\$1,801
Initiatives Requiring Federal and State Action			\$1,874 500	\$1,801 500
Transportation (Congestion Pricing, EZ pass Initiatives)			100	500
Management and Procurement Efficiency			50	75
Sanitation			50	50
Total Out Year Gap Closing Program			\$2,574	\$2,926

Trends in City Staffing

(Includes Full-Time, Per-Diem, Part-Time and Seasonal Employees)

	In Thousands					
	<u>June 1998</u>	June 1999	June 2000	June 2001	Dec. 2001	
City Employees						
City Funded Full-Time Employees	208	212	215	212	212	
Non-City Funded Full-Time Employees	34	35	36	38	38	
Total Full-Time Employees	242	247	251	250	250	
Part-Time (Full-Time Equivalents)	47	50	52	54	56	
Total Full-Time and FTEs*	289	297	303	304	306	
Non-City Employees Paid In Part by City S	Subsidies					
Health and Hospitals Corporation	36	36	36	35	35	
Housing Authority	15	15	15	15	14	
Libraries	4	4	4	4	4	
Cultural Institutions	2	2	2	2	2	
School Construction Authority	1	1	1	1	1	
All Other	1	1	1	1	1	
Sub-Total	59	59	59	58	57	
Grand Total (Full-Time and FTEs)	348	356	362	362	363	
Board of Education	129	132	137	139	137	
Police	48	52	53	52	54	
All Other *Total Full-Time and FTEs	<u>112</u> 289	<u>113</u> 297	<u>113</u> 303	<u>113</u> 304	<u>115</u> 306	