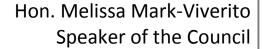
#### THE COUNCIL OF THE CITY OF NEW YORK





Hon. Inez Barron Chair, Committee on Higher Education

Hearing on the Fiscal 2015 Preliminary Budget & the Fiscal 2014 Preliminary Mayor's Management Report

City University of New York

March 7, 2014

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# **City University of New York**

The City University of New York (CUNY) provides higher education to approximately 270,000 degree-seeking students and over 248,000 adult and continuing education students. Of the 24 institutions, the University includes 11 senior colleges, seven community colleges, the William E. Macaulay Honors College, the Graduate School and University Center, the CUNY Graduate School of Journalism, the CUNY School of Law, the CUNY School of Professional Studies, and the CUNY School of Public Health. Currently, there are 1,572 academic programs at CUNY.

The Fiscal 2015 projected budget for the 24 institutions that make up the CUNY system is \$3.08 billion, which consists of City support, State aid, tuition and other revenue. The \$119.9 million increase from Fiscal 2014 to Fiscal 2015 would stem primarily from an annual tuition rate increase of \$300 per student at both the senior colleges and community colleges. The State aid increase would result from additional funds for fringe benefits at senior colleges.

University-Wide Budget by Funding Source							
	2012	2013	2014	2015	*Difference		
Dollars in Millions	Actual	Actual	Adopted	Projected	2014 - 2015		
University-wide							
State Aid	\$1,225,300	\$1,319,000	\$1,375,900	\$1,414,400	\$38,500		
City Support	287,800	288,400	288,300	284,700	(3,600)		
Tuition and Other Revenue	1,121,000	1,207,600	1,291,400	1,376,400	85,000		
Total	\$2,634,100	\$2,815,000	\$2,955,600	\$3,075,500	\$119,900		

<sup>\*</sup>The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.

Although CUNY is not a City agency, the City is responsible for supporting CUNY's seven community colleges and the two-year programs offered by the senior colleges. CUNY's University-wide budget amounts to \$3.08 billion, of which \$896.9 million is in CUNY's City budget. The City budget and information from the Preliminary Mayor's Management Report (PMMR) related to community colleges will be the focus of this report. The PMMR includes a section on CUNY that lists performance indicators and agency resources.

#### **Fiscal 2015 Preliminary Budget Highlights**

CUNY's Budget for Fiscal Years 2012-2015									
	2012	2013	2014	2014	2015	*Difference			
Dollars in Thousands	Actual	Actual	Adopted	Prelim. Plan	Prelim. Plan	2014 - 2015			
Personal Services	\$580,668	\$622,062	\$574,460	\$615,234	\$670,995	\$96,535			
Other Than Personal Services	210,653	216,648	315,404	295,291	225,917	(89,487)			
<b>CUNY Total</b>	\$791,320	\$838,710	\$889,864	\$910,525	\$896,912	\$7,048			

<sup>\*</sup>The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.

CUNY's Fiscal 2015 Preliminary Budget includes \$896.9 million for CUNY, a \$7 million increase as compared to CUNY's Adopted Budget for Fiscal 2014, which totaled \$889.9 million. As shown in the table above, CUNY's Personal Services (PS) budget is projected to increase by \$96.5 million or 16.8 percent next year, while the Other Than Personal Services (OTPS) budget would decrease by \$89.5 million, or 28.4 percent.

The current modified Fiscal 2014 Budget of \$910.5 million is \$20.7 million greater than the Adopted Budget. The increase stems mostly from additional revenue via intra-city payments from other City agencies, and includes a \$40.8 million increase in PS and a \$20.1 million decrease in OTPS. (See Appendix A for a list of all changes to the Fiscal 2013 and Fiscal 2014 Budgets since Adoption.)

Significantly, the City Council's \$2.5 million contribution to the Black Male Initiative in Fiscal 2014 is baselined in the Fiscal 2015 Preliminary Budget. The Black Male Initiative was created to increase and support the inclusion and educational success of under-represented groups in higher education, particularly black males.

#### **CUNY Financial Summary**

				2014	2015	
	2012	2013	2014	Prelim.	Prelim.	*Difference
Dollars in Thousands	Actual	Actual	Adopted	Plan	Plan	2014 - 2015
Budget by Program Area						
Community Colleges	\$775,300	\$822,353	\$838,828	\$859,439	\$845,876	\$7,048
Hunter Campus Schools	16,021	16,356	16,036	16,086	16,036	-
Senior Colleges	N/A	N/A	35,000	35,000	35,000	-
TOTAL	\$791,320	\$838,710	\$889,864	\$910,525	\$896,912	\$7,048
Funding						
City Funds	N/A	N/A	\$604,555	\$606,343	\$613,639	\$9,084
Other Categorical	N/A	N/A	13,508	13,508	14,041	533
State	N/A	N/A	256,004	256,003	253,703	(2,301)
Intra City	N/A	N/A	15,797	34,671	15,529	(268)
TOTAL	N/A	N/A	\$889,864	\$910,525	\$896,912	\$7,048
Positions						
Full-Time Salaried - Pedagogical	3,180	3,180	3,248	3,248	3,248	-
Full-Time Salaried - Non-Ped	1,728	1,768	1,756	1,756	1,724	(32)
TOTAL	4,908	4,948	5,004	5,004	4,972	(32)

<sup>\*</sup>The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan Funding.

CUNY's expense budget consists of three program areas, each of which corresponds to a unit of appropriation (U/A) or U/A pair. The program areas are: Community Colleges (U/A 001-OTPS and U/A 002-PS); Hunter Campus Schools (U/A 003-OTPS and U/A 004-PS); and Senior Colleges (U/A 012-OTPS). Because the City is required to share support for CUNY's community colleges, the bulk of funding is scheduled in this program area.

CUNYs Financial Plan Summary table provides an overview of CUNY's budget by program area, funding source and headcount. CUNY's budget for Fiscal 2015 is projected to grow by \$7 million or less than one percent as compared to the Fiscal 2014 Adopted Budget. The entire increase would be in Community Colleges. Total headcount would decrease by 32 full-time positions, all of which would be non-pedagogical positions at community colleges.

The \$7 million funding increase includes \$9.1 million more in City funds as compared to the Fiscal 2014 Adopted Budget, coupled with a \$2.3 million reduction in State funds. The increase in City funds would result from a \$300 tuition hike at community colleges next school year, beginning in fall 2014. The increase would raise tuition revenue by \$24.2 million.

#### 2014-2015 Executive State Budget Highlights

#### **Community Colleges**

- The 2014-2015 Executive State Budget includes \$216.4 million for community colleges, a decrease of \$2.8 million from the Enacted Budget for 2013-2014.
  - The Governor's proposal would maintain the base aid for community colleges at \$2,422 per full-time equivalent (FTE) student. Overall the proposed base aid would drop by \$500,000 due to a reduction in enrollment.
  - Legislation allows for a \$300 increase in tuition for academic year 2014-2015.
     Tuition revenue for community colleges is recognized as City funds, so the revenue itself is not included in the Executive State Budget.
  - The Executive Budget eliminates funding for three student support programs: the Accelerated Study in Associate Program (\$1.7 million); childcare centers (\$544,000); and College Discovery (\$26,500).

#### **Senior Colleges**

- The 2014-2015 Executive State Budget for senior colleges totals \$2.26 billion, a \$102.2 million or 4.7 percent increase as compared to the Enacted Budget for 2013-2014.
  - Of the \$2.26 billion for senior colleges, \$1.2 billion would be in State aid. This would be a \$41.4 million or 3.5 percent increase from 2013-2014. The overall projected growth stems from various budget actions that include: \$42.9 million added for fringe benefits; a \$1 million decrease in finding for the Joseph Murphy Institute; and a \$551,300 reduction to the Search for Education, Elevation, and Knowledge (SEEK) program.
  - o City funding would remain flat at \$32.3 million.
  - Funding for tuition is projected to total \$1.03 billion, \$60.8 million more than in 2013-2014. The growth would result from a \$300 annual tuition increase to resident undergraduate tuition, which would be implemented in fall 2014. Of the \$60.8 million increase, \$12.2 million is associated with the Tuition Assistance Program (TAP) waivers for tuition above the maximum TAP award of \$5,000.

#### **Financial Aid**

- The Executive State Budget includes \$8 million for a new Science, Technology, Engineering and Math (STEM) scholarship. The scholarship would provide a full scholarship to CUNY and SUNY students who graduate in the top ten percent of their class if they pursue a STEM career and commit to work in New York for at least five years.
- The maximum Pell grant award has been increased by \$85 to \$5,730.

#### **Council Initiatives**

In the Fiscal 2014 the City Council added \$7.3 million in support of 11 Council Initiatives, as well as local initiatives. All funding supports Community Colleges. The table below lists the Fiscal 2014 City Council Initiatives for CUNY. The November 2015 Financial Plan baselined funding for the Black Male Initiative.

FY 2014 Council Changes at Adoption	
Dollars in Thousands	
Community Colleges	
Anti-Gun Violence Initiatives	\$250
Black Male Initiative	2,500
Center for Puerto Rican Studies	470
Creative Arts Team	200
CUNY Advanced Certificate Program	50
CUNY Citizenship NOW	800
Dominican Studies Institute	470
Hunter College Food Policy Center	200
Murphy Institute Center for Worker Education	100
Technical Assistance for Childcare Providers	1,200
Immigrant Opportunities Initiative	40
Local Initiatives	1,090
TOTAL	\$7,370

#### **Program Areas**

## **Community Colleges**

Funds budgeted in the Community Colleges U/As are appropriated to provide education and support services at the seven community colleges: Borough of Manhattan Community College; Bronx Community College; Hostos Community College; Kingsborough Community College; LaGuardia Community College; Guttman Community College; and Queensborough Community College. In addition to the degree programs, these schools provide special programs such as adult literacy, college discovery, adult continuing education, pre-freshmen summer basic skills, and State-funded categorical programs.

UAs 001 & 002 - Community Colleges				2014	2015	
	2012	2013	2014	Prelim.	Prelim.	*Difference
Dollars in Thousands	Actual	Actual	Adopted	Plan	Plan	2014-2015
Spending						
Personal Services						
Full-Time Salaried - Pedagogical	\$248,302	\$263,915	\$297,845	\$285,465	\$280,052	(\$17,792)
Full-Time Salaried – Non-Ped	74,091	79,608	97,501	105,185	81,320	(16,181)
Other Salaried & Unsalaried	121,740	124,964	67,348	88,925	133,222	65,873
Fringe Benefits	113,117	127,504	82,332	113,452	149,532	67,200
PS Other	8,334	10,564	14,627	7,399	12,061	(2,565)
Subtotal	\$565,583	\$606,556	\$559,653	\$600,426	\$656,188	\$96,535
Other Than Personal Services						
Contractual Services	\$13,486	\$15,632	\$9,654	\$23,026	\$9,654	\$0
OTPS Other	196,228	200,144	269,522	235,987	180,035	(89,487)
Subtotal	\$209,714	\$215,777	\$279,175	\$259,013	\$189,688	(\$89,487)
TOTAL	\$775,297	\$822,333	\$838,828	\$859,439	\$845,876	\$7,048
Funding						
City Funds	N/A	N/A	\$590,330	\$592,067	\$599,414	\$9,084
Other Categorical	N/A	N/A	13,498	13,498	14,031	533
State	N/A	N/A	219,204	219,203	216,903	(2,301)
Intra City	N/A	N/A	15,797	34,671	15,529	(268)
TOTAL	N/A	N/A	\$838,829	\$859,439	\$845,876	\$7,047
Positions						
Full-Time Positions - Pedagogical	3,040	3,040	3,108	3,108	3,108	0
Full-Time Positions – Non-Ped	1,646	1,686	1,675	1,675	1,643	(32)
TOTAL	4,686	4,726	4,783	4,783	4,751	(32)

<sup>\*</sup>The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan Funding.

The Fiscal 2015 Preliminary Budget includes \$845.9 million for Community Colleges (U/As 001 and 002), which is a \$7 million increase from the Fiscal 2014 Adopted budget of \$838.8 million, as

shown in the table above. The net increase includes a \$96.5 million or 17.2 percent increase in PS and an \$89.5 million or 32.1 percent decrease in OTPS. In combination, these actions essentially shift funds from OTPS to PS to realign budgeted funds with actual spending.

• Maintenance of Effort: The Maintenance of Effort (MOE) provision, passed in 1993 by the State, requires the City to maintain a minimum level of support for the community colleges. The City's base support cannot fall below the previous year's funding level. According to CUNY, base support in the Preliminary Budget for Fiscal 2015 is \$3.6 million less than base aid in the Fiscal 2014 Adopted Budget. Most of the discrepancy occurred because the Office of Management and Budget (OMB) failed to include pension costs, which is not funded in CUNY's budget, when calculating the base aid. Additionally, the OMB did not include City Council initiatives in the base. CUNY is working with OMB to resolve the issue and believes the OMB will likely increase City funding in the Executive Budget.

#### **Preliminary Budget and November Plan Actions**

- **Black Male Initiative.** The November 2013 Financial Plan included an additional \$2.5 million for the Black Male Initiative in Fiscal 2015 and the out-years. This action baselines funds that were added by the City Council at Fiscal 2014 adoption.
- **Intra-City Payments.** The overall \$20.6 million increase in Fiscal 2014 is mostly the result of a number of small intra-city payments to CUNY following Fiscal 2014 adoption for various programs, especially interns.
- **State Cuts.** As highlighted previously, the 2014-2015 Executive State Budget includes a \$544,000 reduction to child care and a \$1.73 million cut to CUNY ASAP, which are reflected in the Preliminary Budget.
- **Tuition Revenue.** The tuition increase of \$300 per full-time equivalent student, allowed by the State and scheduled to begin in fall 2014, would result in an estimated \$24.2 million of City funds for Community Colleges in Fiscal 2015. After the increase, tuition would be \$4,500 for full-time students who are New York residents.
- **Pension Growth.** The Preliminary Budget includes a re-estimate for pension costs, which are not scheduled in CUNY's budget. Funds from CUNY's budget would be shifted to the general operating budget to pay for the growth, resulting in a \$2.5 million reduction to CUNY's budget.
- **Budget Realignment.** Technical adjustments in the Preliminary Budget realign budgeted funds with actual spending, which includes shifting \$83.7 million from OTPS to PS.

Indicators from the Fiscal 2014 Preliminary Mayor's Management Report, as presented in the table below, show growth in the number of full-time faculty from Fiscal 2011 to 2012, as well as enrollment growth. Enrollment declined in Fiscal 2013. As discussed earlier, enrollment also declined in Fiscal 2014, resulting in a \$500,000 reduction in State aid in Fiscal 2015.

Annual tuition for full-time NYS resident students has increased by \$300 per year since Fiscal 2011 and is now \$4,200. As stated previously, the Preliminary Budget schedules another tuition increase for Fiscal 2014.

Community Colleges - Key Statistics			
		Actual	
	FY 2011	FY 2012	FY 2013
Full-time faculty	1,790	1,824	1,891
Enrollment	91,264	97,712	96,500
Enrollment of first-time freshmen in CUNY community			
colleges	17,512	19,362	18,434
Annual tuition (FT, NYS resident)	\$3,300	\$3,900	\$4,200
Percent of students receiving federal financial aid (Pell)	60.20%	63.10%	N/A
One-year (fall-to-fall) retention rate of full-time first-time			
freshmen enrolled in associate degree programs	68.0%	67.1%	66.6%
Six-year graduation rate - CUNY associate degree			
students	28.4%	29.4%	30.1%

#### **Hunter Campus Schools**

Funding budgeted in these units of appropriation are appropriated to provide for the education of all preschool, elementary and secondary students who attend the Hunter Campus elementary and high schools. These schools are a comprehensive educational school for gifted children sponsored by CUNY's Hunter College.

UAs 003 & 004 - Hunter Campus Sc				2014	2015	
	2012	2013	2014	Prelim.	Prelim.	*Difference
Dollars in Thousands	Actual	Actual	Adopted	Plan	Plan	2014 - 2015
Spending						
Personal Services						
Full-Time Salaried - Pedagogical	\$9,844	\$10,058	\$8,100	\$8,100	\$8,100	\$0
Full-Time Salaried – Non-Ped	872	867	1,190	1,190	1,190	0
Other Salaried & Unsalaried	670	709	2,541	2,541	2,541	0
Fringe Benefits	2,785	3,042	2,368	2,368	2,368	0
PS Other	911	809	609	609	609	0
Subtotal	\$15,082	\$15,485	\$14,807	\$14,807	\$14,807	\$0
Other Than Personal Services						
Contractual Services	\$15	\$39	\$20	\$61	\$20	\$0
OTPS Other	924	832	1,208	1,217	1,208	0
Subtotal	\$938	\$871	\$1,229	\$1,279	\$1,229	\$0
TOTAL	\$16,021	\$16,356	\$16,036	\$16,086	\$16,036	\$0
Funding						
City Funds	N/A	N/A	\$14,225	\$14,276	\$14,226	\$1
Other Categorical	N/A	N/A	10	10	10	0
State	N/A	N/A	0	1,800	1,800	1,800
Intra City	N/A	N/A	1,800	0	0	(1,800)
TOTAL	N/A	N/A	\$16,035	\$16,086	\$16,036	\$1
Positions						
Full-Time Salaried - Pedagogical	140	140	140	140	140	0
Full-Time Salaried – Non-Ped	82	82	81	81	81	0
TOTAL	222	222	221	221	221	0

<sup>\*</sup>The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan Funding.

# **Senior Colleges**

The State provides the City with funds to prefund Senior Colleges, which is necessary due to the difference in State and City fiscal years.

UA 012 - Senior Colleges				2014	2015	
	2012	2013	2014	Prelim.	Prelim.	*Difference
Dollars in Thousands	Actual	Actual	Adopted	Plan	Plan	2014 - 2015
Spending						
Other Than Personal Services						
OTPS Other	\$0	\$0	\$35,000	\$35,000	\$35,000	\$0
TOTAL	\$0	\$0	\$35,000	\$35,000	\$35,000	\$0
Funding						
State	\$0	\$0	\$35,000	\$35,000	\$35,000	\$0
TOTAL	\$0	\$0	\$35,000	\$35,000	\$35,000	\$0

<sup>\*</sup>The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan Funding.

## **Capital Program**

CUNY'S 2014-2017 Preliminary Capital Commitment Plan totals \$415.2 million. Of this amount, \$10.8 million are non-City funds. The total plan is \$30 million or 6.8 percent less than the Adopted Commitment Plan. Of the total four-year budget, \$381.1 million is allocated to Fiscal 2014 and \$17.6 million is scheduled in Fiscal 2015.

2014-2017 Commit	tment Plan:	Adopted	and Prelii	ninary B	udget
Dollars in Thousands					
	FY14	FY15	FY16	FY17	Total
Adopted					
Total Capital Plan	\$399,807	\$24,369	\$18,944	\$3,038	\$445,255
Prelim					
Total Capital Plan	\$381,057	\$17,619	\$13,452	\$3,038	\$415,166
Change					
Level	(\$18,750)	(\$6,750)	(\$5,492)	\$0	(\$30,089)
Percentage	-4.7%	-27.7%	-29.0%	0.0%	-6.8%

CUNY's capital program goals include rehabilitating and upgrading existing facilities; revamping campus plants to increase efficiency; providing accessibility for the physical handicapped; and strengthening fire protection, life safety and health facilities on the campuses. Major categories of construction include new school construction; energy conservation; federal, state, and local mandates; data processing and other equipment; and miscellaneous reconstruction, electrical mechanical upgrades, and HVAC system upgrades.

The City Council has been a strong supporter of capital improvements to CUNY buildings and has contributed funds to many completed and ongoing projects. Completed projects include: North Hall and Library Building at Bronx Community College, Fiterman Hall at Borough of Manhattan Community College, and two instructional science labs at Guttman Community College. Ongoing projects funded by the City Council include cafeteria and central kitchen expansion at Queensborough community College, renovations to the 500 Grand Concourse building at Hostos Community College, and critical maintenance projects such as roof upgrades, fire alarm upgrades, and HVAC upgrades at all of CUNY's community colleges.

All projects at community colleges are funded with roughly half City funds and half state funds.

# Appendix A Budget Actions in the November and Preliminary Plans

Dollars in Thousands	FY 2014			FY 2015		
	City	Non-City	Total	City	Non-City	Total
CUNY Budget as of Fiscal 2014 Adoption	\$604,556	\$285,309	\$889,865	\$589,432	\$285,779	\$875,211
Other Adjustments						
City Council Member Items	43	0	43	0	0	0
IntraCity Payments	0	18,017	18,017	0	(205)	(205)
Pensions (Operating Support)	1,743		1,743	(2,492)	0	(2,492)
Black Male Initiative	0	0	0	2,500	0	2,500
Child Care Cut	0	0	0	0	(544)	(544)
CUNY ASAP Cut	0	0	0	0	(1,730)	(1,730)
College Discovery Cut	0	0	0	0	(27)	(27)
Tuition Increase	0	0	0	24,200	0	24,200
Other Adjustments	0	855	0	0	0	0
TOTAL Other Adjustments	\$1,786	\$18,872	\$19,803	\$24,208	(\$2,506)	\$21,702
TOTAL All Changes	\$1,786	\$18,872	\$19,803	\$24,208	(\$2,506)	\$21,702
CUNY Budget as of Fiscal 2015 Preliminary Budget	\$606,342	\$304,181	\$910,523	\$613,640	\$283,273	\$896,913