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# IBO's Programmatic Review of the 2007 Preliminary Budget

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*City University of New York  
(CUNY)*

# IBO

New York City  
Independent Budget Office

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## Introductory Note

IBO's programmatic reviews of the 2007 preliminary budgets of selected city agencies is intended to assist the public and elected officials better understand the allocation of budgetary resources to city services by presenting agency budgets in a way that is more closely aligned with the actual programs, functions, and services of major city agencies.

The current city budget presentation inhibits understanding and participation in three ways.

First, agency budgets, organized into broad *units of appropriation*, do not easily allow users to understand how much money is being spent from one year to the next on the programs and services that citizens and their elected representatives care about—programs such as job training, childhood lead-poisoning prevention, HIV/AIDS prevention and treatment, after-school programs, immigrant services, affordable housing construction, and recreation programs.

Second, budget proposals are presented in terms of Financial Plan changes, rather than in terms of year-to-year comparisons. A proposed cut, or “PEG,” of \$1 million in a program is presented without information on how much was previously projected for spending on that program in previous Financial Plans, and whether the \$1 million “cut” would leave spending lower, higher, or the same as previous years' spending levels. This presentation often manifests itself in annual debates over “hidden cuts” and what has been “baselined” in the Financial Plan. This manner of presenting the budget makes it difficult to understand the consequences for agency programs of budgetary decisions.

Finally, it is virtually impossible to link spending decisions to program results. Although at one time the city was a trailblazer in performance reporting, the lack of linkage between performance data reported in the Mayor's Management Report and elsewhere, and clear spending information, makes it difficult for citizens, elected officials, and even agency managers to know what they are getting for their money and to evaluate alternatives. Our programmatic budget presentations integrate existing performance data from the Mayor's Management Report, Capstat, and other sources produced by the Mayor's office alongside spending figures, to provide a unified presentation of both spending and performance.

Our goal in preparing these budget reviews has been to hew as closely as possible to how the agencies themselves present their organization, programs, and services, on their official Web sites and other sources, including using the agencies' own language to describe programs in most cases. While we have sought, and in most cases received, considerable input from agencies in the preparation of the program budget reviews, our presentations are not necessarily how the Mayor's budget office or the agencies themselves would present their budgets, were they to do so in programmatic terms. Nonetheless, we think that our presentations can be instructive and point the way toward how to improve understanding of the city's budget in a way that enhances public participation in the budget process.

IBO will periodically update our program budgets. We will continue to separately issue our analysis of the Preliminary Budget, including of selected agency budgets, as we have every year as required by City Charter section 246.

We welcome your comments or questions, which you may direct to IBO at (212) 442-0632, or by e-mail to [ibo@ibo.nyc.ny.us](mailto:ibo@ibo.nyc.ny.us).

# City University of New York

## MISSION

According to New York State Education Law, CUNY is “supported as an independent and integrated system of higher education on the assumption that the university will continue to maintain and expand its commitment to academic excellence and to the provision of equal access and opportunity for students, faculty and staff from all ethnic and racial groups and from both sexes.”

## AGENCY DESCRIPTION

CUNY is the nation’s largest urban university: 11 senior colleges, 6 community colleges, a graduate school, a law school and The Sophie Davis School of Biomedical Education. More than 450,000 degree-credit students and adult, continuing and professional education students are enrolled at campuses located in all New York City boroughs.

Because the city and state have different areas of financial responsibility within the CUNY system, only a portion of the total university budget is included in the city’s budget. The state funds the four-year degree programs, plus the graduate and law schools. Both the city and state contribute to the community colleges. This report focuses solely on CUNY spending recorded in the city’s accounts.

## FIVE-YEAR EXPENDITURE TRENDS BY PROGRAM AREA

<b>City University of New York</b>					
<i>Dollars in millions</i>	2003 Actual Expenses	2004 Actual Expenses	2005 Actual Expenses	2006 January Plan	2007 Preliminary Budget
<b>Spending by Program Area</b>					
Community Colleges	\$289.7	\$326.8	\$337.3	\$334.9	\$244.0
Central Administration	128.7	174.1	191.4	220.0	223.2
Hunter Schools	10.8	11.6	11.9	11.9	11.8
Adult Continuing Educ.	7.4	6.3	6.0	5.3	5.3
Technology	6.2	7.7	8.3	6.6	6.6
Language & Special Prg	1.5	1.7	1.6	1.3	1.0
Programs Funded With Non-Government Aid	2.4	1.5	2.9	1.4	0.0
INVEST Program	.4	.6	.4	0.3	0.0
Other	26.5	14.3	15.8	46.2	35.0
Financial Plan Savings					
<b>TOTAL</b>	<b>\$473.7</b>	<b>\$544.6</b>	<b>\$575.6</b>	<b>\$636.7</b>	<b>\$535.7</b>
<b>Spending by Object</b>					
Personal Services	\$316.8	\$358.6	\$379.5	\$387.3	\$357.8
OTPS	156.8	186.0	196.1	249.3	177.9
<b>Full-time Personnel*</b>	3,789	4,282	4,349	4,346	n.a.
<b>Capital Commitments</b>	\$20.6	\$19.3	\$19.9	\$257.6	\$53.6
SOURCE: IBO.					
NOTE: *Full-time personnel: June 30 actual for 2002 through 2005. Actual full-time staffing as of November 2005.					

**PROGRAM CHART**

<b>Program Areas</b>
<b>Community Colleges</b>
<b>Central Administration</b>
<b>Hunter Schools</b>
<b>Adult and Continuing Education</b>
<b>Technology</b>
<b>Language and Special Programs</b>
<b>Programs Funded with Non-Government Aid</b>
<b>INVEST Program</b>
<b>Other</b>

**PROGRAM AREA: COMMUNITY COLLEGES**

CUNY's six community colleges serve more than 70,000 full and part time students in degree-credit courses, working towards associate degrees in a wide variety of fields.

<b>Community Colleges</b> <i>Dollars in thousands</i>	2005 Actual Expenses	2006 January Plan	2007 Preliminary Budget
<b>Spending</b>	<b>\$337,272</b>	<b>\$334,892</b>	<b>\$243,950</b>
Personal services	286,333	282,901	199,256
Other than personal services	50,940	51,991	44,694
<b>Full-time Positions</b>	4,097	4,080	n.a.
SOURCE: IBO.			
NOTE: *Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006			

***Performance Results***

<b>Key Performance Measures</b> <b><i>Performance Statistics</i></b>	Type of Indicator	2002	2003	2004	2005
Full Time Students Enrolled in Sept.	Usage	39,279	39,579	40,623	n.a.
Part Time Students Enrolled in Sept.		28,765	30,724	32,685	n.a.
Total Students Enrolled in Sept.		68,044	70,303	73,308	n.a.
SOURCE: New York State Department of Education.					

**PROGRAM AREA: CENTRAL ADMINISTRATION**

This program area includes all central administrative functions that are in support of CUNY's six community colleges.

<b>Central Administration</b> <i>Dollars in thousands</i>	2005 Actual Expenses	2006 January Plan	2007 Preliminary Budget
<b>Spending</b>	<b>\$191,383</b>	<b>\$220,000</b>	<b>\$223,233</b>
Personal services	63,098	77,128	134,044
Other than personal services	128,285	142,872	89,189
<b>Full-time Positions</b>	5	4	n.a.
SOURCE: IBO.			
NOTE: *Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006.			

**Performance Results:** No reported performance statistics.

**PROGRAM AREA: HUNTER SCHOOLS**

The Hunter College Campus Schools consist of an elementary school and a high school for gifted students. The schools are publicly funded, chartered by the Board of Trustees of CUNY, and administered by Hunter College.

<b>Hunter Schools</b> <i>Dollars in thousands</i>	2005 Actual Expenses	2006 January Plan	2007 Preliminary Budget
<b>Spending</b>	<b>\$11,915</b>	<b>\$11,856</b>	<b>\$11,821</b>
Personal services	11,383	11,182	11,176
Other than personal services	532	673	645
<b>Full-time Positions</b>	221	221	n.a.
SOURCE: IBO.			
NOTE: *Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006.			

**Performance Results:** No reported performance statistics.

**PROGRAM AREA: ADULT AND CONTINUING EDUCATION**

Each year over 225,000 students enroll in adult and continuing education courses at CUNY colleges. These generally non-credit courses help students to achieve a variety of educational and career goals including professional certification and licensing, career change, skills enhancement, preparation for the general equivalency diploma and other standardized tests, and intellectual and artistic enrichment. Funds for adult and continuing education courses in the city's CUNY budget help pay for courses at the six community colleges.

<b>Adult &amp; Continuing Education</b> <i>Dollars in thousands</i>	2005 Actual Expenses	2006 January Plan	2007 Preliminary Budget
<b>Spending</b>	<b>\$5,986</b>	<b>\$5,276</b>	<b>\$5,277</b>
Personal services	5,500	4,775	4,341
Other than personal services	486	501	935
<b>Full-time Positions</b>	6	5	n.a.
SOURCE: IBO. NOTE: *Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006.			

**Performance Results:** No reported performance statistics.



**PROGRAM AREA: TECHNOLOGY**

This program area includes spending on a wide variety of information technology initiatives at the six community colleges that are funded with student technology fees.

<b>Technology</b> <i>Dollars in thousands</i>	2005 Actual Expenses	2006 January Plan	2007 Preliminary Budget
<b>Spending</b>	<b>\$8,327</b>	<b>\$6,600</b>	<b>\$6,600</b>
Personal services	1,634	1,546	0
Other than personal services	6,693	5,054	6,600
<b>Full-time Positions</b>	20	21	n.a.
SOURCE: IBO.			
NOTE: *Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006.			

**Performance Results:** No reported performance statistics.

**PROGRAM AREA: LANGUAGE AND SPECIAL PROGRAMS**

This program area includes a variety of language immersion and related programs for students at CUNY's six community colleges.

<b>Language and Special Programs</b>	2005	2006	2007
<i>Dollars in thousands</i>	Actual	January	Preliminary
	Expenses	Plan	Budget
<b>Spending</b>	<b>\$1,594</b>	<b>\$1,278</b>	<b>\$1,016</b>
Personal services	374	39	151
Other than personal services	1,220	1,240	865
<b>Full-time Positions</b>	1	1	n.a.

SOURCE: IBO.  
NOTE: \*Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006.

**Performance Results:** No reported performance statistics.

**PROGRAM AREA: PROGRAMS FUNDED WITH NON-GOVERNMENT AID**

This program area includes a variety of programs at CUNY's six community colleges that are funded with private funds.

<b>Programs Funded with Non-Government Aid</b> <i>Dollars in thousands</i>	2005 Actual Expenses	2006 January Plan	2007 Preliminary Budget
<b>Spending</b>	<b>\$2,894</b>	<b>\$1,409</b>	<b>\$0</b>
Personal services	2,131	722	0
Other than personal services	763	687	0
<b>Full-time Positions</b>	13	14	n.a.
SOURCE: IBO. NOTE: *Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006.			

**Performance Results:** No reported performance statistics.

**PROGRAM AREA: INVEST PROGRAM**

The INVEST (Individual Vocational Education Skills and Training) program offers income-eligible individuals an opportunity to learn new skills and qualify for better jobs. Participants enroll in non-credit certificate courses at CUNY campuses. Invest is sponsored by the New York City Human Resources Administration and CUNY, in cooperation with the New York State Department of Labor.

<b>INVEST Program</b> <i>Dollars in thousands</i>	2005 Actual Expenses	2006 January Plan	2007 Preliminary Budget
<b>Spending</b>	<b>\$433</b>	<b>\$300</b>	<b>\$0</b>
Personal services	266	180	0
Other than personal services	167	120	0
<b>Full-time Positions</b>	0	0	n.a.
SOURCE: IBO. NOTE: *Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006.			

**Performance Results:** No reported performance statistics.

**PROGRAM AREA: OTHER**

This area includes funds for Peter Vallone scholarships, pass-throughs to the Senior Colleges, and other funds that have not been moved to any specific program.

<b>Other</b> <i>Dollars in thousands</i>	2005 Actual Expenses	2006 January Plan	2007 Preliminary Budget
<b>Spending</b>	<b>\$15,778</b>	<b>\$46,165</b>	<b>\$35,000</b>
Personal services	8,778	0	0
Other than personal services	7,000	46,165	35,000
<b>Full-time Positions</b>	0	0	n.a.
SOURCE: IBO.			
NOTE: *Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006.			

**Performance Results:** No reported performance statistics.