

New York City Council Committee on Parks & Recreation Hearing: Preliminary Budget Hearing March 27, 2018 Lynn Kelly, Executive Director

Good afternoon. My name is Lynn Kelly, the Executive Director for New Yorkers for Parks (NY4P). I would like to thank the City Council Committee on Parks and Recreation for inviting us to speak about the fiscal year 2019 Preliminary Budget. For over 100 years NY4P has protected and promoted open space across the city. Today we are the only independent non-profit organization championing quality open space for all New Yorkers. Our advocacy is based on sound research and data and direct input from the many community based organizations, parks advocates, gardeners and 'parkies' we engage with on a daily basis in all five boroughs.

Last year, with the collective feedback gathered at annual borough and citywide meetings we created the Public Realm Bill of Rights for NYC (attached). This document has become the bedrock of our advocacy as it lays out what we believe are the core principles the City should follow in creating and maintaining quality open space for all. **Simply put NY4P believes parks are critical city infrastructure and thus should be maintained, funded, programmed and planned for accordingly.** To that end, we are very pleased to see the City has added 21 new full time baseline positions for FY2019. This addition of staff will help greatly to ensure better maintenance at the corresponding completed Community Parks Initiative Sites where they are assigned. Fixed maintenance staff – the optimum staffing model - provides increased security, or 'eyes in the park' and a familiar face to local residents.

In tandem with these positions, we believe that the baselining of \$9.6M by the City to retain 100 City Parks Workers and 50 Gardeners throughout the city is a critical addition to the FY2019 budget. Unfortunately this is the <u>third</u> year in a row that NY4P is fighting to keep these 150 vital maintenance and operation lines. We are grateful that the City Council has been able to fill this gap each year but we cannot keep relying on the Council to add this funding. The failure to baseline these positions also leaves 150 New Yorkers unsure of their employment status, without a path to remaining as committed park workers and growing their careers. These workers help to keep our neighborhood parks well maintained and are essential to each borough. We urge the Administration to <u>baseline</u> these positions. This modest investment in the 'infrastructure of the people' will go a long way in caring properly for our parks and playgrounds and supporting a caring and dedicated parks workforce.

Similarly, we support a planned increase in hours and salaries for Parks Enforcement Patrol (PEP) Officers and Urban Park Rangers (Rangers). We hope that this improvement fosters a more permanent pipeline of dedicated 'parkies' serving our City. The PEP and Rangers programs provide our city parks with ambassadors to the natural world, a pressing need as the realities of climate change and urban population density become more and more evident. And did you know that many of the long-time staff members at NYC parks started their careers as PEP officers or Rangers? Creating a career path for park enthusiasts, we feel, is critical to the success of the Parks Department and our city as a whole.

We are pleased to see the renewed allocation of approximately \$2.5M committed toward tree care including tree pruning and stump removal, particularly in the wake of so many devastating winter storms. We know that caring for our urban canopy pays dividends in long-term public health benefits, from cleaning our air, helping to capture our storm water, and providing New Yorkers with small amounts of mental respite from our dense, urban environment.

With the demonstrated success of Crotona Park's trash management program, we hope that NYC Parks will be able to implement more specialized zone management programs for maintenance system-wide. We would urge both the Administration and Council that more funds be allocated to this area to create more specialized maintenance teams, such as baseball field maintenance teams for example, to increase the scope and impact of this program.

On the capital side, one of the strongest statements the Parks Department has made is its ongoing investment in the Community Parks and Anchor Parks Initiatives. These programs are having transformative impacts in the communities where they are located. We strongly urge the Council to work with the Administration to increase funding to CPI so that these strategic investments in largely underserved and "under-parked" communities can thrive again.

However, we remain very concerned about the increasing time delays and mounting aggravation that <u>all</u> sides are feeling with respect to the capital projects process. It is not just the public and the Council; the Department itself is frustrated. While the Parks Department often is the recipient of everyone's frustration it is important to note that there are steps in the process <u>outside of the control</u> of the Parks Department that can add significant delays to a project. We look forward to a fruitful discussion about ways the capital process can be vastly improved at the upcoming Parks Committee hearing.

In closing, we understand that our great city has many critical needs requiring significant funding – education, housing, social services, transportation and parks. Each is a necessary component of a healthy, vibrant and livable city. However, when you prioritize one over another you create a false narrative about what is needed and this creates an imbalance for all New Yorkers. Please work with us today to achieve a fair and equitable budget for our City's parks as they are a key component of a thriving city.

Thank you for inviting me to speak today. We look forward to working with the City to create the best budget achievable for parks to benefit all New Yorkers. I'm happy to answer any questions the Council might have.



Public Realm Bill of Rights



New York City

E THE PEOPLE of New York City, in order to form a more perfect metropolis; establish parks and open spaces as critical urban infrastructure; ensure parks as a key component of public health and tranquility; provide for the maintenance of these spaces; promote equitable access in all five boroughs; secure and make safe the public realm for ourselves and our posterity, do ordain and establish this Public Realm Bill of Rights for New York City.

ARTICLE I Access

All New Yorkers have a right to open space in their communities, and every New Yorker should live within a 5-minute walk to a park, garden, or green space. Every user should feel safe traveling to and within these spaces.

ARTICLE II Infrastructure

Parks and open spaces are essential parts of New York City's infrastructure. The process of park improvements should be equitable and inclusive of communities surrounding parks. As residential density increases, community planning processes should ensure adequate provision of parks and open spaces, improvements to these spaces, and maintenance of these spaces.

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ARTICLE III Health

Access to nearby parks and open spaces benefits New Yorkers' public, social, psychological, and physical health. These spaces should provide programs and amenities that reflect the needs and character of the neighborhoods they serve. Parks and open spaces should also support civic action, assembly, and speech.

Environment

New York City parks and green spaces provide ecological benefits for city residents and urban wildlife. Green spaces should support multiple ecosystem services to make the city more resilient in the face of a changing climate and extreme weather.

Funding

Parks should be funded primarily by public dollars, and every park should be kept to a high standard of care. Our parks and gardens are essential city infrastructure, and should be funded and maintained as such.





Hon. Vanessa L. Gibson, Chair NYC Council Subcommittee on Capital Budget Councilmembers: Grodenchik, Matteo, Powers and Rosenthal

Hon. Barry S. Grodenchik, Chair NYC Council Committee on Parks & Recreation Councilmembers: Brannan, Borelli, Cohen, Constantinides, Gjonaj, King, Koo, Moya, Ulrich and Van Bramer

March 27th, 2018

Dear Chairperson and Council Member of the Subcommitee on Capital Budget and Committee on Parks and Recreation

Re: Testimony for the NYC City Council Parks Committee Preliminary FY19 Budget Hearing

Thank you for allowing me to submit this testimony on behalf of the Friends of Van Cortlandt Park. First of all, I want to thank our Councilman Andrew Cohen for his vital support of parks.

We all know that NYC Parks is underfunded. They have been for many many years and this needs to change. The Friends would happily join you to urge Mayor de Blasio to increase funding for NYC Parks.

A few years ago, NYC Parks approved a comprehensive Master Plan for the first time in the park's history, however that Master Plan will never be accomplished in 20 years with the current rate in which project are funded and implemented.

Currently in Van Cortlandt Park we have several capital projects that are critical parts of the Master Plan in the works that are delayed due to various reasons including significant increases in cost since funding was originally secured. We also have several projects that are needed but the estimates are so incredibly high that finding money for them will be nearly impossible. For example, a small wooden bridge on the popular John Kieran trail which is shared with the Van Cortlandt Golf Course is closed to pedestrians for safety reasons. NYC Parks has estimated this to be \$2.5 million capital project. This is just ridiculous. A project like this should not cost nearly this much or take 3-5 years to implement.

The Capital Process is Broken! In addition to increasing Parks Budget, we need to improve the system so our dollars are better spent. The Friends of Van Cortlandt Park are willing to work with our Elected Officials and NYC Parks to make this happen.

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HON. ANDREW COHEN HON. RUBEN DIAZ, JR. HON. JEFFREY DINOWITZ HON. ELIOT ENGEL HON. JEFFREY KLEIN IRIS RODRIGUEZ-ROSA In the meantime, for the upcoming fiscal year, the Friends requests the following:

1.) Capital Funding! NYC Parks needs a much larger Capital Budget to implement infrastructure improvements as needed. NYC Parks shouldn't have to beg Elected Officials for funding of basic infrastructure projects. They should have their own dedicated capital budget to implement these projects like every other City agency does. Elected Officials should only have to provide support for projects that are above and beyond a park's basic needs.

2.) Maintenance Funding! We strongly believe that NYC Parks is not funded at a level needed for the agency to properly maintain and care for all of its parks. Each year, we see funding allocated for Capital Projects which vastly improve our parks but we don't see an increase in maintenance funding to keep the new facilities in good shape. Instead, after a few years, they fall into disrepair and need new capital funding to restore them. This can be avoided with ongoing maintenance. The budget should allocate more money to dedicated maintenance staff, PEP officers and other staff for the park.

3.) Specifically for our Park- Daylighting Tibbetts Brook- NYC Parks needs funding for Phase 1 of this project which involves Wetland Restoration within Van Cortlandt Park to begin decreasing the amount of brook water entering the City's sewer system. Also, funding is needed to purchase property from CSX to implement Phase 2-true daylighting. Daylighting Tibbetts Brook has been a potential project for 20 years- it's time to make it happen. This project should not only involve NYC Parks but we need NYC DEP to participate as they will directly benefit from Daylighting Tibbetts Brook.

The Friends of Van Cortlandt Park fully support the New York City Department of Parks and Recreation and its efforts to maintain and improve all parks in NYC. It is important to the future of our borough that we fund our Parks.

Sincerely,

Christina A. Taylor Christina Taylor Executive Director



New York Shakespeare Festival dba The Public Theater City Council Testimony Committee on Parks & Recreation and Subcommittee on Capital Budget 3/27/2018

I'm Rosalind Barbour, the Administrative Chief of Staff at The Public Theater. Thank you to Councilmember Grodenchik and Councilmember Gibson for holding today's hearing.

Conceived nearly 60 years ago as one of the nation's first nonprofit theaters, The Public engages one of the largest and most diverse audiences in New York City in a variety of venues including the Delacorte Theater and its landmark downtown home, which houses five theaters and Joe's Pub. Last year, through all of our programs, we offered more than 1,600 performances and welcomed over 350,000 people many of whom acquired tickets through our free or low cost ticket initiatives including: Free Shakespeare in the Park access through the line in Central Park, our online lottery, and distribution sites in all 5 boroughs; free Mobile Theater performances in the 5 boroughs & at the Public; idNYC; and free first previews.

Since 1962, The Delacorte Theater, a city-owned structure in Central Park, has been home to Free Shakespeare in the Park. The Public Theater is proud to steward the facility through a license agreement with the Parks Department which was renewed in 2013. Since then over 5 million people have attended performances for free. Each year we welcome over 100,000 attendees, and in 2017, we welcomed audiences from every zip code in New York City. Productions have ranged from Shakespeare to a revival of *HAIR: The American Tribal Love-Rock Musical.* Each summer, there are two 5-week productions and a 200-person Public Works civic pageant with community participants performing an original musical adaptation of Shakespeare. Access and equity are key values of Free Shakespeare in the Park, and each year we partner across the City with borough leaders, community centers, libraries, and service organizations to ensure we offer free tickets as broadly, diversely and equitably throughout our city as possible.

This year we are seeking City Council funding to support our capital request to address the Delacorte Theater's crumbling infrastructure and many years of deferred maintenance. The facility is in need of significant renovations in order to serve the next generation of New Yorkers and continue to provide the highest quality cultural experiences for free to the public which is why we have proposed a public - private partnership to address the facility's capital needs.

Our Mobile Unit tours Shakespearean productions for underserved audiences throughout New York City's five boroughs twice per year. In all we visit 18-20 venues per tour including: five New York City Parks venues; seven correctional facilities; two facilities that provide services for the homeless; and three community based organizations with whom we partner though our Public Works program.

We are proud to partner with the New York City Department of Parks and Recreation in selecting our performance sites and partner organizations. This spring, we are bringing our Mobile Unit production of HENRY V to five New York City parks venues: the Roy Wilkins Recreation Center, the Brownsville Recreation Center, the Williamsbridge Oval Recreation

New York Shakespeare Festival dba The Public Theater City Council Testimony Committee on Parks & Recreation and Subcommittee on Capital Budget 3/27/2018

Center, the Pelham Fritz Recreation Center, and the Faber Field House. We are particularly excited that a woman of color, Zenzi Williams, will be cast in the role of Henry.

Over the last seven years, the Mobile Unit has become an indispensable part of our mission. The results of our tours have been astounding: the fierce, celebratory hunger with which inmates and citizens of every walk of life responded to the work filled us with the conviction that we were doing something important.

Our partnership with the New York City Parks Department has been particularly instrumental in not only introducing us to new communities, but also in ensuring that our tour trajectory is engaged with city-wide conversations about equitable access to the arts. We began our partnership with the Parks Department by reviewing the Community Park's Initiative and identifying identify "hot spots," neighborhoods that had a viable Parks Department-run venue that did not have robust programming. These locations became anchors in our touring plans and this approach became a model for designing the geography of our tours. What we have learned through this partnership is that multi-armed civic agencies such as the Parks Department are tremendous partners in understanding where our work is most needed, and catalyzing relationships with new communities.

We further engage New Yorkers with our Public Works program where we work with eight community-based organizations, including the Brownsville Recreation Center - a branch of the New York City Parks Department, to provide year-round classes, workshops, and community building activity and create annual large-scale, participatory Public Works productions featuring over 200 New Yorkers each year, presented on our largest stage – the Delacorte Theater in Central Park – as the joyous culmination of our oldest, biggest program, Free Shakespeare in the Park.

At the Public Theater, we are committed to the goals and values of the NYC Cultural Plan through programs like Public Works and Mobile Unit. Baselining \$10 million received by CIGs in FY18, and providing an additional \$20 million in funding this year to be shared between CIGs and program groups, will allow us to expand these programs.

The Public is honored to have the opportunity to partner with the City in engaging with all New York communities and I thank all of you for your time.



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TESTIMONY BEFORE NEW YORK CITY COUNCIL COMMITTEE ON PARKS & RECREATION

FISCAL YEAR 2019 PRELIMINARY BUDGET TUESDAY, MARCH 27, 2018

PREPARED BY MICHAEL SCHNALL VICE PRESIDENT, YOUTH & COMMUNITY RELATIONS NEW YORK ROAD RUNNERS

Good afternoon Chair Grodenchik. My name is Michael Schnall and I serve as Vice President of Youth & Community Relations at New York Road Runners. Thank you for this opportunity to testify before the Committee on Parks & Recreation on the FY 2019 Preliminary Budget.

INTRODUCTION

New York Road Runners' (NYRR) mission is to help and inspire people through running. We achieve our mission by creating running and fitness opportunities and programming for people of all ages and abilities.

NYRR demonstrates its commitment to keeping New York City's five boroughs healthy through races, community events, youth initiatives, school programs, and training resources that provide hundreds of thousands of people each year with the motivation, know-how, and opportunity to run for life.

NYRR's premier event, the TCS New York City Marathon, is not only a celebration of New York City but is a powerful contributor to its betterment. The Marathon generates \$415 million in economic impact for New York City and in 2017, 9,300 charity runners raised \$35.5 million on behalf of hundreds of not-for-profit organizations.

NYRR is woven into the fabric of our city, with programming across all age groups and an activated constituency. We engage over 25,000 volunteers annually, providing free time, talent, and energy to keep our events safe, and parks and communities clean and beautiful. Our free community running and walking initiative, NYRR Open Run, is getting thousands of New Yorkers out running and walking weekly in 13 local New York City Parks in all five boroughs, with three more park sites set to open this year. NYRR is also working with local stakeholders to identify areas with high health disparities, participating in local health fairs, walking with over 2,300 seniors as part of our NYRR Striders walking program, and serving as a resource and partner to public officials, community boards, business improvement districts, hospitals, community health organizations, and grassroots community groups.



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While NYRR is best known for producing the TCS New York City Marathon and our free school-based programs for youth, our organization is also <u>a dedicated provider of free</u> <u>community programming for parks in all five boroughs of New York City.</u>

OUR HISTORY WITH THE NEW YORK CITY DEPARTMENT OF PARKS & RECREATION

NYRR has enjoyed a long and deep relationship with New York City, specifically the Department of Parks & Recreation, spanning back to its founding in 1958 in Macombs Dam Park in The Bronx. The first ever New York City Marathon debuted in Central Park in 1970, and since then has branched out into the five boroughs, but always ends at its storied finish line in Central Park. And for 60 years, NYRR members and runners have run in parks across the City, enjoying these well-maintained green spaces and even pitching in the keep them green and clean.

The New York City Marathon

With its beginnings in Central Park, NYC Parks was involved in the genesis of this race and, with other City Agencies, continues to be a key partner in its expansion. Now the single largest marathon in the world, the TCS New York City Marathon sees over 50,000 finishers on the first Sunday of each November. Working with NYC Parks, NYRR has ensured that Parks along the course are celebrated, and its historic finish line stands ready to welcome each runner to the most famous park in the world. And, I'm sure you heard that NYC Parks Commissioner Mitchell Silver will be running the 2018 TCS New York City Marathon this coming November. We hope the New York City Council and the Committee on Parks will join us in this annual celebration of our great City, our parks, and the five boroughs by cheering on the Commissioner on November 4th, 2018.

NYRR Open Run

NYRR Open Run is a community-based, volunteer-led running initiative that brings free runs and walks to local neighborhood parks across all five boroughs of New York City. The program currently operates in 13 parks, with all runs being directed by volunteers and free to all participants. NYRR is expanding Open Run into three new parks this spring: Morningside Park in Manhattan, Shore Park in Brooklyn, and Pelham Bay Park in The Bronx. In fact, Chair Grodenchik's district has Cunningham Park, which is one of our most successful Open Runs to date. Community members even started a second weekly day of running in the park on their own, and formed the Cunningham Park Running Club. Open Run has served tens of thousands of New Yorkers over the last two and a half years, to get them out into their community parks to walk and run with their neighbors, build bonds of friendship, and most importantly get healthier and more active.

NYRR Mile Markers

Working with NYC Parks, NYRR will shortly break ground on our Mile Marker project, with the installation of Mile Markers in Astoria and Cunningham Parks this spring, and nine additional parks over the next year. Our Mile Markers will serve as both wayfinding along a variety of running and walking trails in these parks, as well as distance markers that allow park visitors to track their progress.



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Volunteers

NYRR has a robust 25,000-person volunteer program that helps to create incredible race experiences, as well as work to green and clean local parks year-round. Our volunteers have helped to chip running trails, paint benches and fences, remove invasive species, and plant flowers, trees and plants to help beautify New York City's treasured green spaces.

Parks Conservancy Partnerships

NYRR is committed to NYC Parks, their affiliated organizations, and to any place where a walker or runner will travel; our work with parks-based organizations has been part and parcel of our commitment to local green spaces. We work year-round with organizations like the Central Park Conservancy, City Parks Foundation, Van Cortland Park Conservancy, Prospect Park Alliance, Greenbelt Conservancy, Freshkills Park Alliance, and the Astoria Park Alliance, to provide volunteers, cross-promote their activities and events to our members, and support their work in all corners of our City. We look forward to increasing our commitment each year and finding new places for our members to run and walk.

BUDGET REQUEST FOR FISCAL YEAR 2019

NYRR respectfully asks the New York City Council to consider a request of \$75,000 to support our free community program, NYRR Open Run, that presently serves 13 parks in all five boroughs—with three more park locations being added in 2018 through the Parks Equity Initiative during the 2019 Fiscal Year.

NYRR is asking the New York City Council to support our free community health program for parks, Open Run. With this 2019 request, we are hoping to continue to provide, at no cost, the organized and supportive environment that helps our weekly Open Run participants across New York City take the steps necessary to make fitness and wellness part of daily life right in their own neighborhood parks.

Since the program's launch on June 1, 2015 at The Bronx's St. Mary's Park, NYRR Open Run has seen over 15,000 finishers and 3,000 community volunteers. Participants come from New York's five boroughs and the greater New York City area, and range in age from five to 85. Parks selected as NYRR Open Run sites are led by community volunteers and are chosen based on several criteria, most importantly the demand for programming by local community members. Park-goers interested in bringing the community-based free running program to their local parks are able to petition NYRR and NYC Parks to prove communal interest in the program, a process that helped bring NYRR Open Run to Manhattan's Inwood Hill Park and Queens' Flushing Meadows Corona Park. Other criteria brought into site considerations are park size and infrastructure, and perceived need as measured in conjunction with standards defined by the NYC Parks Community Parks Initiative.

NYRR is thrilled to be able to offer this initiative to three new deserving communities in 2018, bringing the health and mental benefits of running to thousands more New Yorkers: Pelham Bay Park in The Bronx, Shore Road Park in Bay Ridge, Brooklyn, and Morningside Park in Harlem.



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CONCLUSION

As the premier non-profit community running organization of our great city, NYRR recognizes that health disparities and inequities stifle growth opportunities within communities. Running and walking is something that almost everyone can do and is an activity that empowers you in your day-to-day life. NYRR is committed to working with and in every community to bring opportunities for physical activity and fitness to every person, no matter age or ability, who wants and needs it.

NYRR Open Run is for all New Yorkers, especially those who are underserved, and is a NYRR flagship community program. Since its inception nearly three years ago, we have seen community members at all ability levels come together for the common goals of leading active lives, becoming invested in their local parks, and developing new social networks in their neighborhoods. Initiative funding will help NYRR reach more New Yorkers who need free opportunities to get healthy and active while enjoying their greenspaces and parks right where they live.

NYRR looks forward to continuing our commitment to New York City's neighborhoods, youth, seniors, and parks, and growing our relationship with the New York City Council. Thank you for allowing me to testify today. I would be happy to answer any questions you might have about the work of New York Road Runners and I urge you to prioritize the funding of free health and fitness programs for our City's parks.

| NYC Park | Borough | NYC Council District(s) | Total Participants* | Total Volunteers* | Date Opened | Times Run |
|------------------------------|---------|----------------------------|------------------------|----------------------|-------------------|-----------------|
| Crotona Park | BX | 17 | 909 | 168 | 6/18/16 | Sundays; 9 am |
| Pelham Bay Park | BX | 18 | 559 | 40 | 6/1/17 | Saturdays; 9 am |
| Pelham Bay Park | BX | 13 | 0 | 0 | *Launching June* | TBD |
| St. Mary's Park | M/BX | 8 | 3,114 | 375 | 6/27/15 | Saturdays; 9 am |
| Highland Park | BK | 37 | 322 | 49 | 5/1/17 | Saturdays; 9 am |
| Marine Park | BK | 46 | 4,740 | 479 | 8/16/15 | Sundays; 9 am |
| Canarsie Park | BK | 46 | 1,380 | 257 | 7/23/16 | Saturdays; 9 am |
| Shore Road Park | BK | 43 | 0 | 0 | *Launching May* | TBD |
| Inwood Hill Park | М | 10 | 2,973 | 368 | 4/2/16 | Saturdays; 9 am |
| Morningside Park | М | 7 and 9 | 0 | 0 | *Launching April* | TBD |
| Brooklyn Bridge Park | M/BK | 1 and 33 | 5,119 | 726 | 10/13/15 | Tuesdays; 7 pm |
| Flushing Meadows Corona Park | Q | 21 | 1,562 | 232 | 4/1/17 | Thursdays; 7pm |
| Astoria Park | Q | 22 | 2,617 | 535 | 7/25/15 | Saturdays; 9 am |
| Cunningham Park | Q | 23 | 2,784 | 533 | 5/1/16 | Sundays; 9 am |
| Silver Lake Park | SI | 49 | 2,576 | 188 | 8/11/15 | Tuesdays; 7 pm |
| Conference House Park | SI | 51 | 1,508 | 94 | 7/25/15 | Sundays; 9 am |

NYRR Open Run Locations

*Since site opening



Testimony of Heather Lubov, Executive Director, City Parks Foundation Budget Hearing of the NYC Council's Committee on Parks and Recreation Tuesday, March 27, 2018

Good afternoon Chair Grodenchik and members of the Committee on Parks and Recreation. I'm Heather Lubov, Executive Director of City Parks Foundation, a non-profit organization that uses performing arts, sports, environmental education, and community-building programs to bring people into parks. We believe that thriving, active parks play an essential role in creating vibrant and healthy communities.

Thanks in part to the Council's support, this year we offered free sports instruction to 13,000 youth and seniors; developed nearly 3,000 future park stewards through K-12 environmental education programs; and celebrated New York's diverse cultures through our SummerStage festival and the traveling PuppetMobile, reaching more than 280,000 audience members.

We are proud to partner with NYC Parks on Partnerships for Parks, our community building program that supports a network of volunteer leaders who care and advocate for their local neighborhood parks. Partnerships for Parks supports more than 670 volunteer "friends" groups who help care for nearly 400 parks in all 51 council districts. To support these groups, Partnerships for Parks hosts more than 35 workshops attended by 450 volunteers; supports groups through community visioning projects; provides graphic design assistance; distributes thousands of dollars in small capacity-building grants; and serves as a fiscal sponsor for more than 50 groups. These resources give volunteer park groups the tools and information they need to transform public spaces into dynamic community assets that strengthen the social fabric of our neighborhoods.

The vast majority of these technical assistance resources are available because of funding from the City Council's Parks Equity Initiative. We thank the City Council for making this work possible and respectfully request that you continue to support this work through the Parks Equity Initiative in FY19.

In exchange, Partnerships for Parks brings significant value to our city's green spaces, supporting and activating enormous volunteer resources. As you know, although volunteer time is donated, it still has an important economic value, and it is that value that Partnerships for Parks helps unlock. By calculating the volunteer hours spent during *It's My Park* service projects¹, and the equivalent value of time spent planning programs in neighborhood parks, including movie nights or family festivals,² we estimate that volunteers are contributing almost **\$16 million** worth of their own time and effort to help support and improve their local parks. Partnerships for Parks helps those volunteers reach their full potential, thanks to the council's Parks Equity Initiative.

Thank you for the opportunity to testify today, and thank you for your support for City Parks Foundation.

² One park group pays a part-time staff person to plan approximately 5 programs annually; salary and supplies total \$49,000. We estimate that roughly 275 park groups plan 5 programs annually, or a value of \$49,000 x 275 = \$13.5 million.

¹ 82,172 hours multiplied by the NYS standard volunteer rate of 28.06 = 2.3 million.

Testimony

of

Mr. Brett Dakin

Jacob H. Schiff Playground Neighborhood Association

Before the

Committee on Parks and Recreation

March 27, 2018

Committee Room - City Hall

Good afternoon, Chair Grodenchik, and members of the New York City Council Committee on Parks and Recreation. I am Brett Dakin, a volunteer with the Jacob H. Schiff Playground Neighborhood Association. Thank you for the opportunity to speak today.

The Association is a group of volunteers supporting Jacob H. Schiff Playground, a park of about 4 acres in Hamilton Heights, Manhattan. We are located in New York City Council District 7, and we thank Council Member Mark Levine for his support for our efforts to improve our park and enhance the quality of life in the neighborhood.

We work closely with the New York City Department of Parks and Recreation and Partnerships for Parks to help bring sorely needed maintenance, horticulture, and programming to the Playground and the surrounding blocks. The last capital investment of any kind in our park occurred nearly 20 years ago.

We strongly support the Parks Equity Initiative. We have benefited from the City Parks Foundation's programing in smaller neighborhood parks like ours as well as its technical assistance through Partnerships for Parks. Increased funding for these efforts is required to help historically underserved parks like ours.

We also strongly support the Community Parks Initiative, or CPI. While the City's parks system may have improved in recent years, these improvements are yet to be felt equally throughout the City. As you know, parks in low- and moderate-income neighborhoods like ours are generally less well maintained than parks in wealthier neighborhoods. CPI funds are needed to help parks like ours that have seen limited capital investment in the past 20 years.

As supporters of Jacob H. Schiff Playground, a park that has seen no capital investment since 2000, we strongly support CPI and efforts to achieve equity across all of the City's parks.

Thank you for your work in support of our parks, and for your attention today.



Bronx Community Health Network, Inc. 1 Fordham Plaza, Suite 1108 Bronx, New York 10458 Tel: (718) 405-7720 Fax: (718) 741-5460 Eleanor Larrier, CEO Email: <u>elarrier@bchnhealth.org</u> Website: <u>www.bchnhealth.org</u>

Statement from Bronx Community Health Network to the New York City Council Committee on Parks and Recreation

March 27, 2018

Hello. Thanks to the committee members for holding this session today. My name is Paulette Spencer. I am the community engagement and policy analyst for the Bronx Community Health Network, which is a federally funded health center and non-profit community-based organization that assures access to quality, affordable primary, preventive medical care and support for social services to residents regardless of their ability to pay or immigration status. My program, Bronx Racial and Ethnic Approaches to Community Health (REACH) Champs, is funded by the Centers for Disease Control and Prevention (CDC). REACH's goal is to reduce obesity in communities like the Northeast Bronx where obesity rates are disproportionately high through initiatives supporting healthy nutrition and increased physical activity.

Over the past three years, our 34-member coalition of individuals, local community groups and parks friends' organizations, and agencies including the NYC Parks Department, policy makers, all committed to making our parks safe, welcoming and accessible for community use—through walking, running and other fitness activities in seven Central and Northeast Bronx parks. To date, our coalition and community-led parks-based activities have become available to more than 300,000 community residents. One coalition partner, New Yorkers for Parks (NY4P), created a set of 7 visitor park guides in English and Spanish that have been widely distributed to community residents. The guides have also received high praise from the CDC.

With enhanced park programming and increased access to parks, our coalition can eventually measure the long-term change of the health statistics in the surrounding communities and examine the extent to which park usage and improved access to parks are related to improving a community's health.

We would appreciate learning how BCHN and this City Council Committee can work together to support and sustain expansion of this work.

Testimony of Dilcy Benn, President of Local 1505, District Council 37 Before the City Council Committee on Parks FY 2019 Preliminary Budget

Good afternoon Mr. Chairman and fellow Parks committee members. My name is Dilcy Benn and I am the President of Local 1505 representing City Park Workers (CPW) in the NYC Parks & Recreation Department. My members work in all five boroughs conducting maintenance in all City Parks.

I want to start out by thanking the Council for the additional funding in FY 2018 for the Parks Department. This funding was used to maintain the city funded lines for 100 City Park Workers and 50 Gardeners. Parks has over 39000 acres of land, meaning that (1) one Gardener is responsible for maintaining an average of 254 acres of parkland. The Department of Parks and Recreation is woefully underfunded and we request your support in making our communities and those underserved parks in our communities beautiful.

Since the 2018 additional funding has not been baselined for FY 19, I am urging the Council to restore and increase the funding. If this funding is not restored, these workers will be laid off resulting in not having enough workers in the CPW and gardener titles to perform the duties I stated above. Furthermore, the maintenance and upkeep of the parks will suffer, leading to blight and neighborhood decay.

As the minimum wage in New York State increases to \$15 an hour this year, and my members make \$15.48 to start, it's becoming increasingly difficult to live in the city. The city must take a long, hard wholesale look at how it can take care of its workforce.

As we approach the start of the spring season in the next several weeks, there is a lot of work to be done to prepare the parks for the thousands of New Yorkers who will be taking strolls and enjoying the warmer weather in the parks. The beautification of parks is important to all New Yorkers, as well as to the thousands of tourists, who visit these areas.

Once again, I am urging the Council to restore the additional funding in FY 19 for the CPW and gardener lines.

Thank you for the opportunity to testify before you today and I will be happy to take any questions you may have.

Testimony of Joseph Puleo, President of Local 983, District Council 37, AFSCME AFL-CIO Before the City Council Committee on Parks FY 2019 Preliminary Budget

Good afternoon Chairman Grodenchik and fellow Parks committee members. My name is Joseph Puleo and I am the President of Local 983 representing Urban Park Rangers (UPR) and Associate Urban Park Rangers (AUPR) collectively referred to as PEP or Park Enforcement Police. In addition, I also represent the City Seasonal Aide (CSA) and the Associate Park Service Worker (APSW) who are responsible for providing more skilled work and supervising the City Park Workers and City Seasonal Aides within the NYC Parks & Recreation Department. My members work in all five boroughs conducting enforcement and maintenance in all City Parks, playgrounds, beaches and pools.

I want to start out by thanking the Council for the additional funding in FY 2018 for the Parks Department. This funding was used to maintain the CSA PEP funded lines and the increase in the Park Security. This allowed for additional allocation of Park Police Personnel at Flushing Meadow, Cunningham and Forest Park where we had seen some increase in activity. NYC has over 39000 acres of land, The Department of Parks and Recreation is woefully underfunded as it come to PE. With only around 290 PEP officers. A UPR in an 8 hour shift is responsible for securing and maintaining safety for 45 acres of land. We need additional funding to increase the manpower of PEP officer so that we can maintain the safety of our world class parks like Flushing Meadow, Juniper Park, Forest Hills, and others throughout this city. Local 983 request your support in making our communities and those underserved parks in our communities safe and beautiful by providing adequate funding for our, CSA, APSW and PEP lines. I am urging the Council to restore and increase the funding, buy adding new lines for our PEP Park Rangers, baseline our CSA PEP lines, and continue to provide the funding necessary to reduce the inequity in parks resources in all five boroughs as it comes to both security and maintenance.

As we approach the start of the spring season in the next several weeks, there is a lot of work to be done to prepare the parks for the thousands of New Yorkers who will be taking strolls and enjoying the warmer weather in the parks. The beautification of parks is important to all New Yorkers, as well as to the thousands of tourists, who visit these areas.

Once again, I am urging the Council to look seriously at increasing funding so that we can continue to maintain security for our residents, and those who visit our fair city. Thank you for the opportunity to testify before you today and I will be happy to take any questions you may have.

Budgets are not just numbers. Good budgeting involves planning and managing. The idea of management by budget requires identifying policy, looking for funds, and balancing the match. The City Council has the responsibility to review the entire budget, not just the parks department. What do we want for our City? What would make a safe and happy city? Fully staffed and funded parks programs and facilities.

- 1. (Why parks matter: How our parks affect city life | The Rapidian) Four major benefits of city parks are they increase health, social connection, aid the environment and have significant positive impacts on the local economy.¹
- 2. (8 Reasons Why Parks Are Important Green Ribbon) Storm water collection, reduction of the Urban Heat Island Effect, Center of Community, Mental Health Boost, A place for kids to be outside, Place for Physical Activity, protect natural ecosystems, clean air.²
- 3. (How Urban Parks Enhance Your Brain CityLab)

The study prompts several conclusions. The first, not really tied to cities, is that **nature walks might provide a cost-efficient supplement to traditional treatments for major depression**. As the researchers point out, the mood priming did work, meaning study participants set out on their journey thinking about a negative personal event. The fact that their positive affect improved despite this sour state shows the cognitive power of park land.

The second conclusion, more germane for our purposes, is that "incorporating nearby nature into urban environments may counteract" some of the cognitive strains placed on the brain by the city, the authors write. Recent research has suggested economic and crime benefits of urban greenery; now advocates can legitimately add "public health" to their list of arguments.³

4. (Urban planning and the importance of green space in cities to human ... www.hphpcentral.com *Healthy Parks, Healthy People*, Articles & Research)

There are numerous health benefits associated with access to public open space and parks. Access to vegetated areas such as parks, open spaces, and playgrounds has been associated with better perceived general health, reduced stress levels, reduced depression and more.

According to the **World Health Organization**, physical inactivity is a major public health risk. In Australia, nearly half of all Australians do not meet even the 30 minute daily physical activity recommendations. One study found that **people who use public open spaces are three times more likely to achieve recommended levels of physical activity than those who do not use the spaces**. Users and potential users prefer nearby, attractive, and larger parks and open spaces (Wolf, 2008).

^{.}

¹ Why parks matter: How our parks affect city life | The Rapidian <u>www.therapidian.org/why-parks-matter-how-our-parks-affect-city-life</u>

² 8 Reasons Why Parks Are Important - Green Ribbon <u>www.gardinergreenribbon.com/why-parks-are-important/</u>

³ How Urban Parks Enhance Your Brain – CityLab <u>https://www.citylab.com/design/2012/07/how-urban-parks-enhance-your.../2586/</u>

Hon. Vanessa L. Gibson, Chair NYC Council Subcommittee on Capital Budget Members: Barry S. Grodenchik, Steven Matteo, Keith Powers and Helen K. Rosenthal

Hon. Barry S. Grodenchik, Chair NYC Council Committee on Parks and Recreation Members: Andrew Cohen, Andy King, Mark Gjonaj, Peter Koo, Francisco Moya, Costa Constantinides, Jimmy Van Bramer, Eric A. Ulrich, Justin Brannan, Joseph C. Borelli

Dear Chairpersons Gibson and Grodenchik, and Council Members on the Capital Budget Subcommittee and Council Members on the Parks and Recreation Committee,

Please accept these comments toward the NYC Council Budget and Oversight Hearings on the FY2019 Preliminary Budget, Preliminary Capital Plan FY2019-2022, and FY2018 Preliminary Mayor's Management Report. We have reviewed these reports and wish to bring the following to your attention. A review of these documents indicates that funding for the Parks Department is inadequate and requires an increase in Maintenance and Operations (M&O). In the Mayor's Management Report, DPR completed 38 capital projects, with 79 percent completed on time or early and 87 percent within budget. During this period the reconstruction of three Community Parks Initiative sites was completed, all ahead of schedule. We also find that they are at an inadequate level of personnel, including little for project management, design and engineering.

Focusing on construction ignores the need for increasing park maintenance staff to sustain existing facilities. Historically this created a permanent career path for generation of park lovers. Currently, the parks department has adequate capital budget, but is desperately short on M&O. We encourage a one year experiment to:

- Increase Parks Department Expense Budget to 2% of citywide dollar (it is not even close to 1%)
- Fund five In-House maintenance teams (with carpenters, plumbers, electricians, masons, etc.) to do one project per borough for this next year a proven efficient program
- Build-in Maintenance Funds into Capital Projects, so the construction project is sustainable.

We understand that you are concerned with the capital budget process and timeline, but creating an expensive bureaucracy like the proposed Parks Construction Authority, is not the answer. As some of you know, at the past February Bronx Parks Speak Up, Guest Speaker and former staff member of the Parks Department, Charles McKinney's "We Can Fix That!" speech was well received. The talk was "about simple ways the New York City Council and Mayoral offices could work together to fix the existing system rather than develop a new Parks Construction Authority." Another presentation: "Creative Ideas for Improving Parks," by BCEQ President Joyce Hogi urged members to join the Bronx Council for Environmental Quality and the Bronx Coalition for Parks and Green Spaces to plan a Fall Symposium we call "Learn Up to improve parks."

Why support the creation of an authority that is unaccountable when there are better and less expensive alternatives worth exploring first that will assist all of us in meeting our goals. We can all learn from a review of the report commissioned in 2014 by New Yorkers for Parks for members of the City Council provides 15 clear, actionable steps to improve the on-time on-budget performance of DPR's capital projects without creating an expensive bureaucracy.

Signed by Karen Argenti, JS Colon, Elizabeth Cooke-Levy, Robert Fanuzzi PhD, John Gillen PhD, Joyce Hogi, Nilka Martell, Dena Robbins PhD, Jane Sokolow, and Laura Spalter

Attachments: Budget Materials

KAREN@BCEQ.ORG Bronx Residents Interested in Improving NYC Parks 646-529-1990



We Can Fix That! by Charles McKinney

Written by Christina on March 15, 2018 - Leave a Comment

Guest Speaker Charles McKinney, Practical Visionary, gave a slightly modified version of this article as his speech at our 24th Bronx Parks Speak Up on Saturday February 24, 2018.

Make your best judgement...fire! AIM...fire! AIM. That

works in artillery where a spotter tells the gunner to adjust their aim. It can also work in complex social and regulatory processes as long as the initial "best guess" action is followed by evaluation and correction.

However, sometimes governments don't adjust their aim, they just keep firing.

In New York City, over the past 20 years, new purchasing and contracting rules, as well as management structures to enforce them, have made it difficult to make contracting decisions that are rational, common in private industry, in the best interest of the client, and save time and money effectively.

Agencies suffer through the rules established by external managing agencies and offices despite the adverse effect on project schedules and budgets. Agencies, like NYC Parks, believe they have no power to change the rules and procedures. In recent years, City government has started making use of authorities and non-profit groups such as the Economic Development Corporation, and the School Construction authority because- they are not obligated to follow the same rules.

This talk is about simple ways the New York City Council and Mayoral offices could work together to fix the existing system rather than develop a new Parks construction authority.

We can fix that!

It is always good, when asking for change, to point to instances when Citizens and Officials successfully instigated changes to established plans and practices in order to address a problem. Sometimes community groups have to shine a light on things that need to be fixed. Sometimes officials redirect the policy. We will look at two examples:

Tibbetts brook was put into a sewer

In the early 1900's, during the development of the Kingsbridge neighborhood in the Bronx, engineers decided to put Tibbetts brook, the stream that collects a third of the Westchester county watershed before it meanders through the lake of Van Cortlandt Park into a large sewer pipe that takes it to the Wards Island Sewage Treatment Plant. Not only did fish lose a path to their spawning grounds, these waters now cause local flooding in the Kingsbridge neighborhood. They cause combined sewage and storm water to be dumped into the Harlem River during rain storms.

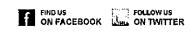
The Bronx Council of Environmental Quality has advocated daylighting the stream for many years; NYC Parks included daylighting in the Van Cortlandt Park master plan and initiated an effort to buy the CSX right of way all of the to the Harlem River. The Friends of Van Cortlandt Park formed a task force to build a broad constituency, and the non-profit City as Living Laboratory led by Artist Mary Miss will make a model of a daylighted Tibbetts brook.

All of this has encouraged NYC's Department of Environmental Protection to rethink their earlier plans to lower the lakes in Van Cortlandt Park in order to increase their capacity to withhold water from the sewer during storms. This would have made the lakes even more eutrophic. At the January 2018 public meeting on the Long-Term Control Plan, DEP said they think daylighting is a viable solution. They will investigate it. We will soon need to encourage our elected officials to purchase the right-of-way.

Bronx Parks Speak Up:

The Bronx Parks Speak Up is an annual community networking conference for park and environmental stakeholders. Organized by the Bronx Coalition for Parks and Green Spaces (BCPGS), this day-long event draws over 250 Bronx residents, elected officials and agency personnel. It gives its attendees the chance to learn about government and non-government resources and participate in face-toface discussions with city and local elected and appointed officials.

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- Middletown Parks & Rec announces spring trip lineup -Delco News Network
- Here are 26 NYC skateparks to check out this spring - Metro US
- Green spacing the Cross Bx Exp'y would save money, lives - Bronx Times
- The Bronx's Jerome Avenue Rezoning Takes Another Major Step Forward - New York YIMBY
- Parks Department to build PEP station at Amendola Plaza - Bronx Times
- New York Today: Our City's Rosa Parks - New York Times

Tibbetts brook can be daylighted inside the CSX right-of-way to the Harlem River.

Parks Department capital projects have been dependent on City Council member funding since the budget crisis of 1990.

In council districts where there are lots of other problems in the community, it is possible parks will not receive much funding. Most council people do not have as large a problem as Councilperson Andy Cohen, not only does he have the third largest park in the system, he has three council districts. It is not right that such a large park that serves so many people be reliant on one Councilperson.

Commissioner Silver directed his planning staff to determine which communities have not received capital investment since 1990. He then obtained mayoral funding for the Community Parks Initiative, and Anchor parks program which will are providing Mayor Funding for projects in poor neighborhoods. His Parks Without Borders program will improve the entrance and a whole swath of Van Cortlandt park at 242nd street. No one knows if this funding will continue.

It would be desirable to replace the \$400 million-dollar capital budget that parks forfeited in the 1990 budget crisis. This was used to fund state of good repair projects, roofs, boilers, retaining walls and playgrounds. These projects were done anywhere the Commissioner approved and did not require Design Commission approval. The Department had funding to cover change orders without asking elected officials to do it. It had funds to rebuild pools and other major facilities.

We can fix that!

Reestablish a pool of capital funding for state-of-good-repair projects, Commissioner initiatives and contingencies.

Parks need dedicated technical, forestry and horticulture crews

When I was a young planner I was good at learning from people who used Riverside park, and I was good problem solver. Riverside Park needed daily erosion control and landscape restoration. The community lobbied the City Council to establish an expense budget for Riverside Park because our community wanted maintenance not capital projects. We were pleased when the City Council established a \$600,000 expense and personnel budget for Riverside park's restoration and maintenance.

We hired summer seasonals from the neighborhood, provided horticultural training and brought them on as employees when we had vacancies. We began restoring 12 acres of riverside park every year by coordinating our work with requirements contracts for paths, fences, piping, masonry wall reconstruction. Our community was very happy.

Then, in 1990 NYC had a large budget deficit. We lost the bulk of that budget, and the crews. That budget was not restored, even when times got better. If that modest funding had continued...for the intervening 26 years at 12 acres a year, 300 acres of park would be restored and maintained by now.

There are parks throughout the Parks system that would benefit from modest expense budgets and small but dedicated crews. I visited St. Nicholas park in northern Manhattan recently. I was alarmed to see that stairs restored in early 2000 are shifting due to the lack of masonry pointing. And most of the other thirty stairs in the park are sliding apart, some are closed. St Nicholas needs two people and a couple of helpers to start pointing and resetting or we will be doing major capital projects on steps forever.

There are forested areas throughout the parks system that are being ravaged by invasive vines and Norway Maple seedlings. Van Cortland Park's forestry program has been reduced to three people. They will never be able to save our most valuable historic forest from invasive vines. These are but two examples of a City-wide problem that lead to the need for capital expenditures as well as loss of valuable ecosystems.

We can fix that!

Examine the distribution and job duties within the Department as well as the ratio of management and administration to field workers. Make adjustments that will provide technical, forestry and gardening crews.

Elected official are displeased, and the public is bewildered by, the length of time it takes to award design and construction contracts, as well as the number of times contractors default.

It is illuminating to know that many of the problems of the Capital project design and approval process that I faced when I was Chief of Design, and that Commissioner Silver and our elected officials face today, were not present in 1990.

Local Weather:

Bronx, NY

44 °F / 7 °C

Mostly Cloudy at 06:51 PM Click for Forecast There are rules and processes that have been established by the office of Management and Budget as well as the Mayor's office of Contracts that have impeded the capital design and construction process. Here is a sampling of things that they could fix:

NYC Parks cannot do borings and soil testing during design because these activities have been deemed not-capitally eligible.

If you cannot do borings and soil tests it impossible to know how much rock or contaminated soil will need to be removed. If the designer does not know about it, it will not be included in the construction documents. Once the project is in construction, and the underground condition is discovered, work will grind to a halt because the additional work will require negotiating with the contractor on the price at a time when he has you over a barrel. Then the change, the change order, will require review and approval by internal parks people, and the office of management and budget. Even worse, you might have to go back to the Council person who funded the project and request additional funds. This might mean 3-6 months with a stalled construction project.

We can fix that!

Fund pre-project soil borings and testing or make them capitally eligible.

The management structure outside of NYC Parks believed that if we stopped requiring completion bonds on small capital projects it would make it more feasible for small contractors to bid on city contracts.

It also made it possible for undercapitalized contractors to take on projects and fail, like the contractor building the Van Cortlandt Park skate park and the one working on the West Farms Rapids.

If those projects had been bonded, the bonding agent would be responsible for completing the project. Now parks will have to repackage the contract documents, obtain OMB and Corporation council approval rebid, award and register a new contract with the Comptroller. That will most likely take how long? 9 months.

We can fix that!

Reinstate the requirement that all capital project contractors obtain a completion bond.

There are protracted, and for the most part unnecessary, reviews of even the smallest contract, specifications and change orders by the Office of Management and Budget, and the Corporation Council.

Even if the exact same materials have been reviewed before, such as design contracts, construction specifications, contracts with on-call consultants and work assignments to on-call contractors they must be reviewed again. NYC Parks budgets 9 months for review, bid and award activities. But it could take longer..... because the submissions are waiting for the overworked reviewers, whose job it is to find fault, to get to them. The reviewers are unlikely to be rewarded for fast turnaround, only punished if an error should slip past them.

The Office of Management and Budget should not be required to review change orders, and they should not have any say in how the contingency in a contract is allocated.

We can fix that!

Decrease the time and cost of a capital projects by removing restrictive procurement and ineffective contracting rules, and simply allow agencies to approve their own change orders, specifications and contract documents. They should be authorized to self-certify that they are in compliance.

I believe if we started by addressing the few things I have enumerated, we would restore our parks faster, keep them in good repair longer and provide substantive local employment.

That would make New York City not only the fairest big city in America, but put it on a path to be the smartest.

Categories: Parks Capital Process - Tags: Bronx Council for Environmental Quality, City as Living Laboratory, City Council, Commissioner Silver, Daylighting, Friends of Van Cortlandt Park, NYC DEP, NYC Parks and Recreation, Riverside Park, Tibbetts Brook, Van Cortlandt Park, West Farms

Leave A Comment...

Testimony Parks and Recreation Committee Subcommittee on Capital Budget March 27, 2018

Dear Committee Chairs Grodenchik and Gibson, and committee members,

Thank you for this opportunity to comment on the Parks budget. I begin my testimony with what I learned at last month's Bronx Park Speakup from guest speaker, Charles McKinney, Principal Urban Designer for NYC Parks from 2010 to 2016. He offered simple ways the NYC Council and Mayoral offices could fix the system to speed up projects, lower costs, and avert major capital projects. I have attached his bio and speech aptly named "We Can Fix That!" Some suggestions:

1. Replace the 400 million-dollar capital budget that parks forfeited in the 1990 budget crisis. This was used to fund state of good repair projects such as roofs, boilers, retaining walls and playgrounds. They required Commissioner approval and not Design Commission approval. The Department had the funding to cover change orders without asking elected officials to do it.

2. Bring back the modest expense budget that funded dedicated in-house maintenance crews to avert large capital projects. By way of example, he used St. Nicholas Park in northern Manhattan. The stairs that were restored in early 2000 are shifting due to the lack of masonry pointing. Yet, two people and a couple of helpers to point and reset would avert deterioration resulting in another expensive capital project.

3. Reinstate the requirement that all capital project contractors obtain a completion bond. Changes have made it possible for undercapitalized contractors to take on projects and fail, such as the skate park in Van Cortlandt Park. Now the mess is left for Parks to fix: obtain OMB and Corporation council approval, rebid, and register a new contract with the Comptroller, and on and on delays.

In addition, I am submitting a report commissioned in 2014 by New Yorkers for Parks for members of the City Council. It provides 15 clear, actionable steps to improve the on time and on budget performance of DPR's capital projects.

We all agree with the premise that steps must be taken to reduce bureaucracy, and improve the on time and costs of park capital projects. However, it is shocking that Resolution 0038-2018 to amend the City Charter in order to create the Parks Construction Authority (PCA) has been introduced in the Council without exploring better alternatives.

Clearly, there are far better, less expensive alternatives to creating a new totally unaccountable Public Benefit Corporation based on the School Construction Authority model. I urge you to explore all of them.

Laura Spalter 5480 Mosholu Avenue Bronx, NY 10471 Tel: 718 601 0483 / Cell: 917 969 8205 Email: <u>Lsrca1@aol.com</u>

Hi,

My name is Roxanne Delgado. I am here on behalf of Pelham Parkway located in the North East of the Bronx and part the 13th district of the City council .

Our Parkway is over 108 acres which is less than half of 1 percent of the city's total parkland. Yet the parkway makes a huge impact on the property values of the neighborhood as well as it improves our quality of life.

Friends of Pelham Parkway was formed last year in June and we held cleanups every month since then. We do tabling alongside with our Cleanups. We have meaningful conversations with the users of the parkway. And we can't help note the heavy use of the parkway by both our residents and visitors. Due to the heavy use, there is lots of litter and wear on our parkway

This is why I was so disappointed that the park overall budget was decreased by over 10 percent. I was also disappointed over 1.2 Percent was decrease from Maintenance and Operation (Personal Services). Much of the decrease was due to eliminated of over 90 seasonal jobs. During the Late spring and summer is when we have lots of people in the parkway. We need Park enforcement and park rangers to interact with the users on following the park rules including no barbecuing on our parkway as well no littering.

The city is spending millions to upgrade neglected parks. But the city should be proactive and maintain the parks before they become neglected and need an overhaul. Last year Maintenance and Operation was 309 million and the city parkland is 30,000 acres which means the city spends a little over \$10,000. Per the public trust land report the average cost spend on acres of parkland is over \$25,000. Per Acre

But I don't need data to prove my point. I lived near the parkway for over 10 years and I have witness the deterioration of our parkway and the lack of maintenance and enforcement. And my neighbors and users also relay those same sentiments when we interacted during our tabling

I would even suggest that we slow down on the capital projects and divert more funding to maintain our existing parkland.

Thank you Roxanne Delgado

| | Р | | | |
|----------------------------|---------------|----------------|---------------|---------|
| | FY18 | Pr | | |
| Exec Mgmt/Admini | \$8,569,627 | \$2,331 | \$8,571,958 | 0.03% |
| Maintenance & Operation | \$309,510,044 | -\$3,740,138 | \$305,769,906 | -1.21% |
| Financial Plan Savings | \$5,054,600 | -\$4,770,715 · | \$283,885 | -94.38% |
| Design & Engineering | \$48,005,008 | -\$107,353 | \$47,897,655 | -0.22% |
| Recreation Services | \$25,344,182 | -\$456,905 | \$24,887,277 | -1.80% |
| Financial Plan Savings | | \$2,065 | \$2,065 | |
| Total | \$396,483,461 | -\$9,070,715 | \$387,412,746 | -2.29% |

| | Other Than Personal Services | | | | | |
|----------------------------|------------------------------|---------------|------------------|------------------|--|--|
| | FY18 | +/- | Preliminary FY19 | Percent decrease | | |
| Design & Engineering | \$2,824,770 | -\$236,572 | \$2,588,198 | -8.37% | | |
| Recreation Services | \$1,700,137 | -\$114,231 | \$1,585,906 | -6.72% | | |
| Exec Mgt/ Admin Services | \$25,881,729 | -\$368,321 | \$25,513,408 | -1.42% | | |
| Maint&Operations | \$132,065,804 | -\$47,231,078 | \$84,834,726 | -35.76% | | |
| Total | \$162,472,440 | -\$47,950,202 | \$114,522,238 | -29.51% | | |
| TOTAL BUDGET | \$558,955,901 | -\$57,020,917 | \$501,934,984 | -10.20% | | |

I'm Lorita Watson, representing FOMP, a Friends group for the parkland on Mosholu Parkway. First I want to thank the Councilman for working with the Friends group on the playgrounds on Mosholu.

Finally we have come to the next step and way over-do for Mosholu Parkland

This is a passive recreational greenspace that bring and unite several communities together.

Volunteer work can only do so much.

As a volunteer friends group: *we cannot control erosion this large *we cannot pick up all the trash when parks truck breakdown *we cannot pick up all the trash when there is no park staff. *we cannot replace broken benches *we cannot fix the gorgeous massive pillars that represent Mosholu. * we cannot put up lights so we can see after dusk as we walk *we cannot make trails safer to walk on *we cannot put up a yellow flashing light for mid-crossing *we cannot fix park sidewalk or broken pathways *we cannot control the flooding

As a volunteer friends group

*we can share with you why we need an increase in PARKS funding

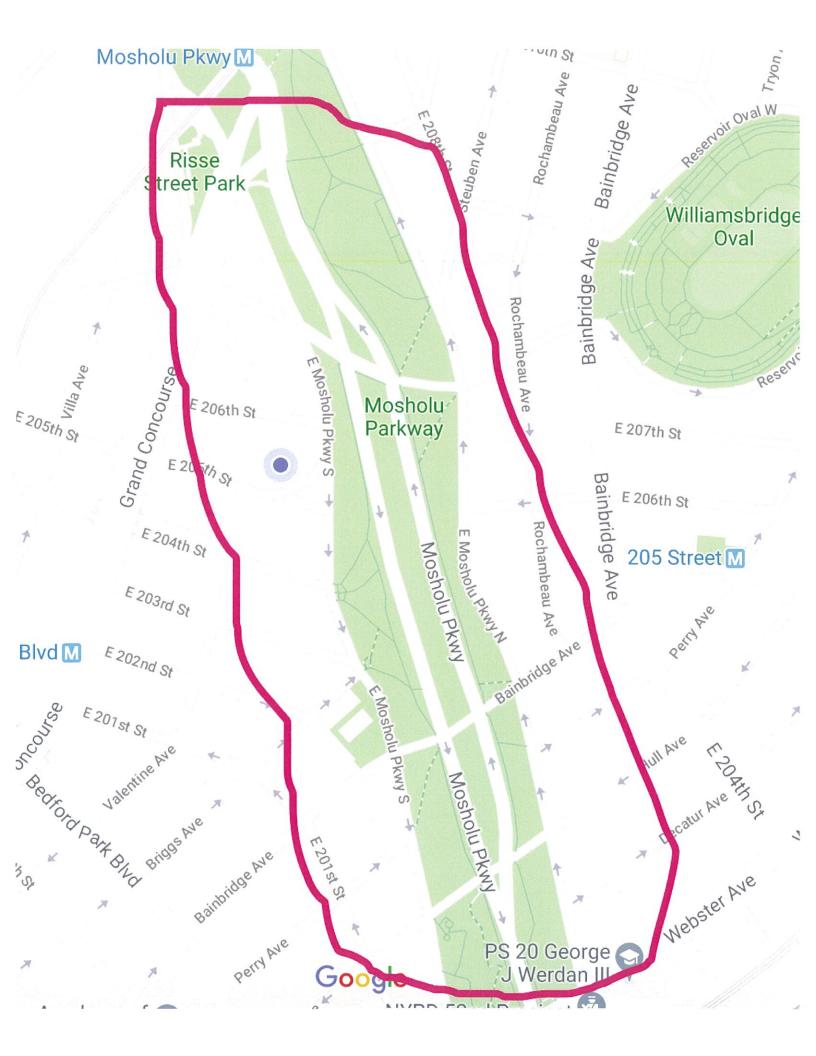
* we can share with you our frustration

*we can share with you that our community has been rezoned so that affordable housing can be developed and guess what—they have built, keep building and will continue to build.

*we can share with you that we are here asking for that increase in funding so that parkland like ours continue to serve those that are already here and those that are coming.

I leave you today with a folder handout. The left side of the folder being the issues on Mosholu Parkland and the right side are all the great presented ideas to the public shared in many community meetings.

But how can we vote on something when there is no money for it?



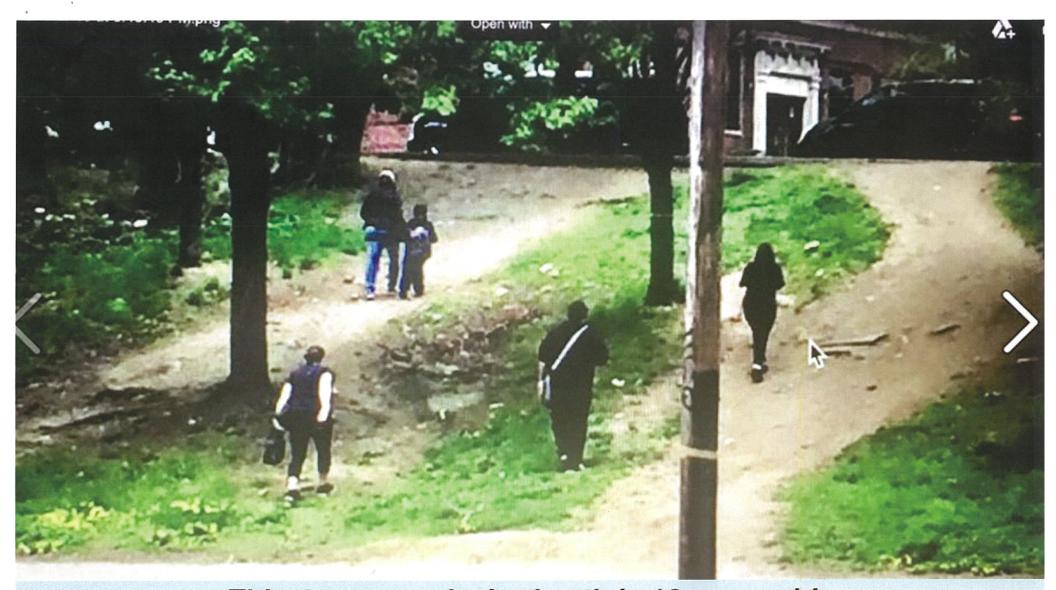






Broken up sidewalk in many of the service roads on Mosholu



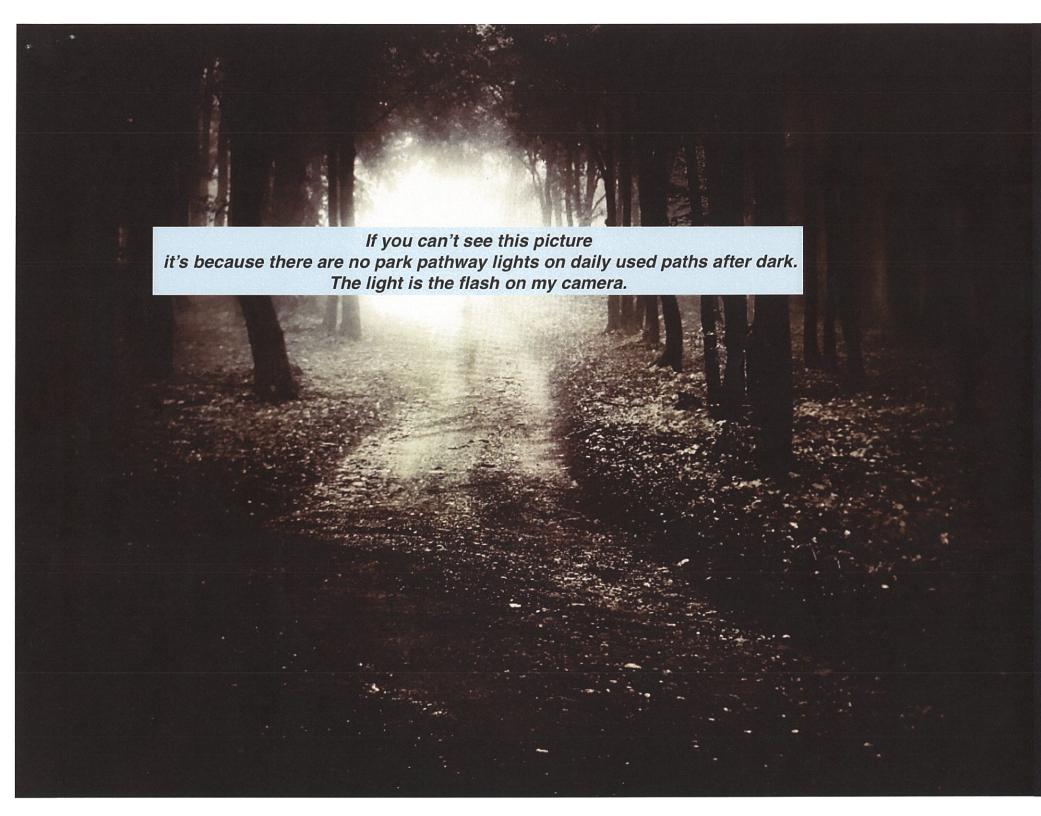


This 4 season desired path is 10 years old. Can we finally make it official? We love our desired pathways. We don't love the erosion, the mud and the fall we take in the snow.

More staff!!! Consistent work schedule!! Better land management!!

More PARK trash trucks instead of just 1 that keeps breaking down for weeks at a time and no trash is picked up until it's fixed!

Where is the flashing yellow light here? Mosholu crossings need to be better protected





Repairing bench slats does not stop from the old concrete crumbling. Old benches are high maintenance New benches SAVE money, are anti vandal, doesn't split Mosholu has 250 benches



Mosholu is known for it's beautiful pillars. Repairs on pillars are needed

Note:

The improvements shown here are ideas from various sources.

They are conceptual only and their precedent designs helps us to communicate to the Council and other funding stakeholders the importance of these projects and to the future.

Elizabeth Quaranta President of FOMP and Core Member





Existing Conditions-Mail @ Van Cortlandt Ave. • 12:0° wate apphal path in fair contribu-5. Corrowched and mit mit "in state area. • Open week to The Mail



isting Conditions - East side of Jerome Avenue



Proposed Improvements-Mall @ Van Cortlandt Ave. the second disc and the second

Proposed Si

Mosholu Parkway



osed improvements

1

11

WEIDLINGER ASSOCIATES* INC

Prelim Draft for Discussion Community Vision for Mosholu Parkway

Overall Improvements:

- Calm traffic
 - Reduce speed limit
 - Reduce number of lanes
 - Narrow lane width
 - Increase horizontal curves
 - Reduce turning conflicts
- Improve pedestrian connectivity
- Daylight Mill Brook
 - Redesign deficient drainage ,
 - Detain storm water
- Replant eroded areas and replace missing trees

Divert drainage from Oval to Mill Brook



Install a foot bridge over Mill Brook for pedestrian path

Create a waterfall in the Gully

Detain runoff in a lake at the bottom of the Gully



Improve pedestrian conditions at crossing

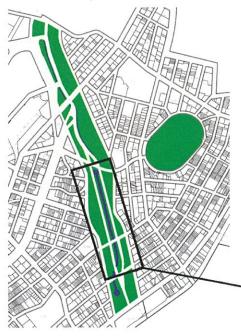
Install permanent plaza and complete pedestrian network

Add signalized midblock crosswalk

Remove pedestrian crossing prohibitions

Construct and landscape pedestrian refuge island

Reduce Speed Limit and Remove Excess Lanes

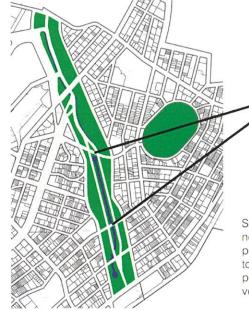


The 35 mph speed limit is too fast for the pedestrian activity on the parkway, and it does not save drivers any real time. It may also be too fast for the curve going into the tunnel under Jerome Avenue



It should be possible to remove at least one lane in each direction. Narrowing the roadway will encourage traffic to slow, and will provide additional space for landscaping

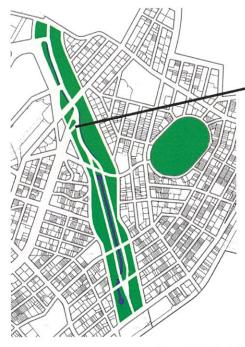
Remove Pedestrian Crossing Prohibitions





Safe and convenient connections for neighborhood residents need to be prioritized. Intersection treatments need to be developed to restore full use to pedestrians without threats from turning vehicles

Install a Permanent Plaza at Grand Concourse



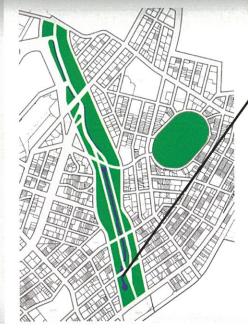


View of the recently improved temporary plaza space



The sidewalk is missing for a main desire line

Create a Waterfall in the Gully

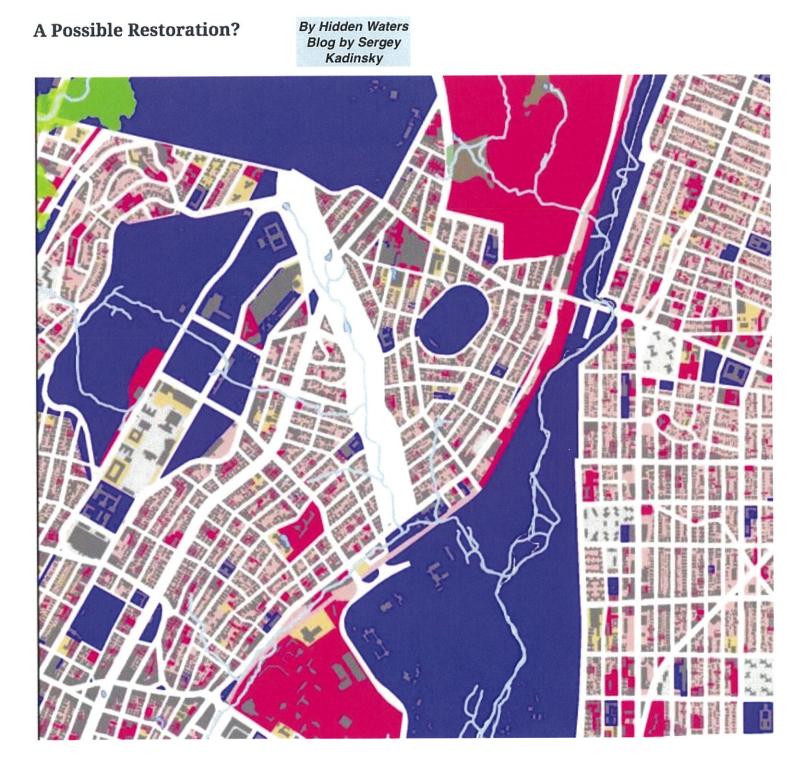




Illustrative example (from a location in Prospect Park)

The daylighted Mill Brook would have to pass underneath Marion in a culvert.

That creates an opportunity for a dramatic water feature in the Gully, if designed properly



In the Wildlife Conservation Society report, one map mashes present-day structures, zoning categories and former waterways. As seen above, the white-colored median and shoulder space along Mosholu Parkway can accommodate a small watercourse. It could serve a purpose as a <u>bioswale</u>, <u>absorbing runoff from the road</u>, channeling it into <u>a</u> <u>constructed wetland</u> and emptying into a nearby waterway.





A Survey of Capital Projects Management Among New York City Government Agencies

Prepared for New Yorkers for Parks by Public Works Partners June 4, 2014

Table of Contents

| Introduction | 3 |
|----------------------------------|----|
| Agency Summaries | 3 |
| How Capital Projects are Managed | 5 |
| Recommendations for Parks | 6 |
| Conclusion | 15 |

Introduction

New York City's parks are essential public resources. In every neighborhood, in all five boroughs, parks bring together New Yorkers of all ages and backgrounds and provide much-needed peaceful respite and healthy recreational opportunities amidst a dense urban environment.

Like all essential public resources, New York City's parks require significant investments to keep up with ever-increasing demand and constant usage. Existing parks need renovation, repairs, and new amenities. Growing and underserved neighborhoods need new parks. The New York City Department of Parks and Recreation (DPR) brings these investments to parks through capital projects. Separate from the day-to-day maintenance and operation of parks, capital projects are major initiatives that bring significant funds and resources to bear to renovate, expand, and create parks. In the past 12 years, DPR's capital program has invested \$4.4 billion in parks capital projects and have completed parks improvement projects in all five boroughs.

The New York City Council is one of the primary funders of DPR's capital projects. Most council members are well aware of the importance of parks in their districts. They see their funding of parks capital projects as critical investments in their constituents' neighborhoods, and they are particularly concerned when these projects run behind schedule or over budget.

In response to these concerns, several City Council members commissioned New Yorkers for Parks, which in turn engaged Public Works Partners, to survey capital project management practices of DPR and other City agencies that conduct capital work. New Yorkers for Parks is an independent advocacy and research organization that champions quality parks and open spaces in New York City. Public Works Partners is a management consulting firm that helps government agencies and nonprofit organizations design, launch, and improve programs.

The goal of this study is to identify the best practices for capital projects among City agencies and translate them into recommendations to help DPR increase the efficiency, timeliness, and cost-effectiveness of its capital projects.

Agency Summaries

New Yorkers for Parks and Public Works Partners spoke to four mayoral City agencies and two non-mayoral City government entities about their capital programs and project management practices. We also received perspectives from the Mayor's Office of Contract Services (MOCS), the Office of Management and Budget (OMB), City Council members who fund parks capital projects, and external stakeholders, including the General Contractors Association.

The capital agencies interviewed oversee a wide diversity of project sizes and types, but among them they accomplish almost all of the City's infrastructure work. A summary of the agencies and scope of their capital activities follows.

NYC Department of Parks and Recreation

The NYC Department of Parks and Recreation (DPR) operates the City's public parks and recreational facilities. Its portfolio of capital projects ranges from landscaping and renovations within parks and playgrounds to building entirely new parks. DPR has a four-year capital budget of \$2.6 billion; the current projection for FY 2015 is \$438 million¹. The capital budget is funded mostly by the Mayor, City Council members, and Borough Presidents. Funding also comes from non-City sources, including the state and federal governments and private giving. Almost all of DPR's capital budget is allocated for specific projects by the funder.

DPR's Capital Division manages the agency's portfolio of capital projects and has a staff of approximately 400. This team manages a total portfolio of about 425 projects in active design, procurement, or construction. Some of DPR's capital projects are outsourced to the Department of Design and Construction and the NYC Economic Development Corporation.

NYC Department of Design and Construction

The NYC Department of Design and Construction (DDC) was founded in 1996 to act as the City's primary construction project manager. It is dedicated solely to managing capital projects on behalf of other agencies. Its staff of approximately 1,200 manages between 350-400 projects at a given time on behalf of other agencies. It has no budget for capital projects of its own; projects must be fully funded by the sponsoring agency when DDC takes them on.

NYC Department of Environmental Protection

The NYC Department of Environmental Protection (DEP) manages and conserves the city's water supply. Its portfolio of capital projects includes water tunnels, treatment plants, and sewers. DEP has an annual capital budget of approximately \$1 - \$1.5 billion for about 120 projects at a time, which are managed by the 425 staff of its capital division.

NYC Department of Transportation

The NYC Department of Transportation (DOT) manages the city's bridges, tunnels, streets, sidewalks, and highways. The bulk of its capital projects portfolio comprises bridge and street rehabilitation projects; the remainder of the portfolio comprises smaller projects such as streetlights, ferries, and road resurfacing. DOT has a four-year capital budget of \$3.4 billion; the budget for FY 2014 is \$2.9 billion. About three-fifths of this budget comes from the Mayor; the rest comes from federal and state funding and a small amount of Borough President funding. Projects not overseen by DOT's own capital division are outsourced to DDC and the NYC Economic Development Corporation.

¹As of February, 2014. The current capital budget year, FY 2014, was not used here because of nonrepresentative Superstorm Sandy-related expenditures. The FY2015 projected budget for DPR does not incorporate discretionary allocations that will be made as the budget is finalized.

NYC Economic Development Corporation

The NYC Economic Development Corporation (EDC) is a quasi-governmental agency that promotes New York City's economic growth. Its portfolio of capital projects ranges from large infrastructure and building projects to smaller streetscape improvement projects. EDC's annual capital budget is approximately \$400 million and is managed by a capital staff of 31 managers and supervisors (EDC maintains a small staff and outsources project roles such as architects, designers, and construction managers). EDC collaborates closely with other parts of City government, including the Mayor's Office, NYC Health and Hospitals Corporation, NYC Department of Buildings, NYC Department of City Planning, NYC Department of Cultural Affairs, NYC Department of Housing Preservation and Development, Police, Fire, DPR, DDC, and others. Although EDC is not a City agency, work done through its master contract with the City is required to be in compliance with many of the City's procurement, budgeting, and financial requirements as set forth by MOCS and OMB.

NYC School Construction Authority

The NYC School Construction Authority (SCA) functions as the capital division of the NYC Department of Education and is responsible for the maintenance and repair of the City's public schools, as well as building new schools. Its project portfolio includes schools, playgrounds, and athletic fields. The inflexible nature of the academic year poses strict deadlines on SCA to complete its school building projects on time. SCA is mandated by legislation to develop and operate under five-year capital plans. SCA's proposed FY 2015-2019 capital budget calls for \$12 billion, or approximately \$2.4 billion per year, and is primarily funded by the City. SCA's staff of 715 manages its capital projects. As an authority, SCA adheres to a different set of procurement, contracting, and finance rules than those that City agencies must follow.

How Capital Projects are Managed

The process for executing a capital project varies from agency to agency, but the general steps are as follows:

Determine a pipeline. Agencies work with their stakeholders to identify capital projects that are of the highest priority for funding and execution. Each project is given a preliminary budget and scope for planning purposes.

Secure funding. Funding for capital projects can come from City, State, and Federal government sources, as well as from private funders. For City agencies, most funding takes the form of either Mayoral funding or City Council/Borough President allocations. As agents of the Mayor, agencies allocate their Mayoral funding based on internally-determined project pipelines and collaboration with the Mayor's Office and OMB. City Council and Borough President allocations must be spent on the projects specified by the elected officials who fund them. Typically, capital projects – including design work – cannot be started until 100% of the funding for the project has been secured. In some cases, full funding is allocated in one year, but in others,

it takes a number of years to accrue all necessary funds. The effort to accrue funds increases project timelines and total expenses.

Design. Based on the approved budget and scope of a project, agencies develop specific designs for each project. This is done by in-house designers or outsourced to external designers. If outsourced, the agency selects a design vendor through a procurement process that precedes the construction procurement. Beyond the agency itself, multiple project stakeholders provide input into designs, including the general public, community groups, and local elected officials, when relevant. Designs must also take into account many regulatory provisions ranging from environmental to historic preservation laws. The final design is then used to develop construction, and procure vendors for construction contracts.

Procure construction vendors. All construction work on capital projects is outsourced to external contractors. In most instances, agencies issue requests for bids that specify the work to be completed, and vendors respond with a price that they deem to be appropriate for the scope of work and competitive against other bidders. Typically, the award must go to the lowest qualified bidder.

Construction. The selected construction vendors then execute the procured scope of construction work for City capital projects. Agencies' own project managers may oversee day-to-day construction, or some agencies contract this function out to construction management firms. Construction proceeds according to the project's design unless the agency approves changes to scope or budget through a formal change order.

Recommendations for Parks

The following recommendations are meant to provide DPR and other stakeholders in the capital process with clear, actionable steps to improve the on-time and on-budget performance of DPR capital projects. In each instance, we describe best practices from other agencies that inform the recommendation, the aspects of DPR's current operations that the recommendation speaks to, and additional guidance for DPR as it considers how to implement the recommendation.

Accountability

Empower project managers to make decisions quickly and independently within a project's scope. Limit the number of people and the timeframe for giving input into each decision. Make decision-making expedient and transparent to all stakeholders.

A number of the capital agencies empower their individual project managers to make most key decisions, involving the organization's broader decision-making hierarchy only in exceptional cases. EDC, DEP, and SCA all stressed the importance of giving the project manager wide decision-making authority and accountability within the project's approved scope. DEP reinforces this concept by calling its project managers "Accountable Managers." In exceptional cases when it is necessary to elevate an issue beyond the project manager, EDC and DEP cited flat

organizational structures within their capital divisions, with few layers between on-the-ground project managers and agency executives, as key to expediting those decisions. Project Managers at these agencies are also solely dedicated to managing the process.

DPR capital projects are overseen by a project manager from the agency's Capital Division. However, DPR project managers are also designers and responsible for the in-house design work on their projects. Capital Division project managers are often required to seek input from up and across the agency's hierarchy rather than making decisions independently. DPR's executive and borough office leaders are more likely to interact with the general public and external stakeholders on the "front lines" of a project, as compared to Capital Division staff. These practices diffuse accountability across different parts of the agency, complicate decision-making, and ultimately contribute to cost overruns and delays. Project stakeholders, particularly external ones, find DPR's decision-making process and accountability hierarchy opaque and confusing.

DPR can streamline decision-making on projects by giving the Capital Division's project managers greater decision-making autonomy over their projects. To accomplish this, DPR should ensure that Capital Division Project Managers directly engage with the full spectrum of project stakeholders and clearly designate appropriate points in the process for executive and borough office leadership to provide input on a project – most likely during the design phase – and clarify these roles, processes and timelines to all stakeholders, both inside and outside of DPR. DPR should also move toward greater specialization among designers and project managers, to enable team members to focus primarily on one or the other.

Hold project managers, the Capital Division, and the agency accountable for the on-time, on-budget completion of capital projects. Create a proactive continuous improvement plan for the Capital Division.

A number of capital agencies have developed strong cultures of accountability in which they hold themselves and their staff accountable for completing current projects on-time and on-budget, and for continuously improving the on-time and on-budget performance of projects throughout the agency. EDC, DEP, and DDC hold regular meetings for project managers to update their supervisors, and for those supervisors to update agency executives, on capital project performance. DEP uses Key Performance Indicators (KPIs) to measure the performance of all capital projects based on safety, quality, schedule, budget, and contract management metrics; agency-wide progress is periodically analyzed and shared among all employees.

DPR utilizes some of these best practices in capital project performance management, but they have not yet created a robust culture of accountability and continuous improvement as seen in other agencies. DPR uses regular meetings and management reports to monitor the progress of capital projects. The agency also tracks the number of projects completed on time and on budget as a KPI for the Mayor's Management Report (MMR). However, DPR lacks a coherent performance improvement strategy for capital projects that sets a proactive, comprehensive agenda for reducing cost overruns and delays and makes units accountable for achieving intermediary goals that contribute to an ambitious, long-term goal. Absent such a plan, DPR is more likely to attribute cost overruns and delays to external factors beyond their control, such as

weather, contractor failures, and funder restrictions, rather than examining internal factors that can be addressed through continuous improvement.

DPR's Capital Division should initiate a planning process to create a culture of accountability and proactive continuous improvement. Doing so will likely require a long-term, organization-wide management effort, but in the short term, DPR can take steps towards this goal by establishing baselines for current project performance that can eventually inform updated KPIs for capital projects and performance improvement targets. DPR has recently created a new position, Chief of Quality Assurance and Metrics, which can be an important first step in this direction if this individual's work is placed within the context of a division-wide continuous improvement effort.

Another important element of continuous improvement would be to implement a postconstruction review of completed project in use. Operations and Capital staff should visit projects in use to observe what worked and what did not, for learning to be applied to future projects.

Project Management

Use standardized project management tools to increase DPR's ability to track individual projects and manage its entire portfolio of projects.

Project managers need reliable project management tools to capture and synthesize information on tasks, expenditures, and timelines. These tools include software and computer systems that track progress and project data, and standard procedures and controls throughout the capital process. DOT, DEP, DDC, and SCA require project managers to use comprehensive information systems to track detailed task, expenditure, and timeline information for projects. Examples include MS Project Web Access and Primavera. Agencies use these systems to enforce accountability on individual projects with project managers, as well as to aggregate data on a portfolio of projects to enforce accountability on performance across the entire capital division and agency as a whole. DEP also institutionalizes and enforces standardized project management practices through its expansive library of Standard Operating Procedures (SOPs). Project managers are expected to approach projects in a uniform way as guided by these SOPs.

DPR lacks such standards for project management tools and practices. Although DPR's Capital Division uses the "Unifier" system to track project information and workflows at a high level, it leaves the decision to use—or not use—more detailed project task and budget tracking tools such as MS Project to individual project managers. DPR also lacks a comprehensive knowledge base of approved project practices and SOPs. This increases the likelihood that project managers will repeatedly come up with customized approaches to project management tasks.

Standardizing project management tools and practices will help enable DPR to shift to an agencywide and individual culture of performance accountability as described in the above recommendation. These changes should be considered within the broader division-wide improvement strategy as well. Individual project managers will be less likely to resist changes to their routine or perceive the increased standardization of tools and practices as an imposition and a loss of flexibility rather than a performance aid if they are provided with the broader context of an agency-wide drive to improve capital project management and performance. Increase the capacity of Capital Division staff through professional development opportunities that enhance their project management skills and increase their buy-in on organization-wide change management efforts.

DEP recently underwent a multi-year transformation from a chronically underperforming capital agency to one that consistently completes projects on-time and on-budget. Comprehensive training for staff was a critical part of this transformation. A series of initial trainings introduced new concepts and objectives on project management practices such as risk management and quality assurance. The capital division invests \$450,000 annually for its ongoing professional development program that includes both mandatory and optional components. This training program not only increases technical and managerial skills for staff; it also sustains cultural values of accountability and continuous improvement beyond the initial transition period.

DPR offers its Capital Division staff professional development opportunities and is authorized to offer classes that meet continuing staff education requirements. DPR should consider revising and expanding these training offerings so that they become a coherent training strategy that provides critical support for change initiatives on capital project management practices.

In addition to Capital staff, Operations staff that regularly review capital projects need training in plan reading and overall project review. This will enhance their ability to identify potential operational problems that may occur with a given design and contribute to a project's success.

Budget

Give DPR a well-funded, flexible capital budget to plan a long-term pipeline that prioritizes and targets parks most in need.

In order to maximize the effectiveness of limited capital funds, most agencies prioritize projects by their programmatic need and seek to fund those projects first. For example, SCA uses a clearly defined, data-driven process for prioritizing capital projects: new building construction is prioritized based on needs for additional classroom space in different communities, and existing building rehabilitation is prioritized based on an annual survey of building conditions. DOT uses similar condition surveys to set a 10-year plan for bridges.

DPR has little ability to develop its capital program proactively due to the nature of the funding for most of its projects. For the majority of its projects, DPR is reliant on discretionary allocations from City Council members and Borough Presidents, whose priorities may not align with each other or with the on-the-ground assessment of needs within the Department. Cobbling together allocations over multiple fiscal years from different elected officials is inefficient, leads to inequitable results, and often means the nuts-and-bolts needs of neighborhood parks across the city are not met. The Bloomberg Administration provided consistent capital funding for parks, but those funds were largely targeted to a limited number of large-scale projects.

Without increasing the Mayoral budget for parks beyond the current level, giving DPR a discretionary capital budget to target and prioritize spending across the park system based on the agency's assessment of need would do more than any other single action to address disparate

conditions among parks citywide. And park capital projects would get done in a timelier, more cost effective manner than today.

In addition to allowing for longer term planning and more equitable funding allocation citywide, a robust discretionary capital budget would allow DPR to package multiple projects into a single contract and a single bid. This would expedite the administrative and approvals process, allow for more efficient contract management, and create a scale that would attract a larger pool of qualified contractors. SCA bundles multiple playground renovations into a single contract, and DEP combines all sewer projects in a borough into a single contract.

Move City Council and Borough President funding to a more efficient model that maximizes and targets the impact of their dollars.

If Mayoral capital funding were to be made more flexible so that DPR could allocate it by need, elected officials could still play an important role in the funding of parks capital projects, but they would not necessarily be responsible for funding entire projects. Elected official allocations could be added as "last-in" money to fully fund or enhance projects. Alternatively, discretionary funds could be pooled together to fund fewer projects in full each year, but ultimately funding the same number over time. This approach could work if DPR and the Council work together to develop a multi-year pipeline based on greatest need and geographic equity. Both of these approaches would avoid the slow accrual of sufficient funds over multiple years before a project can begin, allowing all funding to be allocated in a single budget cycle.

Agencies such as DOT and EDC that receive capital funding from elected officials often add that funding as last-in to complete the funding for prioritized projects. This approach has the added benefit of being put to use quickly so that elected officials see immediate results rather than waiting years for a project to commence.

DPR, the Mayor's office, the City Council, and Borough Presidents should explore ways of piloting these alternative funding mechanisms to test these ideas.

Design

Create a clearly defined process and deadline for finalizing a project's design, communicate these to all stakeholders, and consistently adhere to them.

When describing the design phase of projects, capital agencies stressed the importance of reaching a clearly defined end to the design process, commonly referred to as the "pencils down" moment. At this milestone, all stakeholders have agreed to the project's design, scope, and budget, and no further changes can be made without a change order. SCA stressed the importance of having a clear schedule for each project's design process that includes weekly reviews to monitor progress and a hard deadline for completion. DEP requires project stakeholders, including relevant operations staff, to formally sign off on a design to memorialize their approval and buy-in. DDC uses a standardized 100-item questionnaire called the "design metric" to gauge project stakeholders' satisfaction with a design and ultimately bring everyone to consensus *before* the conclusion of the design process.

DPR capital projects typically involve a large number of internal and external stakeholders (DPR capital, operations, and borough offices, as well as elected officials and community groups and residents), which greatly increases the need to achieve consensus while at the same time making it more challenging and time consuming to do so. Agencies that work with DPR described a high degree of back-and-forth both internally and with external stakeholders that starts in the design process and bleeds into construction. There is no clearly defined process for achieving consensus on design and reaching the "pencils down" moment, nor serious ramifications for not sticking to scope, budget, or timeline.

DPR has already begun taking steps toward a more concrete framework by increasing the involvement of the operations division earlier in the design process, but it can still do more to establish a true "pencils down" moment for all projects. The first step is agreeing to and documenting a process within DPR; the second, and perhaps more important step, is communicating that process to external DPR stakeholders and ensuring ample opportunities for their input prior to the "pencils down" moment. DPR will need to manage the expectations of elected officials and community groups that are used to weighing in on park designs throughout the project lifecycle so that the design process ends with *fully informed* agreement on the design.

Increase and improve the use of templates and standardized designs for common parks elements. Maintain a discrete menu of choices that enable community members and project sponsors to influence the design's aesthetics with predictable impact on costs and timelines.

Capital agencies have found that using standardized design templates can greatly increase project efficiency and contain costs. Reusing approved designs and materials allows agencies to avoid designing a new project as well as expediting approval from the Public Design Commission (PDC). DOT has successfully used standard designs for street plazas and their components (e.g. benches, bike racks). Once a design is approved by the PDC, it can be used repeatedly. Even for small buildings such as comfort stations that require Department of Buildings (DOB) permits (which in turn require PDC design approval), DPR could explore a negotiated approach with DOB in which a PDC-approved template could be fast-tracked for DOB permitting without a new design review each time.

DPR uses standardized specifications for individual park features such as benches, fencing, fountains, utility work, and playground equipment. However, due to the high degree of community involvement in the design process and space constraints unique to individual parks, DPR designs for entire park components such as playgrounds and comfort stations tend to be more customized, even for similar components from project to project.

DPR could move to more standardized design templates that cut down on the need to re-design similar projects while still giving external stakeholders the opportunity to weigh in on the design. By offering them a discrete menu of options that enable them to influence the design's aesthetic, their input can be channeled into areas that are substantive but have predictable and manageable costs and timelines. A possible example would be a set of playground layouts that fit within a standard-sized space and have similarly priced, durable equipment, which would allow

community members to choose features that meet their needs, but do not require new cost estimates or approvals.

Retain as much design work as possible in-house.

Several capital agencies expressed their preference for designing projects in-house rather than outsourcing the work. DEP believes that designing projects in-house is in keeping with the agency's sense of ownership of a project. The agency gives its in-house design team "first right of refusal" before sending projects to outside design firms and is looking to increase the portion of projects designed in-house to 40%. SCA also prefers to keep as much design work in-house as possible, citing shorter timelines.

DPR currently outsources approximately 30% of its design work for landscape projects and approximately 40% for architecture projects. DPR reports that outsourcing design work has a negative impact on both project timelines and budgets. Procuring a design consultant can take up to four months, whereas in-house designers can begin work on a project as soon as they are available. Design consultants' costs must be covered by the project's budget, which uses funds that could otherwise be put towards construction. In-house design staff is paid through Inter-Fund Agreement (IFA) lines and does not count against project-specific budgets.

Procurement

Cultivate a strong pool of qualified vendors for capital projects. Orient DPR towards strategic vendor relationship management, starting with improving the timeliness of vendor payments.

To varying degrees, all capital agencies rely on contracted vendors for design and construction services for their capital projects. Most capital agencies hold themselves responsible for maintaining positive relationships with the vendors with which they most want to work. Chief among the factors contributing to positive relationships with vendors is timely payment. EDC places a high priority on paying contractors as quickly as possible; they emphasized that late payments to contractors severely limit those contractors' ability to secure performance bonds and win new business, and can ultimately dissuade qualified contractors from doing business with EDC. SCA touts its ability to issue checks within 30 days of receipt of invoice as a major reason why it is able to maintain a strong pool of contractors, even for smaller-scale projects like playgrounds. (Note: SCA, as an authority, controls its own payment process and does not rely on the City to issue checks). DEP has also made timely change order and payment turn-around a priority and a key data point for measuring effectiveness of vendor relationship management.

DPR was described by multiple stakeholders as having a highly adversarial relationship with contractors, especially over payment amounts, timeliness of payments, and frequency of change orders. DPR has cited contractors' inexperience with following appropriate procedures as a major source of these issues. In particular, some of DPR's capital procurements are less than \$1 million, which is below the City's required bonding threshold. This enables smaller firms that are not bonded to bid, but also removes an important measure of firm capacity. DPR has recognized the need to build capacity among the smaller, more inexperienced firms that it tends to work with

and to provide them with technical assistance, but DPR must do more to counteract the perception of being a difficult agency to do business with. DPR must make clear to its vendors that it sees them as valuable partners and demonstrate this through concrete actions such as improving timeliness of payments. Key to this is standardizing and simplifying internal invoice review and approval processes. As part of a broader performance management initiative, DPR could include timeliness of vendor payments as a KPI and establish goals for improving payment turn-around and reducing the number of change orders gradually over time.

It should also be noted that bundling more projects into fewer contracts would likely help expedite payment.

Expand the use of Pre-Qualified Lists to ensure efficient procurements and capable contractors.

The selection of qualified vendors is critical to completing capital projects on time and on budget. To select these vendors, SCA, DEP, and EDC use Pre-Qualified Lists (PQLs) and other pre-bid qualification tools to the greatest extent possible to limit bidding on projects to vendors who are most likely to have the capacity and ability to successfully complete the project. This reduces the chances that an agency awards a contract to an insufficiently qualified low bidder who ultimately proves unable to accomplish the work.

DPR has recently established a PQL and has found it to be a useful tool for improving the quality of contractors and streamlining the procurement process. However, its usage is limited to city-funded projects under \$3 million without a building component. The PQL is used as a vehicle for promoting the Minority & Women-Owned Business Enterprises rather than as a broader vendor management tool. DPR should explore expanding its PQL or establishing a separate list for larger projects. If DPR is successful at re-orienting its approach to vendor relationship management, it should be able to get capable contractors with successful track records on the list, who are most likely to become valuable partners in DPR's work over time.

Build an internal database of historic vendor performance that goes beyond VENDEX.

All City agencies are required to comply with the MOCS system for reporting on vendor performance known as VENDEX. VENDEX captures only select information about vendors that might disqualify a vendor from receiving future contracts. As a result, EDC, DDC, and SCA have created their own detailed databases of past vendor performance to help inform their procurement processes. DPR submits reports on vendor performance to comply with VENDEX but lacks a systematic, robust method of tracking additional information on vendor performance beyond VENDEX.

As part of improving vendor relationships, DPR should establish a simple database of contractors that can quickly summarize each contractor's project history with the agency and performance with regards to quality, timeliness, and cost effectiveness. In this way, poor-performing vendors can be weeded out. (A broader PQL, as discussed above, would assist in improving the bidding pool as well.)

Increase use of standardized documents in procurement.

DPR's bid documents are reported to be often outdated and inconsistent from one project to the next. MOCS highly recommended that DPR create new standard specs for its bid documents, as do other agencies such as DEP. This practice promotes consistency and enables potential contractors to predict and understand bid requirements more easily, leading to better proposals.

Cross-Agency Collaboration

Formalize cross-agency agreements on capital projects to take full advantage of the expertise of different city agencies.

In 1996, the City created DDC to concentrate expertise in architecture and building construction in one agency, rather than spreading it across multiple agencies. DPR currently transfers some, but not all, building projects to DDC. We recommend that the two agencies continue and consider expanding their successful collaboration.

DOT has expressed a desire to work more with DPR to capitalize on its expertise in landscaping projects. Similarly, we recommend that DOT and DPR explore an agreement for DPR to handle some or all of DOT's work in this area.

For these and other potential cross-agency collaborations, all agencies stressed that open, standardized communications and management practices are critical for the success of projects. As mentioned in prior recommendations, DPR has made progress in standardizing such practices but will need to fully integrate them for successful cross-agency collaboration.

Consolidate redundant vendor and bid management practices in multiple agencies into a single shared platform.

The capital agencies included in this study do business with many of the same design and construction firms. Each agency has its own internal process and approach to creating bids and managing its vendors, rather than sharing systems or leveraging each other's experience. The City should consider how it can best facilitate relationships with the common pool of design and construction firms that work across capital agencies. The City's Health and Human Service agencies have recently transitioned to a consolidated procurement platform called HHS Accelerator, which simplifies and standardizes the procurement process for both vendors and agencies. A similar solution for capital agencies could yield efficiencies in capital project management for all agencies involved, while also improving contractors' relationships with the City agencies that they work with.

Investigate the benefits of Project Labor Agreements for site work.

The City currently uses Project Labor Agreements (PLAs) to streamline contracting and labor relations for certain new construction and building renovation projects. Among the benefits of PLAs are increased ability to bid projects as single contracts with multiple subcontracts (as opposed to multiple contracts) and increased flexibility in work rules.

DPR is among several agencies that participate in the PLAs for both new construction and building renovation. However, the City does not have a PLA that covers site work, meaning that DPR's many capital projects that do not involve buildings miss out the benefits of a PLA. In 2009, MOCS had determined not to proceed with a PLA for site work, but given the ongoing challenges with these projects, DPR and other relevant City agencies should work with MOCS to reassess the benefits of a PLA for site work.

Conclusion

The recommendations in this study range from small tactical improvements to major strategic shifts for DPR. Taken as a whole, they call for significant changes to the culture of capital project management within the agency. Making changes of this magnitude in any City agency is never easy, but neither is it impossible, as has been shown by the massive overhaul of DEP's capital process in recent years. The starting point for a major change initiative must be a compelling, visionary plan that lays out a detailed, realistic path from the current state to a transformative future state. We hope that these recommendations will provide the beginning of such a plan for DPR.

DPR must take the first step toward such a plan, but its partners in City government can also play an important part in helping DPR realize this change, particularly now, during the Mayoral transition. As the Mayor's Office lays out its plan for the next four years, it should recognize how important DPR's capital projects are to the well-being of all of New York's neighborhoods and give the agency the support it needs to bring about this transformation in its capital projects process. Likewise, the City Council and Borough Presidents should consider how changes to the way they invest in DPR's capital projects could bring about significant improvements in the impact their investments have on their neighborhoods and constituents' quality of life.

By working together, DPR and its allies in City government can deliver increased improvements and expansions to our public park system and, in turn, strengthen neighborhoods across the city.

This report was funded by the Robert Sterling Clark Foundation, New York City Council Members Brad Lander and Vincent Ignizio, and former Council Member (and now Staten Island Borough President) James Oddo.



OFFICE OF THE BROOKLYN BOROUGH PRESIDENT

New York City Council Testimony of Brooklyn Borough President Eric L. Adams Committee on Parks and Recreation March 27, 2018

Good afternoon Chair Grodenchik and the City Council Committee on Parks and Recreation (NYC Parks). Thank you for the opportunity to submit written testimony to the Committee on New York City's Fiscal Year 2019 (FY19) Budget.

Parks are the lifeblood of any city. Parks give us recreation and respite in an otherwise chaotic city. Parks give us a place to meet neighbors and make new friends. I recognize this along with millions of Brooklynites, New Yorkers, and visitors who frequent our parks every year. The people who truly understand this notion are the thousands of NYC Parks staff and volunteers who help keep our parks beautiful and clean throughout the year.

To better understand Brooklyn parks, I released "The Pulse of Our Parks: An Assessment of Brooklyn's Open Space" on Monday, March 26, 2018, which analyzed 270 of the borough's parks that are over half an acre in size to determine access to activities, comfort stations, drinking fountains, friends-of groups, programming, and publicly accessible Wi-Fi. I aim for this report to help guide my capital budget process as well as empower friends-of groups, non-profit partners, and residents across the borough to advocate for increased funding to parks.

Results from the survey provided numerous takeaways on the state of parks in Brooklyn and the need for more equitable attention. Notwithstanding parks that fall in overlapping community district designations or in no community district at all, I found that:

- 73 percent of parks are not affiliated with a non-profit or formal community group
- 11 percent of parks lack access to a drinking fountain
- 40 percent of parks do not have a comfort station
- 88 percent of parks do not have access to publicly available Wi-Fi
- 19 percent of parks do not have more than one active uses within their borders

However, this report does not take into account broken infrastructure, which is part of the reason I am submitting testimony today.

For too long, we have failed to prioritize the NYC Parks in the budget, and overly relied upon other methods of funding for capital projects and annual maintenance (e.g. public-private partnerships and Reso A capital funding). While these methods may work for some parks in some neighborhoods, we cannot rely upon a one-size-fits-all approach to address the massive backlog of maintenance to our open spaces. That is why I am calling on the City Council and Mayor to implement a percent for parks model that would peg the NYC Parks budget to one percent of the total annual budget for the City of New York. If applied to the preliminary FY19 budget — \$88,670,000,000 — this proposal would raise investment in NYC Parks by an additional \$384,765,000. This increase in funding could be used for initiatives and projects including, but not limited to, additional Partnership for Parks staffing, expansion of Wi-Fi accessibility in parks, the expansion and repair of drinking fountains, as well as expansion and repair of comfort station facilities.

While the lack of funding is certainly part of the problem, it isn't the only problem. If elected officials are to allocate millions of dollars toward an NYC Parks project, it is imperative that projects be completed in a timelier manner. According to a 2014 New Yorkers for Parks (NY4P) report, it was shown that other City agencies were often able to complete capital projects quicker and under-budget than NYC Parks. There is no excuse for a timeline of three-plus years to build a new comfort station or rehabilitate a dog run. How is it that a residential skyscraper developer can build two stories per week, but it takes more than three years to build a comfort station the size of a studio apartment? The whole process must be streamlined and a capital project tracker has to be only a first step forward in restructuring how we deliver parks projects on time and under-budget.

Much like our subway system, just because the MTA provides countdown clocks doesn't solve the chronic subway delays. It only makes people more furious about the delays that happen day in and day out. I call on NYC Parks to conduct a comprehensive review of their capital delivery process starting with the innovative and strategic recommendations found in the 2014 NY4P report. Only then will the public have faith in our parks and the investment we make on their behalf.

Thank you.

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