CITY COUNCIL CITY OF NEW YORK ----- X TRANSCRIPT OF THE MINUTES Of the COMMITTEE ON CONTRACTS ----- X April 16, 2019 Start: 1:11 p.m. Recess: 3:05 p.m. HELD AT: Committee Room - City Hall BEN KALLOS BEFORE: Chairperson Dustin Brannan Chairperson Emeritus

COUNCIL MEMBERS: Inez D. Barron
Bill Perkins
Helen K. Rosenthal
Kalman Yeger

## A P P E A R A N C E S (CONTINUED)

Dan Simon, New York City Chief Procurement Officer and Director, Mayor's Office of Contract Services, MOCS

Ryan Murray, First Deputy Director Mayor's Office of Contract Services, MOCS

Victor Olds, General Counsel, Mayor's Office of Contract Services, MOCS

Ann Meredith Deputy General Counsel, Mayor's Office of Contract Services, MOCS

Allen Wolenitz, Chief Financial Officer, Catholic Charities of Brooklyn and Queens.

Catherine Trapani, Executive Director, Homeless Services United

Carlyn Cowen, Chief Policy and Public Affairs
Officer, CPC the Chinese-American Planning Council

Michelle Jackson, Deputy Executive Director, Human Services Council

Kaitlyn Hosey, Director of Public Policy, Live on New York

John McIntosh, Managing Partner, SeaChange Capital Partners.

2	[sound check] [pause] [gavel] Good						
3	afternoon, and welcome to the Contracts Committee of						
4	the New York City Council. My name is Ben Kallos.						
5	If you ware watching at home or the live stream,						
6	please feel free to participated by Tweeting me at						
7	Ben Kallos. I have the privilege of Co-Chair today						
8	hearing with my fellow Council Member Justin Brannan						
9	who happens to be having a number of bills heard						
10	today. I'd like to thank the members of the						
11	committee for coming together to hold today's						
12	hearing, and I'd like to also thank Co-chair Brannan						
13	as well as Council Member Helen Rosenthal for						
14	sponsoring the legislation before the committee						
15	today. Today's hearing provides this committee with						
16	an opportunity to hear several pieces of legislation						
17	that's been two frequent issues facing this						
18	committee. The first details the late payment form						
19	city agencies to city contractors, which is a						
20	recurring problem for vendors trying receive their						
21	payments due from the city, and the second deals with						
22	cost overruns and large contracts, which continue to						
23	plague the city's procurement system despite the						
24	improvements in transparency we have achieved in the						
25	last several years. We have heard earlier this year						

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city Comptroller Scott Stringer identified roughly 80% of all contracts came to his office for registration after they had already begun. means that the majority of city vendors are performing work on city contracts without being paid. Vendor payments are regularly late, and in most cases there is no explanation. Nearly 40% of contracts do not arrive at the Comptroller's desk for over six months after they begin, and these numbers only improve marginally when removing City Council discretionary contracts from the equation. factor means that many of our valued vendors across the city contracting, but particularly in the nonprofit and human services sector have no choice but to take out high interest loans, reduce their staff hours or liquidate altogether. We as the city need to do better to support these organizations providing essential city services, and it's our responsibility as the Council to make it happen. That's why today I'm proud to sign onto my Co-Chair Justin Brannan Introductions 1-1448, 1449 and 1450 to address these late payments to city vendors by creating an office dedicated to facilitating interagency oversight review of unregistered contracts to assist in

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2 expediting their registration requiring the Economic Development Corporation to offer bridge loans to 3 vendors for contracts under \$500,000, and ensuring that the non-profit contractors receive interest from 5 the city whenever their payments are late. 6 7 imagine Co-Chair Brannan would like to discuss these bills in a bit more detail, and I'll turn the floor 8 to him in a moment, but before we get there, I'd like 9 to turn to the next topic before the committee today, 10 cost overruns in the city procurement. In response 11 12 to several oversight failures including City Time the Communication Self (sic) and Transformation Program, 13 14 NYCAPS, and others. The Council passed Local Law 18 15 of 2012, which requires city agencies to submit 16 quarterly reports to the Council whenever 17 modifications of contracts of tens of millions of 18 dollars or more exceed 20% of the original contract These reports also include a secondary list 19 20 of so-called repeat offenders whenever those contracts require a second modification in excess of 21 2.2 10% of the revised costs-contract costs. While Local 23 Law 18 has proved to be critical source of 24 information regarding the large contract modifications that have already happened, we believe 25

it would be even more useful of the Council had
access to this information to the modification
occurring. I will also say that when I did get my
hands on those Local Law 18 reports, I found them
quite memorable. In fact, I have actually committed
them to memory, and the amount of overpayments is
quite staggering. We're talking about billion-
projects of in excess of a billion dollars, and so
that is a-that is a big piece of the budget when
you're talking about any one document that involves
that much spending. That's why I'm proud to sign
onto Council Member Helen Rosenthal's Introduction
1238-A and 1311, which would among other things
require additional detail regarding the nature of
these large contract modifications require the
contracting agency to notify the Council at the same
time modifications are submitted to the Comptroller
for registration when the committee believed these
pieces of legislation will collectively improve the
vendor experience as well as ensure that city
agencies are more transparent with respect to their
procurement processes. Finally, I'd like to take a
moment to thank Co-Chair Brannan for all his
dedication and leadership as the Chair of the

2 Committee for the last year and a half. As the new chair, I hope I'm able to continue to lead the 3 Contracts Committee in the right direction and take 4 up the mantles as an advocate for improving the 5 6 city's procurement processes paying attention to our 7 contracting processes, and ensuring that we are saving money wherever possible, and as the 8 government's employee, I'm a big of government 9 employees, and think we might be able to do it better 10 quite often, and I want to thank Council Member 11 12 Brannan for his leadership, and good luck on your 13 work. As Chair of the Committee on Resiliency and Waterfronts, before I turn the floor over to Co-Chair 14 15 Brannan, I'd like to thank Contracts Committee staff, 16 Legislative Counsel Alex Paulenoff; Policy Analyst 17 Cassie-Casey Addison; Financial Analyst Andrew 18 Wilbur; Finance Unit Head John Russell for all their hard work putting this hearing together. 19 I will also 20 disclose we're joined by Councilman Kalman Yeger. and I like to spend as much time together as 21 2.2 possible. Yesterday we spent three or four hours 23 together at Gov Ops. We'll spend even more time together here at Contracts. I must apologize. 24 25 are e doing two hearings at the same time back-to-

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2 back. I've been working on an issues called

3 Mechanical Voice since 2015-2012. So, we are doing a

4 hearing on the culmination of those seven years of

5 work [laughter] next door, but I'll return as soon as

6 | that hearing is concluded. I will turn it over to my

7 Co-Chair Justin Brannan.

CHAIRPERSON BRANNAN: Thank you, Chair Kallos. My name is Justin Brannan. I'm happy to be joining my colleague Ben Kallos in co-chairing this hearing. As the outgoing chair, I believe my official title now is Chair Emeritus, and I plan to wear it proudly. As Chair Kallos mentioned, today's hearing will focus on several critical pieces of legislation pertaining to late payments from city agencies and cost overruns in city contracts. I'd like to join Chair Kallos and extend a special thank you to Councilwoman Helen Rosenthal for her bills that will improve transparency regarding cost overruns that we currently receive quarterly in the form of-of Local Law 18 reports. I want to focus my statement on the three bills I have sponsored today, Intros 1448, 149 and 1450 each of which address the problem of late payments to city vendors. Intro 1448 would crate a division within the Mayor's Office of Contract

2 Services or another agency designated by the Mayor that would regularly conduct an interagency review of 3 unregistered contracts. The goal of this so-called 4 5 late payment SWAT Team would be to continuously review the oversight and review process for 6 procurement at each agency with the goal of reducing the number of retroactive contracts in city 8 procurement. If the contracts aren't registered, 9 10 they can't be paid, and this team would take steps to improve each agency's delivery time of awarded 11 12 contracts to the City Comptroller. The SWAT Team 13 would also report its findings and make 14 recommendations to the Council, the Mayor and the 15 Procurement Policy Board. The next Intro 1449 would 16 require the city's Economic Development Corporation 17 to provide bridge loans to its vendors on contracts of \$500,000 or less. Contractor who currently work 18 with city agencies have access to the Returnable 19 20 Grand Fund for bridge loan funding, but since the EDC is not a city agency, it can be difficult for its 21 2.2 vendors to-to secure those bridge loans from the-the 23 RGF. This bill will close that gap and provide EDC 24 contractor with the same access to bridge funding as 25 the agency contractors. Lastly, Intro 1450 would

require interest to paid by the city on late payments						
to non-profit contractors. It's hard enough for non-						
profits who need to wait in some cases six months or						
more to get paid by the city, but they're often						
forced to secure their own small business loans or						
downsize in order to balance their books until						
payment from the city arrives. This bill 1450 would						
at least soften the blow somewhat by ensuring that						
interest will be provided on those payments-provided						
that those payments are ultimately made. I believe						
these three bills when considered together as a						
package will assist in alleviating many of the						
concerns raised by our colleagues in the city's-the						
city's vendor community, and we look forward to						
hearing feedback on these bills, and all the						
legislation before the committee today. With that						
said, I want to hand it over to the Committee Counsel						
Alex Paulenoff who can swear in the folks from MOCS,						
and we can get this show on the road.						

LEGAL COUNSEL PAULENOFF: Thank you. Would you all please raise your right hands. Do you swear of affirm to tell the truth, the whole truth, and nothing but the truth in your testimony, and to respond honestly to council member questions?

2 RESPONDENT: [off mic] I do.

3 LEGAL COUNSEL PAULENOFF: Thank you. You 4 may begin.

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DAN SIMON: [coughs] Good afternoon, Chair Kallos, Chair Emeritus Brannan, and members of the Contracts Committee. My name is Dan Simona, and I am the New York City Chief Procurement Officer and Director of the Mayor's Office of Contract Services. Thank you for inviting me to discuss proposed items, which aim to increase transparency and accountability as well as strengthen oversight and procurement. I have previously shared with this committee, MOCS agrees with goals to overhaul any inefficient processes, which bring about hardships. We are devoting resources to bring in greater sunlight to the entire procurement process by establishing a shared digital platform, and a rational set of steps, which will be readily known to all users. approach has already helped to reduce the time it takes to vet vendors, enhance communication between agencies and improve the quality of data used in daily operations or by managers who are responsible for continuous quality improvement. Specifically, through the Procurement Sourcing Solutions Portal, or

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PASSPORT, a Cloud based off-the-shelf technology solution, vendors now submit and update disclosure filings online instead of handling hefty papers packages. Agencies leverage information gathered by other agency staff reducing the need for redundant questions sent to vendors, information about regulatory filings such as business taxes—tax status or liens are also readily available. Streamlined data collection and share—and sharing has reduced vendor submission times and agency responsibility determinations, which took an estimated seven weeks prior to PASSPORT's Release 1 launched in August 2017, now typically takes seven days. Agency managers and oversights have monitored progress since launching-since launch using real time workflow tracking or system generated reports. transparency has pushed everyone to find efficiency and has lead-efficiencies and has led to increased accountability. Vendors also have greater insight into processing statues, timeframes, and can escalate when necessary increasing the incentive timely task completion. We expect more encouraging results in the months after the launch of Release 2 of PASSPORT. This next release will focus on streamlining agency

2 purchasing of goods and services from established citywide requirements-requirements contracts. 3 Release 2 establishes a citywide approval framework 4 for purchase requests enabling more detailed reporting on items acquired, specifications and 6 costs. We will be better positioned to make strategic decisions about the utilization of these 8 contracts, and to monitor-monitor both agency 9 approval citywide oversight performance. Vendors 10 will have easy access to order data, will be able to 11 12 manage the catalogue of offerings, and contract 13 receipts and invoices at a more granular level 14 related to purchase orders submitted by agencies. Our 15 experience with the first two releases of PASSPORT laid a foundation for the most comprehensive overhaul 16 17 of sourcing and contract management activities to 18 date. This spring and summer will be used to learn from implementation of Release 2, and solidify design 19 20 of and protocols for Release 3. Release 3 addresses many of the most pertinent points of frustration 21 2.2 related to the structuring and release of 23 solicitations, management of proposals and evaluation, processing of awards, tracking and 24 submission of packages for registration as well as 25

2 amendments, change orders and renewals of contracts. Vendors and agencies will be on-boarded over the 3 course of the launch period in addition to the 4 phasing in of standardized invoicing and payment. 5 This Council's drive to address challenges 6 7 experienced by vendors is clearly shared by this administration. We seek a comprehensive and 8 sustainable solution, and are working to ensure that 9 our shared vision is truly realized. The intent of 10 Intro 1450 reinforces the importance of efforts to 11 12 achieve timely registration, and implement policies 13 that responsibly put resources in the hands of providers at the start of programs. For example, the 14 15 administration's new 25% Advance Policy, and in 16 Fiscal Year 18 roughly \$1 billion of advanced 17 payments were disbursed to providers at the start of 18 the Fiscal Year creating cashflow when providers need it most. For human services providers fast 19 20 electronic invoicing-invoice processing times are documented once contracts are registered. With 21 2.2 PASSPORT we expect similar results with the-given 23 the approach we take using standardized budget and invoice templets between agencies and vendors 24 creating flexibility for task assignment at agencies 25

2 making statuses visible to vendors, and error proofing data submission through multiple levels of 3 approvals and agencies. Prior passage of this 4 5 Council's legislation to support electronic invoicing will help us make progress beyond human services once 6 7 the financial modules are made available through We would like to learn more about the 8 PASSPORT. intent of Intro 1450 and how it may be aligned with 9 the current contracting practice, budget and invoice 10 structures and prompt payment guidance. It is worth 11 12 noting that payments for human services contracts are 13 typically based on line item reimbursements for 14 incurred costs. While we share the goal of ensuring 15 on-time payments, we do not believe that backwards 16 looking interest requirements are the right tool to 17 do so. We believe the best way to do so is through 18 transforming the procurement system itself, and that is where our focus is. Intro 1449 also seeks to 19 20 bring financing relief to vendors. It does not appear to differ much in its proposed scope and 21 2.2 operations from the Department of Small Business 23 Services' existing Contract Financing Loan Fund. We encourage further discussion with SBS. The Council's 24 25 interest in management of contracts under the

2 authority of agencies has helped make reported information clearer for oversight and public review. 3 In the case of Intro-Intro 1238-A's proposed 4 5 expansion of Local Law 18 of 2012's reporting 6 requirements, there has been progressive improvement 7 in the descriptions of project cost increases. We continue to work with the agencies to document their 8 management decisions when scope and associated costs 9 increase. A contract modification does not always 10 indicate contract mismanagement. Agencies may change 11 12 scope due to many factors including citywide policy changes and field conditions discovered after a 13 project's start. It would require tremendous effort 14 15 to immediately, efficiently and usefully report in 16 detail on all unrelated contract amendments 17 associated with a vendor that appears on the revised 18 Local Law 18 report. Further discussion is needed with regard to submission timeframes, and the 19 20 information sought by counsel. Finally, Intro 1448 focuses on central procurement issues. In the 21 2.2 current landscape there are numerous actors with 23 varying responsibilities. Accordingly, it is challenging to strictly assign responsibility and 24 enforce penalties for delays to either vendors, 25

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agencies or oversights since tasks are interdependent and milestone status is not objectively documented. When we move beyond the paper world we can achieve our goals and enable real transparency and accountability. We will make relevant data progress milestones and responsible parties viewable on screen, ensure system reports can quickly pinpoint bottlenecks for line managers and help executives make decisions. Lastly, we will continue to maintain PASSPORT and guide staff and vendors to maximize its use via our help desk, training and change management offerings. Given the diversity of policy goals and operations across the agencies, MOCS has necessarily evolved from traditional oversight to building and deploying scalable tools that will make it easier for everyone to execute tasks efficiently, and build situational awareness to manage more efficiently. We are working to make data more readily available, understandable-understandable and actionable. This will help oversights, this committee and the public fully participate in building a high performance procurement ecosystem. Fostering this approach and maintaining these tools create the conditions for real accountability, and this is not just a role for

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one division at MOCS. It is core to our mission to achieve fair, responsible and timely procurement. We execute our duties in collaboration with other oversights and senior leaders at agencies, convening partners, an sharing data to address emergencyemerging issues, but as procurement transforms, MOCS must remain nimble, scrappy and able to reorganize the visions as new needs emerge. We are lucky to have a committee that is as passionate about reform and procurement as we are. None of us are satisfied with the status quo, and we share the sense of urgency you bring to these matters. Concerns expressed today simply seek to highlight existing initiatives or bring attention to issues, which might limit impact without full digital transformation. remain committed to acting now, and are doing so with vendors and agencies as we tackle backlogs and establish renewal policies, which encourage timeliness. We look forward to co-designing scalable and sustainable solutions with this committee, and look forward to meeting with the new Chair and others soon. Before I conclude, I want to thank Council Member Brannan for his service to this committee and express my thanks for his efforts while he was Chair.

- 2 Thank you for the opportunity to testify. I'm joined
- 3 by Ryan Murray, First Deputy Director, Victor Old,
- 4 General Counsel, and Ann Meredith Deputy General
- 5 Counsel. We're happy to take any questions that you
- 6 have.

- 7 CHAIRPERSON EMERITUS BRANNAN: Thank you,
- 8 Dan. I want to acknowledge and turn it over to my
- 9 colleagues Councilwoman Helen Rosenthal
- 10 COUNCIL MEMBER ROSENTHAL: Thank you so
- 11 | much former Chair of the Contracts Committee, and—and
- 12 | you did such a nice job. We're all sorry to see you
- 13 | go, but we'll be happy to get a new Chair as well. At
- 14 | least the committee-anyway. So, I see you. I'm just
- 15 going to make a quick opening statement. I do
- 16 appreciate Chairs Brannan and Kallos for holding
- 17 | today's hearing. I'm Council Member Helen Rosenthal,
- 18 | and I'm pleased to speak about my bill Intro 1238-A.
- 19  $\parallel$  The city of New York spends billions annually on
- 20 capital projects carried out by third-party vendors.
- 21 As stewards of the city's money, we must take
- 22 | measures to root out waste and fraud, and ensure that
- 23 everything procured by the city is high quality,
- 24 | efficient, and cost-effective for the taxpayers.
- 25 Intro 1238-A mandates additional reporting when

2 modifications of 20% or more of the original value are made to capital contracts over \$10 million. 3 additional reporting will include detailed 4 5 explanatory language, a requirement designed to hold both the contracting city agency and the vendor 6 7 accountable. In order to further prevent delays, waste and abuse, the bill also shines a light on 8 vendors with multiple contracts who request large 9 contracts modifications. The new documentation will 10 appear on the cost overruns report that is currently 11 12 required by Local Law 18 of 2012. It will include a 13 detailed accounting of the total number of proposals submitted to the city prior to its awarding of the 14 15 contract under review, and whether the selected 16 vendor has any other contracts with the city, which were similarly delayed. What we're trying to get at 17 18 here, and it's important to make this clear especially to the people doing the work. 19 20 contractors themselves particularly in the construction field is-if we can clarify the reasons 2.1 2.2 for why contracts go up, and if the reason is 23 conditions, that's, of course, perfectly normal and explicable. We expect that to happen, and what will 24 be so great with these details is that we will no 25

2	longer even—it won't even cross our minds that the
3	problem of conditions. We'll be able to focus on the
4	areas where we have real concern, areas of scope
5	Crete (sic), areas of over-changing or other things
6	that could be going on, and we'll be able to not have
7	to worry about conditions on site. We know that
8	happens. So, certainly this bill does not want to
9	imply in any way that the issue is conditioned on the
10	ground. In fact, just the opposite. When we look at
11	the reports, the problem this bill is trying to
12	address is the myriad changes with no explanation why
13	something is changed and, indeed if things are
14	changed because, you know, we're not just fixing one
15	fire station. Now we're fixing three fire stations.
16	That makes sense, but we need to get to the details.
17	We need to understand more about it than simply we're
18	doing three fire stations now and not one. That's
19	what this bill seeks to improve upon. We don't want
20	Local Law 18, which had very good ideas, and good
21	initial intent to be rendered meaningless, which is I
22	think where it stands right now, and it's not used by
23	the Administration or the Council or people who have
24	oversight responsibility for city spending. It's
25	been rendered useless, and so now what we're trying

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to do is make this meaningful oversight again. That's what we're trying to do with 1238-A and to the extent that you have suggestions to tweak it, make it tighter, make it better, we're-we're with you to make-we have a common goal. I'll go on to say that my legislation as new disclosure requirements to Local to the Local Law 18 secondary report, which would-which would be triggered for any contract modifications that are at least 10% of the revised contract value or are at least \$10 million in size, whichever figure is lower. Finally, 1320-13-Yes, let's start that again. Finally, Intro 1238-A requires simultaneous disclosure to the City Council and the Comptroller for contracts that exceed their original maximum expenditures of 20% or more, and I just want to come back to one more thought especially Chair Brannan and Chair Kallos. Having been Chair of committee, one thing that bubbles up as a concern as we looked into contracts together with the Mayor's Office of Contracts is noticing that perhaps a vendor will submit a bid that appears lowest and most reasonably priced, but then with all the change orders gets up well beyond what another bidder proposed, which may have been the actual true cost of

what the project was, and what we're trying to get at						
with his legislation is to be able to do that look-						
back. So, as, you know, the city continues to select						
vendors perhaps we will be able to identify a vendor						
who, you know, in lay terms is low balling it just to						
get the contract, but then then fully intends over						
time to have the costs get up to what the real costs						
is, which is what another vendor submitted in the						
first place. That's another thing. You know, we						
have all these theories of why contracts grow						
exponentially, and we're trying to identify if there						
are triggers we can identify or things we can find						
out about each of these contracts that will help us						
keep our contract costs in line over time. So, I						
want to thank our committee chairs again for holding						
this hearing as well as Committee Counsel Alex						
Paulenoff. Thank goodness staying right where he is						
and Casey Addison, and of course, my Legislative						
Director Ned Terrace for their work on this bill.						
Thank you very much.						

CHAIRPERSON EMERITUS BRANNAN: Thank you,
Council Member. I want to acknowledge we've been
joined by Councilwoman Inez Dickens.

COUNCIL MEMBER ROSENTHAL: Barron.

Τ	COMMITTEE ON CONTRACTS 25						
2	CHAIRPERSON EMERITUS BRANNAN: Inez						
3	Barron. Oh, my God, and Miss Barron. Okay, a couple						
4	things. Local Law 18 what role does MOCS currently						
5	serve in—in the process of change orders?						
6	DAN SIMON: So, we're certainly involved						
7	in the-in the-the full procurement process						
8	from an oversight perspective, but not every change						
9	order would come through MOCS for approval. There's						
10	a variety of business rules, which we can share with						
11	you that would make either come to MOCS or not come						
12	to MOCS.						
13	CHAIRPERSON EMERITUS BRANNAN: Okay.						
14	What are some of the reasons why contracts might						
15	exceed their initial costs? Are they all problemation						
16	reasons or are there some, you know, good reasons?						
17	DAN SIMON: Yeah, for sure. As—as						
18	Council Member Rosenthal alluded to, there are, you						
19	know, there are-so PASSPORT for instance, right.						
20	There's-there's planned phases to the project, but						
21	they are sort of not fully planed out, and costed						
22	out, and so we haven't really structured them to be						
23	included in the-in the base contract just yet. We						

don't want to sort of plan for something that is so

far down the road that we don't really a context to

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what the costs might be, and so a phased project would reasonably sort of build on itself. The same I would say for HHS Accelerator. There are also field conditions as-as Council Member Rosenthal alluded to as well. You are at a building. You are pulling off aluminum siding. You then see you have a termite condition underneath. Now, that's not-that's not something that was planned, and so you now have to amend that contract to do something completely different, and not something that you had thought when you had first let the contract. So, there's all sort of field conditions. Again, a phased project might be another example, but I'm sure there are other sort of ways in which we can get at the-the real cause of these-these change orders and contract amendments that-that-that I think the bill alludes to. We-we certainly agree with the transparency aspects of Local Law 18, and we want to work with this committee to figure our how to make it a useful exercises.

CHAIRPERSON EMERITUS BRANNAN: Can you give us an idea or—or get us an exact number of how many change orders meet the criteria of—of Local Law 18 annually?

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DAN SIMON: [pause] We'd-we'd have to gather the reports over the past, you know, whatever time you want. We can get back to you with that exact number.

would just be interested to know if the Committee would be interested to know, you know, how many other responsibility of the contracting agency versus the vendor? How often are these changes—change orders denied by either the agency or a comptroller? All that stuff, and what are some of the typical reasons why they're denied? How are contract modifications or extensions processed? Could you walk us through the steps?

DAN SIMON: Sure so, it's—it's not much unlike a regular contract registration depending on the dollar value, but you are—you're executing an agreement with the vendor. So, a contract. If it's for time only, then there's no financial impact. If it's money and time and it's—and it's both, and so there's a variety of different ways in which these things sort of take—take shape. But essentially, you're agreeing to a contract with the—the vendor. You're determining that they are a responsible

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vendor. You're then getting that contract registered with the Comptroller's Office just like any contract action. The difference with an amendment is that typically they are retroactive because they're a condition that you've recognized within the term of the original contract, right. So, in the-in whatever example you want to choose. They're not always-an amendment is not always a future date that you're It's the-a known-it's a-a working towards. discovered condition that you now have to change the scope of the contract to account for and, you know, so you, you know, you open up a street for a particular project. You notice a field condition that's very different that what you thought. You've now got s hole in the street. You can't how, you know, sort of put everything on pause and wait for the amendment to get registered before you go and work on the project, and so things sort of have to happen while the procurement process is playing out. We see that happening in human services as well, right? You have human services, you know, an increase in the number of service levels that-that we need for a particular vendor, and we'll amend the contract accordingly, but the vendors will sometimes

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work at risk while the—the agencies catch up with procurement process. That is, you know, exactly why we want to move these processes along much quicker, which we think PASSPORT, of course, PASSPORT would do that.

CHAIRPERSON EMERITUS BRANNAN: How would PASSPORT improve modifications or extensions?

DAN SIMON: So, basically putting the process in a fish bowl just like everything else. So, you-right now we have a very manual, sequential and paper based process. There are some internal city systems that do some of the tracking, but not very well, and so, it a system that has a vendor and a city-that the vendors and the city working together in the same-on-on the same platform in the same space looking at exactly the same things. It's-it's, you know, there is no collaborative space for them to work together right now, and nobody knows who is responsible for what sometimes, and so being very, very clear about what they-a vendor needs to do. What documents or data they need to provide the city. What the city needs to do will be made very clear on both sides, and that will move things along much quicker.

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	CHAIRPERSON	EMERITUS	BRANNAN:	As it
stands rigl	nt now, does	the Admir	nistration	have the
ability to	determine i	f costs o	verruns on	a contract

with the result of underbid—underbidding by a vendor?

DAN SIMON: So, it's—it's very difficult because—so the bid that's coming in is—the—the information used to establish that bid is known by all the vendors submitting a bid, and so there's a, you know, it's a—an objective process. If someone is underbidding, there is also cost breakdowns that the agencies ask for to ensure that the price is fair and reasonable. We're happy to talk more about what some of the drivers of what you think might be causing that would be. It's certainly and interesting area to focus on, but I don't—I don't—I don't know that it's very easily detectable that a, you know, a—a higher bid at the in the original contract would result in anything different during the life of the contract.

CHAIRPERSON EMERITUS BRANNAN: Can you say if the Administration is opposed to making the Local Law 18 reports available to the public? I know they're—they're currently FOILable, but that adds an

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- and proposals and evaluations, and modifications.
- 3 What is Release 2 going to be doing?

DAN SIMON: So Release 2 is essentially the supply chain of the city's requirements contracts, and so the city has through DCAS and other agencies has requirements contracts for mostly goods, but there are some services there, and it's basically a catalogue buying environment for DCAS' vendors to--

COUNCIL MEMBER BARRON: [interposing]

Catalogue buying environment for DCAS?

DAN SIMON: Yeah, so agencies will be purchasing goods and some services, but mostly goods through these requirement contracts in—in an online platform, which will be PASSPORT Release 2.

COUNCIL MEMBER BARRON: Okay and how have we found that comments from what might have been stumbling blocks in Release 1 have been addressed, and helped to make it smoother for Release 2 moving forward?

DAN SIMON: Chair, I'll start and maybe
Ryan, you could take that. So, Release 1 for sure.

I think each release will build on itself like I
said. Release 1 you take lessons learned. Even
though it's different functionality, you're, you

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know, they're—they're sort of staged purposely in the
way they are so that by Release 3, the—the—the real
main overhaul of procurement, we're getting it as
close to right and perfect as we possibly can.

Release 1 was a replacement of what was formerly know and Vindex.

COUNCIL MEMBER BARRON: Uh-hm.

That clearly the benefit of DAN SIMON: going online with a very arduous manual process has reaped obvious benefits for the vendor community. What used to take a month for just MOCS to process in paper is now taking the vendor themselves typically a day. It depends on the complexity of their corporate structure, but it's-it's been reduced to a typical online account maintenance type activity for them, and so much, much easier. The other thing that we're doing in Release 1 are using that information and other data to do what's called responsibility determinations. So, essentially a background check on our vendor when we have awards, and so the-the sharing of that information across agencies, which was never done before, reduced that timeframe from what used to be roughly seven weeks is now taking typically seven days, and that's because agencies are

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sharing information on vendors. They're sharing documents that are requested of vendors, and other city oversights, and that's drastically reducing the time it takes to compile this all for scratch each and every-for each and every award. And so those are sort of essentially the-the-the core principles that we see that are working, which is full transparency and accountability of who has-who's responsible for a particular task. Who has it next? What the full process is, and how long is it taking and being transparent about how long things are taking. That I think has created a lot of speed, and we're taking those principles into Release 2 for sure. Release 2 with the requirement contracts with DCAS was a-a hodgepodge of some internally built city systems, some manual paper processes, and so bringing that into an online environment we expect the same type of results. Right.

RYAN MURRAY: I think the—the two other things I would add frankly is that what we've done in Release 1 is establish our service model and strengthen that a little bit more as and organization. So, while the functionality is going to be different for Release 2, there are thousands of

2 staff that use Release 1 to look up vendors and find things. So, Release 2 is going to be about browsing 3 4 a catalogue, as the Director said, to find items and 5 be able to put them in a cart and so on, right. have a help desk, and we have a technology team that 6 7 is able to listen to and process user feedback. What that results in is either direct support today. 8 have shifts where people are responding to questions 9 all day, whether in writing or picking up the phone 10 and calling folks. So, I think the lesson from 11 12 Release 1 is really how we manage that process in terms of providing support, and then finally our tech 13 team is—has processed over 800 different enhancements 14 15 to the system since we went live. That is a 16 concreate measure of how we're listening to other agencies or the vendors whether it's a tool tip on a 17 18 screen or functionality just isn't working the way that we intended, and we need to streamline workflow, 19 20 and then we up-make those updates, and we deploy that. So, I think the enhancement process and our 21 2.2 support model is what we've taken a lot from Release 23 1. That will be something that we're doing for Release 2 as a setup, and thinking about how that, 24 25 you know, will evolve for Release 3, which is not

industries. So, we--

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- just these requirements contracts. That's kind of

  inside based upon on how e we order, but for

  everybody else and that—and we have experience

  obviously with human services providers and that kind

  of support model of Accelerator, but we are expanding

  how we do this for the entire city for all
  - COUNCIL MEMBER BARRON: [interposing] How could I be able to have a hands-on walk through in real time experience so that I could understand directly?
  - RYAN MURRAY: Yeah, we're happy to host it, at our office. Or come to your office, and show you how the system works that what's currently live, and then--
  - COUNCIL MEMBER BARRON: [interposing] And who—who has the—whose—whose number, whose name am I going fort that?
  - RYAN MURRAY: You—you can reach out to me directly. I'll—I'll make sure that staff has my card before I leave.
  - COUNCIL MEMBER BARRON: Okay, great and then in terms of the legislation that's being proposed today, in your testimony it says that you'd

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like learn more about the intent of Intro 1450 and how it will be aligned with current contracting factors, budget and invoice structures and prompt payment guidance. Then you said it's worth noting that payments for human service contracts are typically based on online reimbursement for incurred costs. While we share that goal of ensuring on-time payments, we do not believe that backwards looking FOR interests requirements are the right tool to do so. Could you explain to me what you mean by that backward looking interests requirements?

RYAN MURRAY: Yeah, I—I think what you're—what the—so as we—I mean we'd love to hear more from the Council as well to make sure we get this right. That's that we are willing to work with the Council to figure this out. I think what you're saying here in the legislation, if we understand it correctly, is that there are interest payments based on a deliverable schedule that is established in the contract. As the Director shared in the testimony, our note there is to say that in human services particularly, you don't often have a deliverable schedule that's in the contract, right. What you're doing on a monthly basis is taking your invoice for

2	costs incurred, and you're submitting that to the
3	city agency. The issue that we have here with prompt
4	payment in—in the way you're thinking about it is
5	that the contract is not registered yet. So, the
6	thing we need fix is speeding up registration. It
7	isn't—it isn't about the interest payments based on a
8	schedule because we were late in paying. We were
9	late in registering, which didn't allow us to pay.
10	COUNCIL MEMBER BARRON: Okay,
11	thank you. So, have you spoken to directly with the
12	sponsor about that particular aspect?
13	DAN SIMON: We're happy to. Yes.
14	COUNCIL MEMBER BARRON: Okay, great.
15	Thank you. Thank you, Mr. Chair.
16	CHAIRPERSON EMERITUS BRANNAN: Thank you
17	Council Member Barron. Just a point of clarification
18	with something earlier. Is it—is a new
19	responsibility determination required for
20	modifications or extensions?
21	DAN SIMON: So, responsibility
22	determinations are required on every award
23	essentially. Sometimes they take a lighter-so it's,

you-it'll sometimes be called an RD light in-in an

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amendment scenario, but at each award you are
determining a vendor responsible.

CHAIRPERSON EMERITUS BRANNAN: Okay.

Some of the late payments and registered contract stuff. Would MOCS be willing to create an unregistered contracts division like the one proposed by 1448?

DAN SIMON: So, as we said in our testimony, essentially what you're describing is what MOCS will be in a future state. So, upon release of Release 3 and the ability to have a full 360 view of the procurement system in New York City, that would be our role. We are looking to take ourselves out of the sort of-the critical path of looking that, you know, ensuring that every box is checked, right. So, right now in a manual process we have to make sure that the box checked is the right box that is checked, but in a future state we're building a system that will sort of to some extent fool-proof that the rules are being followed, and allow agencies and procurement staff to be far more strategic. Right now, there's a heavy focus on ensuring that every regulation, every law, every, you know, every sort of statute is followed in the procurement

CHAIRPERSON EMERITUS BRANNAN: Do you have a number of how many retroactive contracts are currently pending registration?

DAN SIMON: I can get back to you with an exact number. It's sort of—I mean it—I would just come back with a more specific—

CHAIRPERSON EMERITUS BRANNAN:

[interposing] What's-what's--

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DAN SIMON: [interposing] Which contracts you'd be looking for whether that's City Council discretionary or are we talking about amendments or just base contracts? We just—we could come back with it.

CHAIRPERSON EMERITUS BRANNAN: I think—
yeah, anything that's retroactive that's—that's still
the curve (sic) is still blinking on it. What—what
does currently do to—to coordinate speedy
registration of these contracts? How is PASSPORT
going to help that?

DAN SIMON: Well, PASSPORT will help for the exact reasons that I laid out around sort of why MOCS' vision is aligned with one of the interests. But what we're doing currently is to the best that we can identify retroactive items for sure, and we are—we have got—we're speeding up some accountability tools blasting that out to the agencies, letting them know exactly where they are or how many they have left, how many they have, how many they have left to go, how many are registered with, you know, sort of timeline goals to—to get across the finish line on these things, and so those are sort of MacGyvering the—the, you know, the—the oversight

- 2 process retroactivity to-of the best we can .
- 3 PASSPORT in the future will, these things will be
- 4 | sort of obvious not only to us, but to any user of
- 5 | the system particularly vendors. They'll understand
- 6 | exactly where their stuff is, but we're also-we also
- 7 | instituted a renewal and extension policy that forces
- 8 agencies to start the renewal and extension process
- 9 much earlier than they do-than they have done in the
- 10 past to ensure that, you know, for a July 1
- 11 registration they're starting the process early
- 12 enough so that they are registered on time.
- 13 CHAIRPERSON EMERITUS BRANNAN: Okay. Is
- 14 | anyone here from EDC? Okay, I have some EDC
- 15 questions. I'll put them to you see if it's
- 16 something MOCS can answer. The-the city's Returnable
- 17 | Grand Fund offers bridge loans to qualified vendors.
- 18 | Is there something similar do we know currently
- 19 offered by EDC, and would EDC be willing to implement
- 20 | the proposed language in 1449? [pause] No one is
- 21 here form EDC, right? No one is here from EDC,
- 22 right.
- 23 DAN SIMON: I don't believe anyone is
- 24 here from SBS or EDC is here. We know of the-the

think the fundamental issue that we're all grappling

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with, and I know you are, too, and we're looking for a little help here on how we can all help really the human service providers get paid faster, and I think, you know, fundamentally what we're trying to get at here is an award is made, butt hen I t takes a lot of time award and contract registration. Do you have a sense, and what-wo what we're trying to do is shine light on it, right so that, therefore, we can, you know, identify where the problems are and-and then try to take care of those problems. Like what you just brought up where you found something that had take seven weeks, and now it takes a week or technically seven days, but we want to find all those because, in fact, the vendors aren't being paid until six months or a year, 18 months after they were awarded the contract and started work. Are there-and I-I see how PASSPORT will be helpful. Do you have sort of SWAT teams now where there are, and this gets to the Intro I think 1448. I'm not seeing it right in front of me, but do have SWAT teams mow where you know something-yeah 1448. Can you having been Director of MOCS for so long, are there certain contracts where you know ahead of time, oh, these are going to be some of the ones where there vendor

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doesn't get paid for eons until after they started
doing the work? How do you shine a spotlight on it,
or how are you addressing that now? It's meant to be

5 a softball question.

DAN SIMON: Yes, so we-so we are-we have spun up some accountability tools to put agencies on notice, and make them very much aware of the situation at hand, and sow e have a tracker on all of the retroactive items. A gain, it's-it's not everyit's not every contract, and we can sort of come back with other contract data that you're requesting, but we have a sort of retroactive contract tracker that we're working with right now. As you know, the Mayor recently committed to reducing the backlog of retroactive items, and so we are working very hard to make sure that agencies are well aware of where of how they'd doing with respect to those retroactive contracts, and we see that bearing some fruit. know, putting folks in a fish bowl like we talked about with PASSPORT the sunlight helps, and it-and it moves people along much quicker than they otherwise would particularly when the process is manual. future state when the process is digital, and open and transparent, right, you don't have to use those

same tactics because everyone is aware or where
things are, and where they stand, and reports are
easily obtainable to understand. But in the current
manual state, we-we have to spin up these tools , and
we're-we're certainly working on that. The other
thing I would just add, and I'm not trying to
minimize the—the impact of the—the issue whatsoever,
but this is a-an unintended consequence of so much
investment in the human services sector, and there
are thousands and thousands of amendments that have
been processed and registered, and I think we are at
the tail end of that wave, and—and so and fully
committed to getting across finish line. There will
always be amendments, but we're trying to make a-a
real surge and push the final tail end of all the
investments that the Administration has made.

COUNCIL MEMBER ROSENTHAL: Is it possible—maybe we'll talk more offline on the technical process of how amendments work with the hops of not having that unintended consequence. You know, we're talking about the fact that the City Council urged the Mayor to put in, you know, \$50 million this year, \$100 million another year, \$100 million another

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funding to various aspects of-of the contract to	
bring them closer to what actual cost is for the	non-
profit providers, but perhaps there's some way.	Will
	bring them closer to what actual cost is for the

5 PASSPORT help with contract amendments?

DAN SIMON: For sure. Yeah, it is intended to cover all of that. We're-we were in design sessions early this morning talking about the—the, you know, the transparency aspects particularly around contract amendments and what vendors will be able to see immediately. Once a contract—once an amendment is sort of created, every—all parties sort of understanding what are the steps to get this thing done. Who, you know who is responsible, you know. What the vendor is responsible, what the agency is responsible for, and tracking progress efficiently.

COUNCIL MEMBER ROSENTHAL: How many contracts are in the Retroactive Contract Tracker right now??

DAN SIMON: I can—I can get that number to you. I don't have it right at my fingertips.

COUNCIL MEMBER ROSENTHAL: I'd like follow up on that.

DAN SIMON: Sure.

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2 COUNCIL MEMBER ROSENTHAL: Alright, thank
3 you so much. Thank you, Chair.

CHAIRPERSON EMERITUS BRANNAN: Okay. I'm going to hand it over to Chair Kallos.

CHAIRPERSON KALLOS: Thank you to my cochair for—Chair Emeritus for helping out, and to

Council Rosenthal for spending the entire day with me so far between being in two hearings at once. I just want to do a follow-up question on—on PASSPORT. This I think follows up on a question I asked a year or two ago just around with the new PASSPORT rolling out is it something that folks will be able to access from home and from their mobile phones or whatever devices they may have?

DAN SIMON: So vendors can certainly log into their accounts from home. City staff need to be on the city network or some other VPN option. It's—we're—so I value it as the product that PASSPORT is built on. There are some pieces of it that are sort of mobile friendly. IVALUA. I-V-A-L-U-A.

CHAIRPERSON KALLOS: Is it—what—what is the—it's a C-M-S?

DAN SIMON: It's an off-the-shelf eProcurement system.

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2		CHAIRPERSON	KALLOS:	Okay.
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DAN SIMON: There are—we can—I can provide more information about IVALUA, if you'd like.

CHAIRPERSON KALLOS: Yes, please.

DAN SIMON: Yeah, sure.

CHAIRPERSON KALLOS: And—and so I guess the question is will be people be able to just look things up from home or from wherever somebody is watching and is curious about even the contract for PASSPORT, would they be able to pull that off?

DAN SIMON: A vendor for sure.

CHAIRPERSON KALLOS: No, a member of the public. We're joined here by multiple members of the press. Will they be able to just pull up the contracts and do it? I view the press as a co-equal branch of government.

DAN SIMON: Uh-hm. So, we can talk more about what the public will have access to. There are various laws that make—that compel us to provide data in our public setting, and we can certainly talk about that. I don't know that—you know, we're—we're not established at the current—in the current state to have public access to the IVALUA tool itself.

2	CHAIRPERSON KALLOS: Okay, we'll-we'll
3	discuss it more. Section 4-12, the Procurement Board
4	Policy Rules addresses late registration of city
5	contracts and requires MOCS to review each agency's
6	performance twice a year. Are you prepared to
7	discuss agency performance pursuant to this section?
8	DAN SIMON: 4-12 of the PBP Rules has a
9	provision at the end that says that if the city is
10	providing an interest free loan to human service
11	providers, that interest is not required to be paid.
12	We view the ability of the-of the Returnable Grant
13	Fund as meeting the obligation to provide that
14	interest free loan to city providers. And so, while
15	we agree categorically that the city should do a
16	better job in terms of registering contracts that are
17	retroactive, we-we do feel that the availability of
18	the Loan Fund sort of meets that obligation that we
19	would have to otherwise pay interest on those
20	contracts.
21	CHAIRPERSON KALLOS: How large is the
22	Loan Fund?
23	DAN SIMON: So the-the Loan Fund is

roughly \$68 or \$70 million.

2	CHAIRPERSON KALLOS: How much of it is
3	encumbered every year and repaid every year?
4	DAN SIMON: I-we can come back. We've
5	reported to this committee on the-the amount that's
6	loaned out each year. Happy to get you those details
7	but I think to date we've loaned over \$100 million to
8	the fund. I think there's been \$112 million or so
9	that's been requested. We've-we've loaned-this
10	estimating here we've loaned about \$100 million.
11	CHAIRPERSON KALLOS: Uh-hm, and that's
12	been over the last year and half or-of the?
13	DAN SIMON: It's just the 19 to date.
14	CHAIRPERSON KALLOS: Okay, so you-you've
15	gone to roughly \$100 and?
16	DAN SIMON: It's a-it's a revolving fund.
17	CHAIRPERSON KALLOS: Right. So, you've
18	gone through about 130% of—of the loan balance in the
19	past year.
20	DAN SIMON: So, what I would say is it's
21	revolving loan fund, and so it's meant to bridge the
22	gap to registration, and so it's a loan to a vendor.
23	Once the contract is registered, then the loan fund

is repaid.

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CHAIRPERSON KALLOS: Have you ever had to reject an application because you had insufficient funds in the—in the Loan Fund?

DAN SIMON: No. We have, you know, we have at times sort of spaced out So some vendors will come and ask for three months worth of their contract, and we think that the contract will be registered in one month, and so we will sometimes adjust the approved amount to account for the registration timeline, but no. We wouldn't-we wouldn't reject an application. We haven't rejected an application because of availability.

CHAIRPERSON KALLOS: How much have the city agencies paid in interest pursuant to this section?

DAN SIMON: Well, generally again I think that the—the premise that we're operating under is slightly different. The city has paid I believe in Fiscal Year 18 about \$150,000 in interest, but again interest being calculated from the point of registration on the contract. I think the issue that we're trying to address here is the retroactivity of contracts, which is resulting in what we're perceiving as late payments.

2	CHAIRPERSON KALLOS: And I guess which
3	agencies have been found to be in substantial non-
4	compliance meaning that they submit contracts for
5	registration in and untimely manner?
6	DAN SIMON: That's information that we
7	can get back to you.
8	CHAIRPERSON KALLOS: Later today?
9	DAN SIMON: It might take a little longer
10	than later today, but we can certainly follow up with
11	more information about that.
12	CHAIRPERSON KALLOS: Tomorrow?
13	DAN SIMON: [pause] We can go back and
14	look at it and come back with a timeline for when we
15	can get it to you.
16	CHAIRPERSON KALLOS: Next week? I'm just
17	looking for a date certain. It could be 10 years
18	from now. It could be next week, but I just need
19	something by which you—you know that you can—that
20	there's 80 agencies in the known universe.
21	DAN SIMON: We can come back later today
22	with what a timeline could be.

CHAIRPERSON KALLOS: I'm going—I'm going to call it two weeks. We're going to have another within at least the next two weeks and please make

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2 sure you have some---have what we're asking for in hand. [pause]

CHAIRPERSON EMERITUS BRANNAN: Okay,
we're going to call up our first panel. Thank you
very much, guys. [pause] We have Allen from
Catholic Charities; Catherine from Homeless Services
United; Carlyn from CPC; Michelle Jackson from HSC.
[background comments/pause] I'm just mad you didn't
bring me one. [laughter] Okay, Allen, do you want to
start? Thank.

ALLEN WOLENITZ: And press it? Ι'm [background comments] Now you got me? Got me sorry. now? Yes. Good afternoon members of the Council past and present. My name is Allen Wolenitz. the Chief Financial Officer of Catholic Charities of Brooklyn and Queens. For those of you that may not be familiar with our agency, I'll give you a brief profile. We are a not-for-profit entity. under the auspices of the Diocese of Brooklyn. 2018, we serviced close to a quarter of a million clients throughout Brooklyn and Queens. We provide services to some of the most vulnerable residents of the city, the poor, the elderly and the immigrant populations. [coughs] Excuse me. These services are

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provided because of-in regards to a person's race, ethnicity or religion. Specifically, our programs revolved around integrated health and wellness, which include behavioral health clinics and services, family services including senior centers, early childhood programs, and we're also a major provider of affordable housing. I'm here today to lend our agency's support for the three bills 1448, 1449 and 1450 that are currently before the committee. issues that dealt within the bills, which include expediting city contracts valued more than \$1 million requiring agencies to provide grid phones on an asneeded basis, and requiring the city to pay interest on late contract payments are all vital to an agency like ours. We currently have 60 city contracts with the value of \$57 million. By definition, there's no profit margin in these numbers. The \$57 million is spent in its entirety in providing contract services to our clients, and any gap between funding and meeting our financial obligations clearly create a hardship for the agency. We have no way-leeway in meeting its payroll to the employees who are charged with servicing our clients. I'm sure the committee understands that managing cash flow in a not-foropportunity to speak.

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2	profit is not an easy job, and a very difficult
3	process. We feel that these three bills take very
4	substantive steps towards creating a more formalized
5	methodology for streamlining the flow of funds
6	between city agencies and its contracted providers.
7	We at Catholic Charities appreciate that these bills
8	on the hearing today, and hope they will soon passed
9	by the City Council. Thank you for giving me the

CHAIRPERSON EMERITUS BRANNAN: Thank you,
Allen. [background comments]

CATHERINE TRAPANI: Good afternoon. My name is Catherine Trapani, and I'm the Executive Director of Homeless Services United, and I want to express my gratitude to the Council Committee on Contracts particularly Chairs Brannan and Kallos for calling this hearing today, and in absentia I'd also like to thank Council Member Levin for his steadfast support of the homeless services sector, and thank you for the opportunity to testify. HSU is a coalition of approximately 50 non-profit agencies serving homeless and at-risk adults and families in New York City. The agency provides advocacy, information and training to member agencies to expand

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their capacity to deliver high quality services. We advocate for the expansion of affordable housing and prevention services, and for immediate access to safe, decent emergency and transitional housing, outreach and drop-in services for homeless New Yorkers and more. Agencies-member agencies operate hundreds of programs including shelters, drop-ins, food pantries, home based outreach and prevention services, and the bulk of our work is funded by government contract. It is via the non-profit sector that the city is able to uphold the right to shelter for thousands of homeless New Yorkers, and it is via the work our sector that we have successfully brought over 2,000 individuals off the street via our outreach efforts. We have been seeking support from DHS, and testifying before this Council since at least 2015 regarding the harmful impact of delayed contract registrations of payments to non-profits. In response to the crisis, we established a joint committee with our members and leadership from the Departments of Social Services, Finance and DHS budget teams to workshop bottlenecks with the registration process to take responsibility for our providers' roles in ensuring cooperation with the

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contracting process, and appropriately managing our workflow. The committee has proven extremely helpful in resolving major cashflow issues individual members in real time as well for helping members struggling with closeouts, invoicing and audit concerns, and so I want to publicly thank DSS and DHS for their partnership, and the progress that we have made to We had hoped that through this partnership and implementing process improvements that we can rectify the delays that we've been discussing this afternoon, gut out patience is wearing thin. Despite our best efforts, 98.9% of all DHS contracts are registered retroactively and in Fiscal Year 2018. Compounding the challenges associated with delayed registrations is the inability to register amendments because of this backlog. This has added additional financial pressure to non-profits. When a contract is not registered, the city cannot add the funding necessary to implement new initiatives to improve services, and the provider must wait until their underlying contract for baselined services is registered before monies can be added for new initiatives touted by the city as part of their turning the tide against homelessness plans. Examples include the Model

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Budget Initiative from 2018, which was meant to bolster services, improve shelter conditions, and appropriately compensate staff. Because the amendments deemed to pay for these enhancements are still not registered, non-profits are in the position where they're counting (sic) money to pay for these initiatives, implement COLAs, hire social workers, improve maintenance and the like without any compensation from the city for months and in some cases years. In other cases, non-profits have delayed implementing the announced improvements for lack of funding, and services the clients and performance has suffered as a result. The good news is is that we are in a substantially better position in the current Fiscal Year when compared to last but still the last update I got was on January 30<sup>th</sup> of 2019, which was halfway according to the Fiscal year 10% of its current year contracts were still not registered, and regarding the amendments, the last progress report I go was in October, and it was even less promising. At that time, there was still over 400 contract amendments still pending, and the lack in this means that we're still relying on lines of credit to meet the expenses. In many cases non-

2 emergency repairs are not getting done, and we're hiring and retaining staff. It's still a challenge. 3 4 Until the full backlog of contract amendments is 5 addressed, conditions and services are not going to 6 markedly change. The city has informed us that they aim to clear the backlog by May of this year. However, we have heard from our part-partners at MOCS 8 who just left and the NRC that DHS continues to lag 9 behind its sister agencies in terms of progress 10 towards clearing the backlog, and achieving timely 11 12 registration in time for FY20. At a recent NRC 13 meeting, contracting officers from several city agencies presented in the status of their efforts to 14 15 ensure timely registration. DHS at that time had 16 only sent out 20% of the upcoming Fiscal Year's 17 contracts to providers by the target date set by 18 MOCS, which was a key metric of whether or not they had given themselves enough time and runway to get 19 20 agreements back from providers, and do the necessary due diligence to ensure registration prior to the 21 2.2 start of the next fiscal year. All of the other 23 agencies of reporting were substantially further along. The next lowest progress report noted has 24 sent out 50% of their contracts compare to DHS's 20 25

2 and most others were at or near 100%. It continues to be a grave concern that DHS has been unable to 3 resolve the backlog despite concerted efforts from 4 5 our community to do so. It is, therefore, HSU's 6 belief that additional tools are, in fact, necessary 7 to ensure timely contract registration. In the event hat timely registration cannot be achieved, 8 additional support for the non-profit community is 9 also necessary to help providers appropriately bridge 10 the gap in government funding, continue to provide 11 12 quality services on which our clients rely. DHS has committed to providers that all of this funding will 13 14 be in place soon as the procurement schedule 15 normalizes, and they are able to better plan for 16 future fiscal years. We are hopeful that once the 17 baselined budgets are in place the fiscal health of 18 the sector will improve enough to allow for more investments in comprehensive service rich programming 19 20 that will able our clients to recover from homelessness more quickly and support their 21 2.2 transition to permanency. In the meantime, we're 23 very thankful to the Council for your advocacy and support in helping us get there, and specifically we 24 appreciate this spirit in which offer Intros 1448, 49 25

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and 50, calling for increased oversight, access to loans and funding for interest payments resulting form the delayed registration. We cannot continue to shoulder the burden of subsidizing the city by providing core services without compensation. We look forward to continued work with the Council and the Administration to improve the procurement, and thank you very much of the opportunity to testify, and I can answer any questions.

Chair Kallos and Chair Emeritus Brannan for the opportunity to testify today. My name is Carlyn Cowen and I'm the Chief Policy and Public Affairs Officer at CPC, the Chinese-American Planning Council. CPC is the nation's largest Asian-American social services agency providing critical human services to over 60,000 Asian-American and Pacific Islander immigrants and low-income New Yorkers throughout all five boroughs each year. We're pleased to be here today to testify in support of Intros 1448, 49 and 50, which will bring much needed oversight, bridge loans and interest payment support to the human services sector. CPC's programs are fairly well known throughout New York City. You might be familiar with

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our Adult Literacy Program in which we make sure that New York-immigrants to New York have the access to English language for workforce and education and navigating. You might be familiar with our Senior Services Program where we provide meals and other important programming for senior or perhaps our Early Childhood services where we provide culturally competent and dual language support for our youngest New Yorkers, but maybe one of the programs of ours that you don't know is one of our biggest, but maybe least popular programs, which is subsidizing the city of New York for providing human services that are mandated to be provided by the city that CPC carries out every year. In this program, we do different activities like filling the gap between the indirect rate on our contracts between what is reimbursed to us and what it actually costs to provide these services. At about a million dollars per year that we're subsidizing the city. In this program we also wait for the city to pay us on the services we're already providing, and try to track down late payments by work with different agencies and with MOCS. Currently, CPD is waiting for almost a million dollars in money owned to us from New York City on

services that we are already providing. In this
program another thing that we do is pay interest on
those late payments. Last year, CPC paid \$157,000 in
interest that we had to take out in loans in order to
fill the gap while waiting for those payments, and
that's money that until now we didn't have
opportunity to get back, and that money has a real
impact on our community members. That \$157,000 could
have been used to provide a full year of after school
education for 50 young people. It could have been
used to deliver over 1,500 meals to our homebound
seniors who might not get nutrition otherwise, or it
could have been used to provide adult literacy
classes to nearly 150 New Yorkers that need that
support in order to have dignified lives in their
communities. So, in conclusion thank you very for
your leadership in this and continually fighting to
ensure that the full cost of doing human services in
New York City is covered. I'm happy to answer any
questions you may have.

MICHELLE JACKSON: Good afternoon. My name is Michelle Jackson. I'm the Deputy Executive Director of the Human Services Council. We're a membership association of about 107 human services

- 2 organizations in New York City both direct providers
- 3 and coalition groups and we work on city and state
- 4 particularly procurement areas. So first, I want to
- 5 | welcome Chair Kallos to the wonderful world of
- 6 government contracting in your face already.
- 7 [laughter] It speaks to your joining the storied
- 8 company of past Chairs Rosenthal and Brannan who, you
- 9 know, who really have taken on these issues, and so
- 10 | we hope to not scare you too much, but I'm going to.
- 11 [laughter] So, first I want to thank the Council for
- 12 | including a hundred--
- 13 CHAIRPERSON KALLOS: [interposing] I don't
- 14 scare easy.
- 15 MICHELLE JACKSON: Right.
- 16 CHAIRPERSON KALLOS: I don't know if you
- 17 noticed.
- 18 MICHELLE JACKSON: Good. Okay, good.
- 19 [laughter] So, first I want to start with a thank
- 20 | you to the Council for including \$106 million for
- 21 | indirect funding, and for \$89 million for Early
- 22 Childhood Salary Parity in the Council's Budget
- 23 response. I think those are two really important
- 24 | areas I have testified about before particularly the
- 25 | salary parity. While Early Childhood is only one

[laughter]

part or the human services sector, I think it speaks
to the movement in terms of paying human services
fairly for their work. So, I want to start with a
thank you and then move onto Groundhogs Day. I've
done this testimony forI-I think it hasn't changed
that much in 11 years. I have a cool new shirt, but,
you know, I think that's—the rest of it is just

CHAIRPERSON KALLOS: I-I-I've been admiring the shirt. Can you tell us what it says, and did you get it printed just for this hearing or are you-you thinks it's accurate?

MICHELLE JACKSON: [laughter] So this says: No Procurement, No Teeth, and this is the rallying cry of [laughter] Council Member Brannan, and so this is for this hearing, but we will be carrying the movement forward. [laughter]

CHAIRPERSON KALLOS: Do you have one in his size at a value less that \$50?

MICHELLE JACKSON: We do and he will be getting it—he will be receiving it after this hearing, and it is definitely valued at less than \$50.

2 CHAIRPERSON KALLOS: If I can get one,

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MICHELLE JACKSON: Absolutely. [laughter] We will initiate you into the group. So, I think first I want to say that, of course, we support the bills to pay interest on late payments and also the development of a SWAT team because that sounds cool, and also because it's really necessary. These are issues that we've—the problematic procurement process is well established. you've heard direct providers, and I feel you'll hear from about—they can tell you more clearly how those issues impacts their organizations, but one of the things is we just released today is our Gov Greater and Gov Greater this is the second time we've done this survey and it's a survey of city and state government agencies by non-profits who contract them. So, it's kind of like Yelp for-for government agencies. The-the city this year went from a B minus, which was their score last year to a C. The state said the same, but the city went down a whole grade. Every agency under the city went down except ACS, which I actually think speaks to what we know, which is our providers have said that ACS is an

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organization that they like working with and that they feel like the staff really understands their needs. Providers and the comments expressed clear frustration with the delays that they have said over and over to us this year are the worst that they've ever seen. In addition to that, they're really struggling with confusing information management. They feel that the city agency staff don't have clear direction and are asking for things they haven't asked for before leading to a lot of confusion and the Gov Greater it still qualitative information, but it's the same things we complain about, and I bring to you, but it's a way of us saying this is sector right issue, and the results I think really speak to what we've been talking about. I also would like to point out that a C seems average, but no one in New York really wants to use a C restaurant, and so it'swell, it's a passing grade. It's not doing great, and also non-profits don't have another restaurant to eat They have to eat at the city government procurement table, and we want them to. If they took their business away, we would have a really big gap in the-in the city in terms of how we would procure services, organizations like CPC and Catholic

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Charities in Brooklyn and Queens that they gave up their contracts, which more organizations are moving to do. They are looking at closing down levels of service in certain programs that because of the delays and also because they don't enough in order to do the services, and you don't want the. We don't want that to happen. I'd like to point out I think when Dan Simon testified that there's a couple of things, the NRC, the Non-profit Resiliency Committee is doing good work, and we think that PASSPORT will be a great asset to the procurement environment and help change things, but it's also-it's just not I think the NRC something like the Cash Advance Policy, it only kicks in once a contract is registered. So, if a contract takes six months or a year to register, that cash advance doesn't do a whole lot for you. So, something like interest is really important. The state has a prompt payment law as well, but it's problematic for its own reasons, but once the state was really focusing on that, and realized how much it was paying in interest every year, it got a lot of public attention, and so while it doesn't make organizations whole, and it doesn't solve all the issues, it does show how much money

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we're wasting, and I think that that's really important. PASSPORT will show where things are in the process, but it doesn't have someone who is designated to move it along, and that's the problem now is that there isn't someone, which is why we support a bill around it for, you know, increased oversight. There needs to be somebody who is mandated to make sure that these things are moving along in a timely way, and we can't wait. While some of these Initiatives are great and we need action, and we also need something that will last beyond administration. I can't come back. We can't restart our advocacy efforts. As PASSPORT does great, Accelerator was a great fix for two to three years and now there's other issues, and so similarly like we want things that will last, and so this-these pieces of legislation will help that so that we're not restarting advocacy efforts and waiting until there is, you know, a critical mass. I also just have to point out one thing is that the Loan Fund does continue—is a great thing, but it's also a Band-It's not a cure for this issues. We have had providers report not being able to access the Loan It has been maxed out in previous years.

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have organizations who are owed, \$40 and \$50,000
Million, and so the idea that the Loan Fund is, you
know, \$60 million means that there are people who
don't have access to it, and they also can't access
it for the full value of what they're owed. They can
only access it for certain portions of their
contracts and so it's a Band-Aid. It's not a
permanent solution to the problem. So I'll stop
there. I'm happy to answer any questions that you
have, and I also want to take a moment to thank
Council Member Brannan for your really great work on
this committee. It's been a lot of fun, and we'll
definitely miss you, but you won't, you know, you
won't be going very far. [laughter]

CHAIRPERSON EMERITUS BRANNAN: I don't think I've ever asked you guys and as—as candidly as you can be on the record I guess if you think PASSPORT is going to be the panacea that the Administration thinks it's going to be. I mean my concerns are exactly yours, which is I like obviously the—the fish bowl aspect, and shining a light on it, but just being able to see that the system is dysfunctional is—we're all going to say yeah that, you know, we knew—we knew this already. Now I can

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2	see it in a cool [laughter] Yes, I think. So, I
3	think that that's always been my biggest concern as
1	they sort of tease this, you know, this—this
5	blockbuster movie that's coming out. If once it's
ó	here just being able to see things move along at a

snail's pace is not going to make anybody happy.

MICHELLE JACKSON: Yes

CHAIRPERSON EMERITUS BRANNAN: What else do you think needs to-needs to happen?

MICHELLE JACKSON: So, I think that we—I especially knowing the team that's providing PASSPORT, and I think I said this before that I have faith in that group. They design age-specific salaries (sic)

 $\label{eq:chairperson} \mbox{ \begin{tabular}{lllll} EMERITUS BRANNAN: & The same \\ here. Yes. & \end{tabular}$ 

MICHELLE JACKSON: And so, I do think it's going to do what they say that it will do, which is show where things are. That's—so in that sense, it is a panacea, and I think it will, you know, greatly improve things. At the same time I complexly agree. It doesn't—I'm mot sure it's going to solve the real problem, which is that depending on who is in the management seat, a different—whether it's city

agencies or oversight or whatever it is or where the
priorities are, that a lot of this stuff gets lost in
the shuffle, and I think we noticed that when there
were all of these contract amendments, which are good
things to have these modifications because money was
invested. That's not new. I mean the amount of them
was, and we're doing it for indirect not just COLAs,
but COLAs aren't new. We've seen them before. We've
seen them go out the door quickly, and not so quickly
and I think that that's what we're worried about is
that what is the sequencing of making, you know, once
we can see where things are, what's the step of
putting timeframes on them, which I think is a big
thing where our recommendations to the Charter
Commission are to establish timeframes to make the
payment of interest, and to force management reports
to come out that show were the retroactivity is
because that's a big gap that we have seen is that
not being able to point to where the retroactivity is
means we have to wait for it to be crisis before it
gets addressed. So, I think that those are the pieces
that I think are lacking in PASSPORT, and need to be
there is that there needs to be someone in charge,
and there needs to be real consequences for when

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those things aren't moving because just being able to see where they are and working in goodwill works, but it depends on who's in the driver's seat, and we're not always going to know who it is.

CHAIRPERSON EMERITUS BRANNAN: You guys all serve on the same page there.

CATHERINE TRAPANI: Yeah, what—that Michelle said, they did that a lot.

CHAIRPERSON EMERITUS BRANNAN:

11 [interposing] Yeah, I know, yes.

CATHERINE TRAPANI: Yeah, the—the accountability like for instances is—is what's missing and I think that, you know, in some way it can be a motivating factor, but it certainly will depend on which partners are sort of in control at any given time. So—so I think that it just needs a little more teeth. Yeah.

MICHELLE JACKSON: I would just say, too, that sunlight is a great thing, but it's—I mean this is not like the sexiest issue under the sun. So, when even like the Comptroller's Report comes out and it shows a 98 or a 99% activity rate.(sic) What does that matter when we're looking at kind of bigger issues in terms of the political space and like how

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much capital is being dedicated to that, and so sunlight helps to a certain extent, but it's somewhere in a very shady corner [laughter] and not a, you know, really bright light that's pointing at that kind of attention.

CHAIRPERSON ADAMS: With regards to

PASSPORT, I'm an attorney. I'm also a software

developer. When I built software with the Federal

and State governments, not this one, but others we

did something called User Centered Design where the

users actually got to say what the product did. Have

your organizations been involved in the resign of

PASSPORT?

demonstrations, so not involved in the design, but they did have a couple of demo sessions where they showed us what the functionality was, and did to their credit also some feedback on reporting functionality and other sort of things that can be customized, but I—I don't think it's fair to say that we were integral to the design, although they did make an effort, and I want to give them credit for it to—to sort of have listening sessions. I don't think those were—

2	MICHELLE JACKSON: And I-I would add that
3	Accelerator was built from that perspective of user-
4	centered and us being the end user.
5	CHAIRPERSON KALLOS: HHS Accelerator or-?
6	CHAIRPERSON EMERITUS BRANNAN: Yes, HHS
7	MICHELLE JACKSON: Yes, HHS Accelerator
8	was still in that way. Like we spent an entire
9	summer. A lot of non-profits came and went, sat with
LO	MOCS and went through every single screen, and
L1	realized that PASSPORT is not just human-for human
L2	services, but we haven't had that plain experience,
L3	but we have been given previous and been told where
L 4	we-where things are doing along the way, but it's not
L5	user centered.
L 6	CHAIRPERSON KALLOS: Is HHS Accelerator a
L7	product that you like?
L8	MICHELLE JACKSON: Yes. I mean I think
L9	our—I think it's much, much better than the system,
20	more of a lack f system that existed before, and it's
21	certainly sped things up and streamlined processes.
22	CHAIRPERSON KALLOS: And have any of you
23	heard about the new benefits at API that we rolled

out yesterday? [pause]

2	CHAIRPERSON KALLOS: Okay. So, this is
3	something I've been working on for about ten years,
4	but basically, you're going to be able to submit all
5	of the information you have on clients to a benefits
6	API, which will allow you to get answers on the 40
7	different human service benefits people may be
8	qualified for in your system. Do you have
9	infrastructure-technology infrastructure that would
10	allow you to work with H-you already have systems
11	that work with HHS Accelerator?
12	MICHELLE JACKSON: Uh-hm.
13	CATHERINE TRAPANI Yes.
14	CHAIRPERSON KALLOS: So this would allow
15	you to pass information through the benefits
16	screening API. So, we would update the
17	qualification. What kind of impact do you think that
18	might have with some of your clients and workflow?
19	CATHERINE TRAPANI: To direct to the
20	providers as a
21	MICHELLE JACKSON: [interposing] Yeah.
22	CATHERINE TRAPANI:as an umbrella
23	organization, it's hard for that decision. (sic)
24	CHAIRPERSON KALLOS: Okay.

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MICHELLE JACKSON: Yeah, I would say that
we have worked previously on H to just connect and-
and the public benefits screen that I just said ther
and that I think-so, I would just compare the two
because it sounds like this is a better version of-o
some of that, and, but

CHAIRPERSON KALLOS: [interposing] It's—
it's made—it's exposing the back end so that your
client relationship management tools can directly
interface with the city without having to go through
paperwork.

 $\label{eq:MICHELLE JACKSON: Yes, so that sounds} % \end{substantial} % \end{substant$ 

CATHERINE TRAPANI: Sounds great. Yes.

MICHELLE JACKSON: Yeah.

CATHERINE TRAPANI: So, absolutely.

MICHELLE JACKSON: Yeah, I meant I think that's—any time that our providers can give more easily accessed information, and plug in without to read plug—in client data is obviously a huge win for them.

CHAIRPERSON KALLOS: And I guess the only other piece I'd mention is I would say there is nothing isn't barring stuff. There's nothing greater

CHAIRPERSON KALLOS: Thank you.

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2 CHAIRPERSON EMERITUS BRANNAN: We have 3 one more panel. Thank you guys so much.

MICHELLE JACKSON: Thank you.

CHAIRPERSON EMERITUS BRANNAN: John

McIntosh from SeaChange and Kaitlyn from Live On.

[background comments/pause] Hi, guys. Start whenever you're ready.

KAITLYN HOSEY: Alright. So my name is Kaitlyn Hosey. I'm here on behalf of Live on New York. I'm the Director of Public Policy, and admittedly, I got the title wrong on my testimony, but next time I will have the correct Chairperson in there. [laughter] So, Live On New York is a membership organization that represents over 100 community based organizations that serve over 600,000 older New Yorkers each year. The majority of these organizations hold Department for the Aging contracts, including senior centers, NORCs, case management, home delivered meals, and the gamut of Department for the Aging services that are provided. We are here strongly in support of Intro 1450 and Intro 1448. Live On New York is appreciative of the measures as an important step to compel the city to make timely payments to providers while also making

2 them accountable for any delays. Delays in registration as well as complex contracting processes 3 overall exacerbate contracting issues, and there 4 needs to be immediate attention and resources devoted 5 to solving these concerns. Live On New York would 6 7 also like to take the opportunity to thank Speaker Johnson and the entire City Council for including 8 \$106 million to bring indirect funding rates up to 9 12% in your Preliminary Budget Response, which is 10 crucial funding to help close the gap between what it 11 12 costs to run a program and what the city actually 13 pays, which comes back to a lot of why these 14 contracting issues are so important. The non-profit 15 human service sector suffers from cash flow problems, 16 and chronic underfunding largely due to the fact that government contracts rarely cover the true operating 17 18 cost, and payment is often late and unpredictable. Contracts and grants must fully cover indirect costs 19 20 such as information technologies to allow them to use HHS Accelerator and such, Compliance building 21 contracts, and include costs escalation causes that 2.2 23 can accommodate increases in the cost of doing and/or allow for the surrender of contracts when they become 24 unsustainable due to unforeseen circumstances. 25

2 city must work closely with this sector to determine what it actually costs to run a successful program. 3 The new Health and Human Services cost policies and 4 Procedures Manual, which was developed as part of the 5 Non-Profit Resiliency Committee lays our standardized 6 7 indirect costs for a sector. However, without increased funding to address the gap, this manual 8 displays in our contracts, the fiscal crisis we are 9 facing remains unaddressed. Based the numbers 10 provided by OMB, \$250 million would cover the cost to 11 12 fully implement this manual. We are greatly appreciative of the \$106 million in Council's 13 14 Preliminary Budget Response as the first step towards 15 this goal. It's important to emphasize that delayed 16 and underfunded contracts have a detrimental effect 17 on both the organizations themselves and a 18 community's basis. I know that this is a point that is well known to you all. As time and energy spent 19 20 worrying about how to make payroll, our finite resources that could be better spent both during our 21 2.2 community. With 89% of Human Services contracts 23 arriving at the Comptroller's office after the start date, providers are forced to consider the situation 24 of starting work without a registered contract, or 25

2 not providing services to the communities in which their mission compels them to serve. I also want to-3 I know we're talking about a lot of wonky issues 4 5 today so I wanted to like take a step back a little bit and talk about what are the services that are 6 7 being put at risk by all of this. Within the Department for the Aging the majority of these 8 contracts are going to nutrition services for older 9 adults provided through the senior center or home 10 delivered meals system. These services, the 11 12 majority-for the majority attendees the meals that 13 they receive at a senior center makes up one-half or more of the daily food intake or nutrients for the 14 15 day. Hunger affects 1 in 6 seniors nationwide, the 16 risk of hunger is not equal among all populations. 17 As seniors with disabilities, African-Americans and 18 other minorities are more at risk. When we speak of late and underfunded contracts, this means vital 19 20 nutrition services is what the city is truly putting at risk, and it is a risk that the non-profit 21 2.2 community can no longer bear the burden of 23 shouldering. Live On New York looks forward to 24 supporting these bills that were aforementioned and 25 the \$106 million investment that was proposed this

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year and supporting your work to make New York a better place to age. Thank you.

CHAIRPERSON EMERITUS BRANNAN: Thank you. John.

JOHN MCINTOSH: Great. Chairman Kallos and Chairman Emeritus Brannan and Rosenthal. Thanks for having me again this year. I'm John McIntosh, Managing Partner of SeaChange Capital Partners. SeaChange is a non-profit, which makes loans to other not-for-profits, helps them understand and manage their risk, and we also a red phone, which rings when non-profits are in distress. So, we have seen first hand the real burden that-that even the best run organizations have in managing their cash given the city is generally late, and always unpredictable procurement and payment process. So, as a result, we support the bills that are proposed around agency oversight process for large contracts, around bridge loans and around interest. I should say in passing, we also support the Comptroller's recommendations around agencies have a fixed deadline to complete certain tasks and for some sort of publicly available tracking system. Last year, we did a spellbinding report called New York City Contract Delays. The

2 facts, and just for you released hot off the press not even in the public domain until tomorrow. 3 4 have New York City Contract Delays Volume 2, and I 5 think the analysis serves to emphasize the importance 6 of what you're trying to do here. So, last year 7 based on data for contracts registered in Fiscal 2017, if you compare that to the new analysis based 8 on contracts registered in Fiscal 18, the situation 9 is a little bit worse. Just a little. So, in-in 10 Fiscal 18, the 2,534 contracts registered by the city 11 12 Social Service agencies or issued by city Social Services agencies, and registered in Fiscal 18 were 13 14 an average 221 days late. Only 11% were registered 15 on time. Organizations had to wait about a year to 16 be pretty sure their contract had been registered. 17 I'm going to say that's 80% sure and they had to wait 18 almost two years, 623 days to be really sure and that's up, and-and our best guess, our best guess is 19 20 that the total burden imposed on non-profits because of those registration delays was about \$740 million. 21 2.2 Okay, so things haven't gotten better. I'd like to 23 spend a moment on three things that—that I'd like to suggest you should keep in mind if you really want to 24 25 change the way procurement works. Discretionary

2 contracts, renewals and battleship organizations. So, if you look at the data, about 40% of the 3 4 contracts are discretionary items even though they're 5 only three percent of the spending, and there is such 6 a gap between how many contracts there are and how 7 much spending they are because they're so damn small. The—the median contract is less than \$80,000. 8 though they're only 3% of the spending, they're close 9 to 20% of the financial burden because they're so 10 late. Only 10% were registered within six months. 11 12 Non-profits had to typically, so median wait time was 13 300 days and it was almost two years to be really sure those contracts had been registered. I used to 14 15 think that these contracts were ridiculous. 16 were a nuisance that in a better world would just be 17 abolished. Having looked more closely at the data, I don't think that any more, but the truth is that 18 they're the only way that the city touches quite a 19 20 lot of non-profits. If you look at the data, the discretionary items went to about 500 organizations, 21 2.2 but 70% of those didn't get any other support from 23 the city. They're what I'll call discretionary only organizations. Most of those organizations are 24 pretty small. Our best guess is that half of those 25

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organization a million dollars or less, whereas, for non-discretionary items, only 10% of your vendors are a million dollars or less. So these-these are important grants to small organizations that generally otherwise not supported, which, of course makes it particularly galling that they have to wait so long. On the other hand, I think SeaChange is pretty sympathetic to agencies because these awards are only decided at the very, very end just before the fiscal year starts, and they're so small and, of course, people wait to do the contract by contract negotiation around the scope of work because they've got bigger fish to fry. And so, we respectfully suggest that you consider doing three things: Make the smaller discretionary items, make them-make sure that they're granted against some pre-defined scopes of works so the agencies don't have to negotiate contract by contract. I think you could come up with a couple of templates and just-just make sure that every discretionary grant is already in effect assigned a template so the agencies don't need to do the work. Number 2: Just recognize that you're never, ever going to get these registered on time, and perhaps make loans against them or number 3,

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outsource the whole discretionary procurement process
to a separate agency of government or maybe even to a
third party. Because these are really small—they're
really hard and—and that's what I think we should we
do. Chairman, do you have a questions? Is there
something I can help you with? You look confused.

CHAIRPERSON EMERITUS BRANNAN: Just wishing there was more to the report.

My reports can be confusing. I apologizer.

JOHN MCINTOSH: More? Why we can do more. Okay, number 2--

CHAIRPERSON KALLOS: [interposing]

Actually he's—he—he knows me too well even—even
though he's been in the Council for a year and a
half, we worked together before building pre—K seats
in my district. We're up to 14. Sorry, we're up to
1,100, but so, yeah, I was just—I was trying to find—
you—you didn't have data sources cited in there

JOHN MCINTOSH: This—this is all—this is also the—this is—I would say it's not functionally in the public domain, but all the data that—that we receive from the Comptroller's Office is—is the same data that's in Checkbook, NYC. So this is—the contract level data is in the public domain through

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2	Checkbook NYC, but we've just been able to analyze it
3	in a away that is difficult because you'd have to
4	spend a long time going through Checkbook NYC, but
5	this is all from the Comptroller.

CHAIRPERSON KALLOS: So, I'm a data person. I-I believe in trust to verify not to-not to--

JOHN MCINTOSH: [interposing] Absolutely.

CHAIRPERSON KALLOS: --and so to the extent you are comfortable sharing some of your analyses, I'd be interested in seeing the original source material along with the annotations so that I can see-see for myself and see what other can be extrapolated.

JOHN MCINTOSH: Not only would I be comfortable, but we all make mistakes, and there's a thing with the back that says, you know, we did our best. So, I would—I would welcome a second set of eyes.

CHAIRPERSON KALLOS: But we—we will definitely be—I will be sending over datasets for you to crunch—

JOHN MCINTOSH: Okay.

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2 CHAIRPERSON KALLOS: --to double check on my corrections.

JOHN MCINTOSH: Two other quick things: Renewals. So renewals are great in one way I mean 36% if renewals are registered before the start date, and on average organizations only need to wait two months to get their contracts registered, but there's still a lot of pain because there's a long tail of renewals that takes some time to register, and-and I just want to say that even the toughest minded notfor-profit cannot delay and should not delay or stop services under renewal until the contract is registered because unlike a new contract you'd have to be turning services off for vulnerable New Yorkers, which I don't think any of us want them to do, and so our-our thought there would be that-thatthat if a contract is a renewal, even if it hasn't been registered, if the not-for-profit is providing service at the start date, they should be able to get an advance. The final thing, and it makes people uncomfortable, but I think it's a fact. We think procurement should recognize the importance of what I'll call the battleship non-profit vendors.

Something like 85% of the city's social service

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vending goes to 100 vendors. Vendors with do have multiple contracts with the city, and generally speaking, do business with the city year in, year out. In fact, just as a math exercise, the average grant to each of those 100 vendors \$48 million is equal to the smallest 600 discretionary grants combined. And so, our thought there is that more of the city's procurement resources go towards making sure that those battleship vendors have the organizational characteristics that we want, that they're well governed, that they're free from conflict of interest, that they have appropriate financial and accounting and-and programmatic policies in place, but if you're able to deem that that's so, that you then spend less time on contract level minutia, and maybe even for those battleships consider more flexible master contracts because it seems odd that for groups that are well known to the city that get very small contracts, there's no difference in process than for the smaller groups that you see once in a while through a one-off discretionary grant. Finally, I'd just like to say that at this moment time, we see that the city needs healthy non-profit partners more than ever, and I

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recognize that it's very, very thorny politically toto pay them more. There's only so much money to
around, but for many organizations getting paid
promptly and predictably is just as important as how
much you get paid, and I'm really, really excited
that this finally seems to be a moment where because
of the bills you've proposed, real procurement reform
is possible. Thank you very much.

CHAIRPERSON EMERITUS BRANNAN: Council Member Rosenthal.

much—I—and to both of you for one for bringing to light the consequences of these late payments. I really appreciate Live On, and its ability to do that, and secondly for these suggestions. I mean the one thing that I would ask you to—I really appreciate all of these suggestions. One thing to keep in mind is that the city is guided by state law, which does not allow the city to advance money to a non-profit. So, even in the case of we're in a new role (sic) or the battleship organization, state law prohibits the city from making advancement unless there's a registered contract. So, the notion of a master contract that is registered might be a workaround,

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but, you know, our hands are tied by the state to

some of these ideas. So, I'm trying to-yes if you

could keep up the idea.

JOHN MCINTOSH: [interposing] But the point making I think if you look at the New York City Acquisition Fund, if you look at even at the Recoverable Grant Fund, I-I do think-I understand complexly what you're saying, but the possibility ofof-the city working in some way with private finance, maybe philanthropic foundations to find in the best sense of the word a work-around. I'd opt-I'd be optimistic that that could happen, and there was-I can't remember, four or five years ago the idea of the Resilience Fund, which never really got off the ground that—that the fund for the city of New York and NFF, and a number of the foundations in town were interested in participating in. So, I-I think there may be a way to use a relatively small amount of-ofof city capital in some way to attract third-party capital to make the advances that as you rightlyright said the City can't make or its because of state law.

COUNCIL MEMBER ROSENTHAL: So, I will just articulate it back to make sure I understand

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what you're saying. You're suggesting that an organization like Robin Hood, right or—or some foundation might be willing to pony up money to advance to a vendors to a JASA or a UJA provider, a charities provider for a service, and that fund would be replenished when the non-profit got the money from the city.

JOHN MCINTOSH: Right. If you-I mean if you look at the New York City Acquisition Fund andand I have these numbers roughly right, so don't hold me exactly to them. Something like \$11 million of first loss capital form the city supports a revolving loan fund of-of about \$150 million from third-party providers to-it's a really important part of the financing infrastructure for affordable housing in the city. And so, I think if you-if you-if you think that economically these contracts will ultimately be registered, and that the real risk is actually quite low, it's mostly around timing, I believe that if the city were able to find some amount of-of what I'll call first loss capital, you-you might be able to get the Robin Hoods and others to come up and match that many multiples to-to help make advances that-that the

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city cannot make from under-under-under state
regulations.

COUNCIL MEMBER ROSENTHAL: Okay, thanks. Thank you very much. [pause]

CHAIRPERSON KALLOS: So, I look forward to—so I'll just send all the data. Take a look and I really appreciate it. I've—I have it down. I do exports from Checkbook NYC occasionally, and I'm also hoping to get the budget side of things and units or appropriation to get to places so that I work with a small company that does financial. It's called Intuit—

JOHN MCINTOSH: Yes.

CHAIRPERSON KALLOS: --and they're a foundation, a small foundation, a small company, and so I'm looking forward to building a tool that can tie spending to budgeting suspending. It's been a head project for quite a while. I have a question for—I think we already went back and forth. I have a question for Live On New York. In terms of the issues with hunger, one of the reasons I've been so focused on it is actually a report you put out about—I'd say five years ago at this point or longer—that said that of all the SNAP recipients in the city, and

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all the SNAP eligible seniors, my district had the most, 91% of the seniors who qualify for SNAP according to our research don't get it in my district. It's the greatest number in the city. Do you have any updates on those numbers and—and how are

these-how are these delays affecting SNAP uptick?

MICHELLE JACKSON: So, I don't have an update on the numbers, but I do have a solution that we would love for you to join us in advocating on the state level. There's something called the Simplified Elder SNAP Act, which would make the procedure for seniors to enroll in SNAP significantly easier given that seniors' income doesn't vary significantly once you are on a fixed income it doesn't go into the area as much. Various states have piloted it. It was in the Governor's Budget this year, but it did not make it into the final budget, and we would love for your support in advocating for that. I do think that in terms of hunger and SNAP recipients whether or not they're using senior centers, and how they're meeting their nutritional needs. We're seeing a significant uptick in food bank usage among seniors, and senior center usage among seniors, of seniors requesting a six-a weekend meal, a meal that they could take home

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potentially. So the hunger, the needs of hunger among the older adult population are consistent year-to-year if not growing, and it's something that these contracts certainly exacerbate the difficulty for providers to provide a quality meal. When you're being underfunded, the first thing that you're going to have to do is cut the quality of the ingredients, and it's certainly affecting how providers can offer a meal that's culturally competent that is meeting the needs of the communities they serve.

with Albany since I got elected on something called
Integrated Eligibility, which would be the
replacement for all of our management system, which
would actually allow us to build automatic benefits,
which would actually hopefully get us even past even
having to do an elder SNAP application, but literally
just like we have information. Here is your SNAP
card. Conservatively meaning states or you do this?
They already mail people their SNAP cards prefilled.
I—I mentioned with the other panel we now have a
benefits API where any client relationship management
tool that you manage—use to do case management will
be able to pass information about your clients to the

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city. Given the initial eligibility determination,would that be help to you in the work that you do.

KAITLYN HOSEY: So, Live On New York has a Benefits Outreach Team, and I'm excited to go back and tell the Director of Benefits Outreach about this, and I know she'll be thrilled to hear that are people thinking of ways to make her life easier because it's the small changes that can a big difference in your ability to serve clients.

CHAIRPERSON KALLOS: Yeah, my goal is to get the amounts of time doing paperwork for both benefits processing and also just getting paid to do the work you're doing down as far as possible to—to zero percent if possible or one percent so you can spend your time whether it's social workers or others just focused on helping people with their problems.

KAITLYN HOSEY: Absolutely.

CHAIRPERSON KALLOS: I want to excuse this panel. I want to thank Chair Brannan for his amazing work on this committee. I will just take an exception to note there's been a lot of turnover and a lot of committees in the time that I've been in the Council, but rarely have advocates come out in such strong support, and it-it-I am glad we will be-you

won't be going far, and that you're a friend and we
will continue to work together and what I'll say is
just that there's a lot that this committee can do,
and we will definitely hold folks accountable,, and I
think the goal is to have as wide attempt as possible
to help as many as possible, and also to just broaden
the scope so that we-we have-contracts are
everybody's issue no matter what you care about.
With that said, this is—and think you to the staff
for this amazing prep work. This meeting is hereby
adjourned. [gavel]

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World Wide Dictation certifies that the foregoing transcript is a true and accurate record of the proceedings. We further certify that there is no relation to any of the parties to this action by blood or marriage, and that there is interest in the outcome of this matter.



Date May 17, 2019