

NEW YORK CITY BOARD OF CORRECTION

Statement before the New York City Council

Committee on Finance Hon. Julissa Ferreras-Copeland, Chair

Committee on Fire and Criminal Justice Services Hon. Elizabeth Crowley, Chair

May 9, 2016 By Martha W. King, Executive Director New York City Board of Correction

Good afternoon Chair Ferreras-Copeland, Chair Crowley and Members of the Committee on Finance and the Committee on Fire and Criminal Justice Services. My name is Martha King. I am very pleased to be speaking with you today for my first time as the Executive Director of the Board of Correction. Today, I am joined by one of our Board members who was appointed by the City Council, Stanley Richards.

This afternoon I'd like to explain the Board's Charter mandates, history, and then our exciting expansion and new resources. These new resources will strengthen the Board's effectiveness and re-position the Board as a national model for jail oversight and one of the City's important levers in creating smaller, safer, fairer, and more humane jails.

The New York City Board of Correction (BOC) is a nine person, non-judicial oversight board, which regulates, monitors, and inspects the correctional facilities of the City. The Mayor, City Council and presiding justices of the Appellate Division of the Supreme Court for the First and Second Judicial Departments (in joint nomination with the Mayor) appoint its members. Our chair, currently Stanley Brezenoff, is selected by the Mayor. Our dedicated Board members are appointed to terms of six years with staggered expiration dates and are not compensated.

The Board is one of, if not the, earliest civilian oversight board of adult jails. The Board's original appointees began in 1957. In 1977, the Board's role was expanded, and it became more independent gaining its own staff and budget. Chapter 25, Section 626 of the City Charter details broad powers for the Board. We have unfettered access to the Department of Correction's records, as well as the power to inspect and visit any part of the facilities under the Department's jurisdiction. The Board also has the authority to issue subpoenas, conduct hearings, require the attendance of witnesses, and compel production of documents. The City

Charter outlines the Board's central functions:

- To establish and ensure compliance with minimum standards "for the care, custody, correction, treatment, supervision, and discipline of all persons held or confined under the jurisdiction of the Department of Correction;"
- To investigate any matter within the jurisdiction of the Department;
- To establish procedures for hearing inmate and staff grievances or complaints;
- To evaluate the performance of the Department of Correction; and
- To make recommendations on areas of key correctional planning.

The Board established its Minimum Standards on conditions of confinement in 1978, on mental health care in 1985, and on health care in 1991.

FY 16 and FY 17 Budgets

When I arrived at the Board at the end of June 2015, there were 16 staff and it had been operating for six months without any management team. The Board currently has 18 people on staff spread across its lower Manhattan and Rikers Island offices. Our FY16 budget authorizes a headcount of 30 and the FY17 budget authorizes a headcount of 38 and an overall budget of approximately \$3 million.

With new resources in FY16: we revised the organizational chart and hired four people: a Special Assistant, General Counsel, Director of Research, and Urban Fellow. We currently have open postings for five different roles corresponding to a total of ten positions: a Deputy Executive Director for Monitoring and another for Research; a Program Associate for our monitoring team; an Information Technology Associate; and Monitors or Standards Specialists.

With new staff leadership, funding, and Board members, along with increased public attention and significant jail reform efforts underway, we are in a period of welcome growth and change toward creating a stronger, more effective Board of Correction. The additional funds have allowed us to re-organize and create three divisions to ensure that we effectively meet our mandates. These three divisions are: Office of General Counsel; Monitoring; and Research.

The additional funding and support of the Council and Mayor's Office will allow the Board to excel in three major ways:

- 1. Updated, tailored and expanded regulations: FY 17 funding includes two new staff for our General Counsel. This expanded team will carry out the Board's active regulatory agenda. We recently released a FY17 regulatory agenda in the City Record. We will release regulations intended to prevent sexual violence shortly. Then we will address and regulate restrictive housing in the jails. We will also comprehensively revise our mental health standards. These are each major important oversight efforts that will ensure the Board's regulations are forward thinking and tailored to today's reforms in the jails.
- 2. More research, data analysis and public reporting: New funding includes four additional staff to support our analytical capacity. We have created a new and stronger research department led by a Deputy Executive Director to carry out our commitment to evaluating and analyzing operations and outcomes in the jails, increasing transparency, and sharing data. We believe this

is crucial to successfully maintaining compliance with Board Standards and other regulations. For instance, over the past year we have issued quarterly reports on punitive segregation reforms. This month we issued our first monthly report on visit restrictions and the results of our own visit appeal responses.

Our new staff and approach will also involve relying on H+H and DOC to work with us to release regular monitoring and progress data reports, which will show compliance success or challenges. For example, this summer the Board will release its first Key Performance Indicator (KPI) Dashboard. The Dashboard will monitor compliance with 12 Minimum Standards in the adolescent and young adult jails including areas such as behavioral health and health services, law library, recreation, education and programs. We hope this will be an unparalleled tool for transparency and for the Board, H+H, DOC and other partners to use in management and quality improvement. Another example of this work is a new monthly report on health and mental health care access delivered by H+H.

3. Strengthened and structured monitoring: New funding will grow our staff in the jails by at least seven. It also allowed us to create a new structure with a Deputy Executive Director dedicated to this work and bringing our management and Board closer to our daily oversight activities. Our monitoring staff working in the jails has a combined 146 years of expertise and experience. They conduct daily site visits at all jails on Rikers and the major borough facilities. These staff resolve and refer inmate and staff complaints, monitor compliance with the Minimum Standards and other regulations, investigate and intervene on deviations from regulations and policy, and help to smooth the delivery of basic services and calm tensions in the facilities. These new staff will allow us to conduct random monitoring on off hours and weekends. It will also support more consistent visits to the courts pens and hospital wards as well more coverage of the largest jails. With this increased number of staff we will also create a comprehensive new training program unique to the Board and conduct topic driven surveys and audits.

Independent civilian oversight of our jails is critical, even in this moment of reform. There are few governmental institutions that are as closed and opaque as jail and prison. As the Board's 60th anniversary approaches in 2017, this Administration and City Council have shown increased commitment to a strong, active, and effective Board of Correction. With these new resources and our broad access, oversight and regulatory powers, the Board is poised to play an important role in reform, and we look forward to collaborating with the City Council and its many members who are engaged on these issues.

Statement before the New York City Council

Committee on Fire and Criminal Justice Services

Elizabeth Crowley, Chairperson and

Committee on Finance

Julissa Ferreras-Copeland, Chairperson

By Joseph Ponte, Commissioner NYC Department of Correction

May 9, 2016

Good morning, Chair Crowley, Chair Ferreras-Copeland, members of the Fire and Criminal Justice Services committee, and members of the Finance committee. I am Joseph Ponte, Commissioner of the New York City Department of Correction.

For two years, I have been speaking to you about the transformation that the Department is undergoing and promising that the slow process of change would result in improvements. I am here to tell you today that our reforms are working. We have already made a difference, though we are not done. Serious violence is down. From calendar year 2014 to calendar year 2015, Uses of Force (UOF) "A" decreased by 24%. Assaults on staff with any level of injury went down 4% and, most importantly, assaults on staff causing serious injury decreased by 11%. The reductions continue. When compared to January-April of 2015, in 2016 there have been:

- 50% fewer UOF "A"
- 17% fewer UOF "B"
- 41% fewer assaults on staff causing serious injury
- 25% fewer assaults on staff causing any injury
- 17% assaults on staff overall

These successes have been achieved even while we have reduced the use of punitive segregation.

I have now been at NYC DOC for two years and in that time, we have made many impactful, department-wide changes. As you are aware, our 14-point Anti-Violence Reform Agenda aims to reduce violence, upgrade infrastructure, and change our culture. Some of these reforms, such as expanding camera coverage and improving front gate searches, is being rolled out across all facilities. Other reforms are being implemented facility-by-facility, creating "model facilities" within the department. The most significant decrease in violence has occurred in these model facility units.

We have spoken about these changes in the past, but I will quickly update you on a few of the most noteworthy.

Department-Wide Reforms

Punitive Segregation

We have fundamentally transformed the use of punitive segregation within the Department. When I came to New York City two years ago, there were close to 600 people in punitive segregation. Now, there are only about 180 inmates in punitive segregation, including those who are in modified punitive segregation units where they may come out of their cells for several hours each day. That is already a decrease of 70%. The total will come down even more when young adults are removed from punitive segregation. Adolescents have already been removed.

Using punitive segregation less means using it as a more meaningful tool. Inmates no longer serve any time that was accrued during a previous incarceration. There is now a tiered system, so that only serious, violent infractions earn full punitive segregation time, and those who commit less serious or non-violent infractions receive seven hours of out-of-cell time each day. The most minor infractions no longer earn punitive segregation time. With few exceptions, we have capped the maximum sentence to thirty days and have set length of stay limits.

Targeting Special Populations

Historically, the Department managed all inmates uniformly, regardless of the inmates' needs. We have moved away from that cookie-cutter model and are instead separating certain populations, namely the seriously mentally ill, adolescents, and young adults, to manage them better.

We have created clinically-focused units to serve the seriously mentally population. We are expanding on this successful model and will be building even more clinically-focused units over the next few years. These units have high levels of correction and health staff. They are designed around a strong collaborative effort between the two staffs, an excellent example of the good working relationship between DOC and NYC Health + Hospitals.

In adolescent areas, we have lowered censuses and increased staffing ratios. Punitive segregation has been eliminated and replaced with therapeutic alternatives to manage behavior. All adolescents receive expanded programming, including daily access to indoor recreation spaces.

DOC has also created a new housing cohort of young adult inmates, ages 18-21, who are also being managed in an age-appropriate way that suits their developmental stages. The staffing ratios that the Nunez/DOJ consent judgment requires for 18-year-olds is being applied to the entire age group. Dynamic

programming has been developed for this group, including career and technical education. The adults' disciplinary system, which relies on punitive segregation, is being replaced with a holistic approach to behavior management.

Critically, starting this summer, discharge planning services will be offered for adolescents and young adults through the Friends of Island Academy. This is the first time that meaningful discharge planning services are available for adolescents.

Camera Coverage

Another big focus of the anti-violence reform agenda has been expanding camera coverage to 100% of inmate areas. This has been achieved in our adolescent facility, our young adult facility, and in the first model facility. We will have department-wide coverage by the end of this calendar year.

Model Facility Reforms

As I mentioned earlier, we are rolling out all of the reforms together facility-by-facility, creating "model facilities" within the Department. GRVC became the first model facility in September. In late April, AMKC became the second model facility; they are beginning their transformation now.

As jails become model facilities, infrastructure upgrades are made in housing areas, inmates are rehoused using the Housing Unit Builder (HUB), available programming is increased so that five hours are offered daily, and incident response procedures are revamped. Critically, staff are steadied and increased where necessary. The effect of the reforms in these areas has already been notable, in both violence reduction and staff satisfaction.

Staff are the most important component of these model facilities, and fundamental to our success. In the model facilities, officers are empowered to control their houses by using basic correctional practices and engaging with inmates on a daily basis. Ultimately, the combination of policy, resources, and support will change the culture throughout our Department.

Expanded Training & Recruiting

Before I turn the floor over to my Deputy Commissioner to speak about the FY17 Preliminary Budget, I want to touch upon hiring and training. All of the reforms I have just discussed depend on having the highest caliber of qualified, trained, dedicated staff in place.

We are happy to report that new posts have been funded in upcoming years. New posts are critical for our reforms. Expanded programming, such as the five hours of daily programming we are offering to all adult inmates, requires additional programming staff. Many of our new units, including CAPS and

PACE, adolescent areas, and young adult areas, require higher staff to inmate ratios than the Department has traditionally used. We are hiring to fill these positions as quickly as we can, without compromising our new vetting standards and while ensuring that each new recruit receives the thorough training he/she needs to succeed at DOC. Our last few academy classes, including the other graduates this month, have had more than 600 recruits. We expect to have more than 700 starting in June.

Even as we train more recruits, we are providing more training to our current staff, to give them the best tools possible to do their jobs. Over the next few years, staff will receive the following in-service training:

- Use of Force,
- Crisis Intervention and Conflict Resolution,
- Defensive Tactics,
- Direct Supervision and Safe Crisis Management for those working with adolescents and young adults,
- Probe Team Tactics for those working in intake area,
- Cell Extraction,
- Crisis Intervention Training,
- PREA, and,
- Additional specific trainings for those working with special populations, such as mental observation areas and high custody adolescent and young adult areas

As we discussed in March, training new recruits and in-service training does present significant operational challenges, because our academy was not designed to serve such large numbers. We continue to work with City Hall and our agency partners to identify suitable spaces to accommodate our training needs.

I thank the Council for your support as we continue to transform our Department.

Now, I introduce Frank Doka, our Deputy Commissioner of Financial, Facility, and Fleet Administration, who will discuss the FY17 Preliminary Budget.

FINANCIAL AND FACILITY SECTION

Good Morning, thank you for the opportunity to report on the Department's FY17 Executive Budget for both Expense and Capital.

FY17 Executive Budget and Its Impact on DOC (April Plan)

The Department's Fiscal Year 2017 Expense Budget is \$1.37 billion. The vast majority of this, 88%, is allocated for Personal Services, and 12% for Other than Personal Services. The Fiscal Year 2017 budget is \$24.7 million more than this year's budget of \$1.34 billion. This increase is mainly due to initiatives that were funded beginning in FY17 and incremental increases to collective bargaining funding.

Included in the Executive Budget is, an additional \$28.7 million in Fiscal Year 2016, \$61.1 million in Fiscal Year 2017, \$85.1 million in Fiscal Year 2018, \$108 million in Fiscal Year 2019 and \$109.4 million beginning in FY20.

The following are some highlights of the major programs that were funded:

- Correctional Health Initiatives Funding has been provided to both DOC and Health + Hospitals
 to rollout 2 additional Program for Accelerated Clinical Effectiveness (PACE) units per fiscal
 year for the next five years. This funding also includes the use of TeleHealth system, which will
 enable inmates to teleconference directly with healthcare providers and create additional miniclinics within our facilities. Staffing and funding was provided as follows:
 - o FY17 -- 70 positions (69 uniformed and 1 civilian) at \$6.6 million,
 - o FY18 -- 108 positions (107 uniformed and 1 civilian) at \$9 million,
 - o FY19 -- 147 positions (146 uniformed and 1 civilian) at \$12.6 million, and
 - o FY20 and out years -- 163 positions (162 uniformed and 1 civilian) \$13.9 million.
- 14-Point Plan Anti-Violence Reform Agenda \$1.6 million in FY16, \$6.7 million in FY17 and \$4.2 million beginning in FY18 was provided for an additional 42 uniformed and 15 civilian positions to further support three of our critical initiatives: Keeping Weapons and Drugs out of Rikers, Targeted Training and Create a Well-Defined Supply Distribution Process. Limiting the entrance of contraband into Rikers Island has been paramount to ensure safety for both our staff and the inmates in our care. Additional positions will be allocated to DOC's Central Visits facility to allow the command to establish steady staffing to support greater search capabilities via both line scans and magnetometers. The Learning Management System, estimated at \$2.5 million, will be procured to replace the existing legacy system currently used by the DOC Training Academy. This new system will be able to manage course administration including: course scheduling, participant enrollment, monitor attendance, tracking qualifications and re-

certifications. Proper supply distribution within the Department's facilities to their respective housing areas has been identified as a key measure towards violence reduction. Each Department facility has been establishing and/or bringing order to their current facility-based storehouses to work in conjunction with the Department's Central Warehouses. The additional staffing resources provided will enable facility-based storehouses to electronically document inventory received from the Central Warehouses of needed supplies on hand and fulfill requests to housing areas on a daily basis.

- Correction Intelligence Bureau (CIB) 17 positions (5 uniformed and 12 civilian) funded at \$0.2 million in FY16 and \$1.4 million beginning in FY17. This enhancement of staffing for CIB will support the expansion of both the Central Arrests and Intelligence Research units as well as the establishment of the Department's first Evidence Collection unit. The expansion of CIB will support the Department's commitment to working alongside the new Bronx District Attorney to bring swift justice to cases involving violence conducted within our jail facilities.
- Institutional Inmate Uniforms funding in the amount of \$500,000 in FY17, \$200,000 in FY18, and \$700,000 beginning in FY19 was allocated to support the replacement of inmate uniforms.
- Correction Officer Cadet and Captain Training Program \$1.3 million in FY17, \$3.9 million in FY18 and \$5.6 million beginning in FY19 was provided to establish this program through John Jay College.
- COBA Collective Bargaining \$34.6 million in FY16, \$49.7 million in FY17, \$71.6 million in FY18 and \$88.9 million beginning in FY19 was provided to support the ratified labor contract with the Correction Officers Benevolent Association.

Capital Funding

With regard to capital funding, the Fiscal Year 2017 Executive Capital Budget and Commitment Plan totals \$2.2 billion, which covers Fiscal Years 2016 through 2020. In this Plan, the Department was granted an additional \$435 million in City funds for various facility renovation and improvement projects as follows:

• \$170 million to build a new facility for adolescent inmates currently housed at Rikers Island.

This allocation of funding by the Administration demonstrates the commitment to make the best efforts to move the adolescent population as stipulated by the DOJ/Nunez consent judgment.

- \$168 million was provided to replace deteriorating temporary wood modular structures located at GRVC and RNDC that have long exceeded their life expectancies. These new housing units will also provide "swing-space" for various major facility renovation work.
- \$70 million was provided to build new 400 seat schools at GMDC for young adult inmates and GRVC for male adult inmates.
- A total of \$21 million was allocated to allow for the renovation of classroom and program space for the adult inmate population at AMKC, EMTC, and RMSC.

Headcount

The following is a summary of the changes to Department's civilian and uniformed authorized staffing levels included in the January Plan:

- The full-time civilian authorized headcount increased by 27 positions in FY16 and 28 beginning in FY17. The number of authorized full-time civilian positions is 2,172 in FY16 and FY17 and decreasing to 2,157 beginning in FY18. The decrease of 15 positions beginning in FY18 reflects the reduced level of staffing required to implement the Department's Centralized Fitness Center on Rikers Island which was funded in the FY16 Executive Budget.
- The uniformed authorized headcount is increased by 47 positions to 10,242 for FY16, 116 positions to 10,336 for FY17, 154 positions to 10,374 for FY18, 193 positions to 10,413 for FY19 and 209 positions to 10,429 for FY20. The average uniformed headcount is estimated to be 9,228 in FY16, which represents an increase of 432 compared to an average of 8,796 in FY 2015.
- The FY16 3rd Quarter Civilianization Report provided to the City Council identified 98 uniformed staff working in civilian functions. The Department is committed to bringing that number down by backfilling previously funded vacated civilianized positions. Additionally, the Department will continue working to identify additional positions that could be civilianized and address funding requirements with OMB at the appropriate time.

Thank you again for the opportunity to testify today and for your continued support. The Commissioner and I are happy to answer any questions that you may have.



Testimony of Daniel Nigro, Commissioner, FDNY Executive Budget Hearing - Fire and Criminal Justice Services

Good morning Chairwoman Ferreras-Copeland, Chairwoman Crowley, and all of the Council Members present. Thank you for the opportunity to speak with you today about the Executive Budget for FDNY for Fiscal Year 2017. I am joined this morning by Chief of Department James Leonard, Chief of Staff Robert Sweeney, Deputy Commissioner for Government Affairs and Special Programs Laura Kavanagh, and Assistant Commissioner for Budget and Finance Stephen Rush.

As I noted when I was here several weeks ago to discuss the preliminary budget, 2015 marked a year of many accomplishments for the Fire Department. While celebrating our 150th anniversary, we experienced one of the safest years in the Department's history. For the last decade, we have seen fewer than 100 fatalities a year. This trend continued in 2015 when we experienced 59 deaths due to fire, the second lowest ever recorded, and a 17% decrease from the previous year. We were able to achieve this historic accomplishment in the midst of the busiest year in the Department's history due to the dedication of our hard working members focused on achieving the Department's ultimate goal – saving lives.

We are appreciative of the support that we receive in upholding that mission. Mayor de Blasio's Executive Budget for this fiscal year includes unprecedented levels of funding for the Department, particularly with respect to the area of Emergency Medical Services. We are grateful for the financial support that we have received, and continue to receive, from the Mayor and his administration as it provides us with resources necessary to address the increasing number of emergencies facing the FDNY at levels far exceeding what we have experienced in the past.

The Executive Budget provides over three million dollars in Fiscal Year 17 and beyond to fund our Fire Marshals in the Bureau of Investigations. This fulfills a longstanding request to restore funding that was lost during a prior reduction in staffing under the Bloomberg administration. With these funds, the Department will be able to add 36 Fire Marshals, significantly improving daily staff coverage in the field so that our elite Bureau of Fire Investigations will be able to complete a greater number of investigations and decrease overtime.

2015 was the busiest year in the history of the Department. The Fire Department responded to a record number of emergencies: more than 1.7 million incidents in all. In the area of Emergency Medical Services, we experienced substantial increases in call volume throughout the city. In particular, the Department experienced a significant increase in the number of segment 1-3 calls — our highest priority calls. I am happy to report that the Executive Budget for Fiscal Year 17 addresses this rapidly-expanding workload and provides additional resources to assist in meeting these growing challenges.

When I testified at our Preliminary Budget Hearing, I discussed two EMS pilot programs that we are very excited about. Our Fly Car program – which will be rolled out in the Bronx later this spring – will involve redeploying paramedics from Advanced Life Support ambulances to non-transport EMS fly cars. It will increase ALS availability and is therefore expected to reduce response times to life threatening calls. Another pilot program in the Bronx is our Tactical Response program. We have added five additional Basic Life Support ambulances – for a total of ten tours – in the borough. These ten tours are organized

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and deployed as a tactical response group, shifting them to the areas of heaviest call volume in order to supplement the units already deployed in that area.

In addition to these pilot programs, the Executive Budget provides the resources necessary to deploy 50 new ambulance tours. Funding is provided in the Executive budget in the amount of 5 million dollars in Fiscal Year 17, almost 10 million dollars in each of Fiscal Years 18 and 19, and 10.4 million dollars in Fiscal Year 20. We expect to deploy the additional tours starting in January 2017.

It is important to us that we make all necessary preparations in order to deploy these new tours on time. New funding received in the Executive Budget in the amount of 607,000 dollars in Fiscal Year 16 and 2.2 million dollars in Fiscal Year 17 will go towards the administrative costs associated with adding tours. This money will pay for additional instructors, staff needed to complete background investigations and process these new hires, and to pay for uniform and equipment costs and medical equipment. Between now and the date of deployment, we will perform the necessary hiring to staff all 50 tours on straight time.

In addition to our usual cycle of replacing ambulances, we will purchase 35 additional ambulances, taking delivery of the first installment of these new vehicles this month. We will continue to receive them at a rate of four per week until delivery is completed. By Spring of 2017, we will have over 200 new ambulances in our fleet.

The Mayor's Executive Budget also provides funding for us to add a number of supervisory EMS positions. We will hire 4 new EMS captains and 24 EMS lieutenants to complement the additional ambulance tours.

The Executive Budget provides significant funding for EMS apart from the new ambulances. It includes approximately 1.4 million dollars in Fiscal Year 16, including tours taken on after the failure of private ambulance provider Transcare. The Department was operating approximately 50% of the lost Transcare tours, but that will phase down to zero by the start of the new fiscal year.

We are always looking for ways to innovate and improve our EMS procedures. When we have the ability to use technology to provide better service to the public, we seize the opportunity, and we are grateful that this budget affords us the opportunity to do so. Funding provided in the Executive Budget will go towards the purchase of 1000 new iPad tablets for responding EMTs and Paramedics to use for generating mobile ambulance call reports. We also sought and received funding in this Executive Budget of nearly 800,000 dollars for ambulance charging stations. We will use this pilot program to explore the use of shore power, which will allow ambulances to plug into outlets in order to maintain the necessary conditions inside the vehicle without leaving the engine running. In this way, we hope to do our part to reduce carbon emissions while maintaining the highest level of care. The Department will also use existing funding to build a new Data Warehouse and expand our existing database infrastructure, allowing us to improve the way we store, analyze, and report data.

The Executive Budget provides nearly a quarter of a million dollars in Fiscal Year 17 and beyond for diversity training for the Department. This is the second phase in our ongoing plan to train all uniformed and non-uniformed personnel in Diversity and Inclusion. All Fire Officers have received this training, as have nearly 50% of Firefighters. We are also instituting training for EMS personnel and civilians. This

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funding is for overtime required to train EMS personnel on off days so that we are able to train our workforce without having a negative impact on field coverage.

The Executive Budget also provides funding to establish Equal Employment Opportunity liaisons who can act as intermediaries to resolve lower level conflicts in the field. Funded at a rate of more than 200,000 dollars a year, this program will provide specialized training in Equal Employment Opportunity laws, regulations and policies to a number of uniformed and civilian FDNY employees - both managerial and non-managerial. They will be responsible for providing guidance, information and other resources on behalf of the EEO Office, further extending the Department's EEO efforts into the field on a regular basis.

It is a top priority of my administration to improve the diversity of the Department, and the recruitment campaign for the 2017 Open Competitive Firefighter Exam is a key opportunity to advance that goal. This campaign will be intensely focused on recruiting candidates who reflect the gender and ethnic composition of the city that we serve. The budget for those efforts will total approximately 13 million dollars.

These efforts also continue well beyond the exam. We offer a complement of programs to mitigate attrition throughout the hiring process, including our CPAT and Fitness Awareness physical training programs, which help candidates to prepare for the physical challenges involved with the CPAT and the Fire Academy. We also organize a Firefighter Candidate Mentorship Program that matches candidates with seasoned Firefighters who provide support and guidance from the point at which the candidate is called for processing through his or her graduation from the Fire Academy. We are proud of these efforts and we are optimistic they will continue to pay dividends.

In addition, the Department is looking to ensure that these recruitment efforts will continue to succeed in the long-term, by creating a pipeline for youth into the FDNY. A key part of those efforts is the creation of a cadet program, for which there is funding in this budget. We are also continuing to grow our Explorers program, and working with the Department of Education to improve the FDNY high school program.

The Executive Budget also provides significant capital funding for critical Department projects. Highlights of these include 1.3 million dollars in Fiscal Year 16 for EMS trailers to supplement current EMS facilities and 3.2 million dollars in Fiscal Year 17 to upgrade supervisory vehicles.

It is the mission of the men and women of the FDNY to provide exceptional service to our fellow New Yorkers in every area of the City, as well as to the millions who visit our city every year. We relish this challenge and we strive every day to improve the manner in which we serve the public. We thank the Committee and the entire City Council for its ongoing support for our mission. My colleagues and I would be happy to answer your questions at this time.



TESTIMONY

Presented by

Donna M. Corrado, PhD Commissioner

on

FY 2017 Executive Budget

before the

New York City Council Committee on Finance, Committee on Aging & Subcommittee on Senior Centers

on

Monday, May 9, 2016 12:30 P.M.

at

Council Chambers, City Hall New York, NY 10007 Good afternoon, Chairpersons Ferreras-Copeland, Chin, Vallone, and members of the Finance and Aging Committees. I am Donna Corrado, Commissioner of the New York City Department for the Aging (DFTA). I am joined today by Joy Wang, Associate Commissioner for Budget and Fiscal Operations, to discuss DFTA's Executive Budget for Fiscal Year 2017.

OVERVIEW

The FY '17 Executive Budget projects \$295 million in funding. The budget includes allocations of \$122 million to support senior centers, \$36 million for home delivered meals, \$29 million for case management services, \$18 million to support home care for homebound seniors who are not Medicaid eligible, \$6.5 million for NORC programs, and \$4 million for caregiver support services.

Furthermore, the FY '17 Executive Budget includes additional funding to increase salaries for case management staff and to address senior center rent needs. The Executive Budget reflects \$4.8 million in FY '17 and \$7.3 million starting in FY '18 to stabilize staffing for case management programs by significantly raising salaries of case managers and their supervisors. As high turnover rates among DFTA contracted case management staff have impeded service delivery, meeting this acute need was a top priority. Due to non-competitive wages, approximately one-third of case managers and supervisors leave within 12 months of employment, and about half of case managers and supervisors leave within 2 years of employment. This increased funding will result in more competitive salaries, as well as help reduce high turnover rates and improve service delivery by hiring and retaining professionally qualified staff to ensure greater continuity of care. In addition, DFTA received \$800,000 in baselined funding to cover senior center rent. This investment is critical for our contracted providers to continue to carry out core services.

DFTA INITIATIVES

Implementing ThriveNYC Geriatric Mental Health Initiatives

As you know, Mayor de Blasio and First Lady McCray released *ThriveNYC: A Mental Health Roadmap for All* last year. ThriveNYC includes two initiatives that focus on geriatric mental health. One initiative is to embed mental health practitioners in up to 25 senior centers. These mental health professionals will assist senior center members with issues ranging from depression

and anxiety to highly disruptive behaviors. This program is slated to begin this summer, with enrollment commencing in the fall. DFTA's budget includes \$1.4 million annually for the geriatric mental health program in senior centers initiative. In addition, DFTA is establishing a Friendly Visiting Program within our case management agencies. Through this program, DFTA is investing \$1.8 million to reduce social isolation and enhance vital social connections, as well as to help identify possible social, health and mental health needs, which in such cases, connections will be made for a higher level intervention. Case management clients who are socially isolated will be paired with trained volunteers who will visit the clients regularly. These regular home visits will provide meaningful social contact and identify possible issues requiring follow up. This program is expected to commence in October 2016.

Supporting Affordable Senior Housing

Seniors represent the fastest growing segment of New York City's population, and increasing the supply of affordable housing for seniors will become ever more important. The Mayor's *Housing New York* five-borough, ten-year strategy includes a plan for more than 1,500 affordable senior units. As you know, two important City initiatives have gone through the public review process and were approved through the tireless efforts of the Council, Borough Presidents and Community Boards: Mandatory Inclusionary Housing (MIH) and Zoning for Quality and Affordability (ZQA). MIH is a pioneering initiative to ensure that affordable housing is mandatory and permanent wherever new housing capacity is approved through land use actions. Together with our broader housing plan, it will yield tens of thousands of affordable apartments in high-quality neighborhoods, while stabilizing those neighborhoods for years to come. Through ZQA, the targeted changes to update zoning regulations will support the creation of senior and affordable housing, make it easier and less expensive to build affordable housing, and improve ground floor spaces to enhance the neighborhood quality of life.

Expanding Transportation Options for Seniors

DFTA received a three-year grant totaling \$1.8 million from the Federal Transit Administration to provide app-based, on-demand transportation services for seniors and people with disabilities living in high-need areas. The membership based service will use mobile technology to facilitate point-to-point trips in real time, similar to e-hail, through a smart phone application or through a

24/7 dispatcher service. The service will guarantee round-trip availability and users will have several options for requesting a ride from any location in the target area to any other point in New York City. Rides will be provided by drivers from commercial transportation businesses. The Mayor's Office for People with Disabilities is a program partner for this grant and we are consulting with the New York City Department of Transportation on various program elements. Also, DFTA will be issuing a solicitation for the agency's Transportation Services Program later this month.

Developing Elder Abuse Awareness & NY Connects Advertising Campaigns

DFTA launched a bus and subway advertising campaign to increase elder abuse awareness and is developing another campaign to promote the NY Connects system. The elder abuse awareness campaign focuses on how all New Yorkers can recognize the physical, emotional and financial signs of elder abuse and report these incidents to 911 or 311. The elder abuse awareness subway and bus advertisements were placed throughout the public transportation system beginning in April and will run through May 22nd of this year. This advertising and awareness campaign complements the City's significant recent investments in elder abuse prevention. The FY17 Preliminary Budget added \$3.5 million in baseline funding for elder abuse prevention, increasing the annual commitment from \$800,000 to \$4.3 million, which will support existing elder abuse contracts and establish multidisciplinary teams. NY Connects: Choices for Long Term Care is a statewide system that provides comprehensive information on long term care services and supports regardless of age, income, disability, or diagnosis. DFTA has oversight and monitoring responsibility as the Local Administrative Agency for NY Connects in New York City. The NY Connects advertising campaign will highlight the population served by the system, the types of services provided and how to contact the program. We expect the bus and subway advertising for NY Connects to run in the late summer and early fall of this year. For both campaigns, posters will also be placed in 25 bus shelter panels and 25 kiosk panels citywide.

Launching SU-CASA

As you are aware, SU-CASA is a community arts engagement program sponsored by the Council, DFTA and the New York City Department of Cultural Affairs. We thank the Council for the \$1 million discretionary allocation in FY '16, which supported this program. Through the SU-CASA

initiative, artists and non-profit arts organizations are placed in residence at senior centers across the five boroughs to provide arts programming for older adults. Artistic partners work in a wide variety of disciplines, including music, theater, dance, poetry, ceramics, photography, writing, and many more. Each SU-CASA program engages participating seniors in an art project or a series of cultural programs throughout the course of a six-month residency. Each residency culminates with a program at the senior center, which is open to the public, such as exhibits, readings, performances, open houses, and other cultural interactions. Continuing in the tradition of the highly successful Seniors Partnering with Artists Citywide program, SU-CASA greatly expanded arts opportunities for seniors. In FY '16, 102 artists and arts organizations were placed in senior centers, which is more than double the number of placements the previous year. We look forward to continuing this successful partnership with the Council and the New York City Department of Cultural Affairs in the coming years.

CONCLUSION

Thank you for this opportunity to testify about DFTA's Executive Budget for FY '17. I look forward to the continued collaboration with the City Council in these efforts. I am pleased to answer any questions you may have.

Testimony of Steven Lawitts Acting Commissioner, New York City Department of Environmental Protection before the

New York City Council Committees on Environmental Protection & Finance concerning the FY 2017 Executive Budget

Monday, May 9, 2016 City Hall, 2:30 pm

Good afternoon Chairpersons Ferreras and Constantinides and Members. I am Steve Lawitts, First Deputy Commissioner of the New York City Department of Environmental Protection (DEP). As you know, I am serving as Acting Commissioner for the next month while Commissioner Lloyd is on a brief medical leave. Commissioner Lloyd appreciates your well wishes and looks forward to returning to DEP in June. I am joined today by Acting Deputy Commissioner for Public Affairs Eric Landau; Assistant Commissioner for Budget Joseph Murin; as well as other senior managers. I appreciate the opportunity to testify on the Fiscal Year 2017 (FY17) Executive Budget.

As you very well know, DEP has overall responsibility for the City's water supply and sewer system, including providing drinking water to all New Yorkers, maintaining pressure to fire hydrants, managing storm water, and treating wastewater. In addition, DEP also regulates air quality, hazardous waste, and critical quality of life issues, including noise.

Before I review our Expense and Capital budgets I would like to review with the Members the water rate increase proposed for FY17. Although we understand that no increase is ever welcome, the need to maintain and improve the delivery of water and sewer service is critical. In the absence of state and federal assistance for drinking water and wastewater infrastructure, water and sewer rates paid by our customers are the only source of revenue to support this service, which is essential for local public health, quality of life and economic development, and which is highly regulated at the state and federal levels.

On April 8th, we proposed a 2.1% increase to the New York City Water Board, which, if adopted would represent the lowest increase in sixteen years. Factors that allowed DEP to slow the growth in the proposed rate, while ensuring funds are available to advance all major programs on schedule in FY17, include: internal cost controls, strong revenues, interest rate savings, and the Administration's return of the rental payment.

- Internal Cost Controls Our operations and maintenance expenses for FY16 are \$126 million below projections. Expenditures on needs like contracts, energy and fuel oil, and real estate taxes on watershed lands were not as high as anticipated, adding additional one-time savings. In addition, through efficiencies in procurement and in technological improvements, DEP has created targeted savings that are not expected to affect current services.
- Strong Revenues Strong collections are due, in large part, to DEP's substantial completion of the installation of the wireless meter reading system. (Over 820,000 automated meter

reading devices have been installed on 97% of properties citywide.) This has resulted in an 83% reduction in estimated bills since 2009 and a 62% reduction in billing disputes since 2011, which have been accompanied by improved revenue collection since bills are reflective of actual readings.

- Interest Rate Savings Due to continued low interest rates, debt service was \$121 million lower than projected for FY 2016.
- Return of the Rental Payment Building on Mayor de Blasio's commitment to reduce the rental payment, the FY 17 Rental Payment was lowered by 50% (\$122 million).

Under the proposed rate, a typical single-family homeowner will see an increase of \$1.85 per month, on average. And, a typical multi-family home with metered billing will see an increase of less than \$1.20 per unit per month. In addition, as part of this year's rate proposal, DEP continued, expanded, and introduced a number of progressive changes to the water and wastewater rate schedule for FY17, including:

- freezing the minimum charge for the third consecutive year for close to 150,000 customers who use fewer than 100 gallons per day, which a quarter of all single-family homeowners do, many of them seniors. Those customers are currently billed at the minimum water charge of \$1.27 per day, including wastewater charges;
- expanding the Home Water Assistance Program, which currently provides a \$116 credit to almost 52,000 New Yorkers recipients of the federal Home Energy Assistance Program, and low-income seniors and disabled homeowners who receive City Department of Finance Tax exemptions. This year the program will be expanded to include an additional 68,000 senior homeowners who make less than \$50,000 per year, based on income eligibility confirmed by the Department of Finance;
- creating the Multi-Family Affordable Housing Credit, which will provide a \$250 credit per unit to any multi-family residential property that meets affordability criteria and signs, at a minimum, a 15-year affordability agreement with NYC Housing Preservation and Development or the NYC Housing Development Corporation. In total this program will provide \$10 million of assistance to affordable housing projects serving as many as 40,000 units.

As you all know, Mayor de Blasio made an announcement on April 25th of this year, when he decided not to collect the remaining 50% (\$122 million) of the rental payment, five years sooner than originally projected. Returning this payment to DEP will provide for a one-time credit of \$183 to all Tax Class 1 properties, which includes 1-, 2-, and 3-family homeowners. If adopted, DEP will be able to issue these water and sewer bill credits by the end of the summer to all 664,402 properties in Tax Class 1. The full elimination of the rental payment will also result in a total savings of 7% (or \$1.1 billion) for ratepayers through FY2020.

The NYC Water Board is currently holding public hearings on the rate – one in each borough – and is scheduled to meet and adopt a rate for FY17 on May 20th.

City Water Tunnel No. 3

I also want to take some time to address City Water Tunnel No. 3. As you know, the City began construction of City Water Tunnel No. 3 in 1970, and it is one of the largest and longest-running public works projects in the City's history. While work on the tunnel has already taken 46 years and around \$4 billion, it is a crucial conveyance that moves water from Hillview Reservoir into the city, and will provide redundancy for City Water Tunnels No. 1 and No. 2. In 2013 we activated the final leg of the Manhattan portion of the tunnel and laid the groundwork to get water flowing into the Brooklyn/Queens leg of the tunnel. The tunnel and most of the infrastructure shafts that support it are complete – just two shafts remain to be designed and constructed.

As you know, Mayor de Blasio has prioritized the construction of the remaining two shafts, and has included \$685 million in the Executive Budget and upcoming 10-year strategy, allowing for an accelerated construction of the shafts to begin in 2020, one year earlier than previously projected, as well as ensuring that the tunnel is activation-ready by the end of 2017. Specifically the budget includes:

- \$357 million in the Four-Year Capital Plan for site acquisition, design, excavation, and construction of shafts 17B and 18B the two remaining shafts;
- \$300 million to be added in the upcoming Ten-Year Capital Strategy in January 2017 for the installation of mechanical and electrical equipment;
- \$21 million to immediately disinfect and test the Brooklyn/Queens section of Tunnel No. 3, making it activation-ready, contingent upon regulatory approvals, by the end of 2017. This means that the tunnel will be ready as a backup to deliver potable water within 48 hours, should the city confront an emergency that would require additional redundancy to existing Tunnel No. 2;
- \$7 million to construct a new connection between Water Tunnel No. 3's Brooklyn/Queens section and the Richmond Tunnel to Staten Island, which will ensure that Staten Islanders have yet another back-up connection.

These efforts are essential to our City, and they come on top of multiple layers of redundancy already built into our water-supply infrastructure. Our drinking water is frequently renowned as the best in the country, exceeding all federal and State standards for quality. The system that delivers it is safe, reliable, and secure. I thank the Mayor for prioritizing this essential project and ensuring that the kinds of water crises happening elsewhere around the country and the world, could not happen here in New York City.

FY17 Expense Budget

The projected Expense Budget for the current fiscal year, FY16, is \$1.48 billion. This includes approximately \$221 million in Community Development Block Grant (CDBG) funds for which

DEP serves as the contracting entity for the City. For FY17 we expect DEP's expense budget to be \$1.44 billion, including \$175 million in CDBG funding for the Build It Back program.

Highlights of the net changes from the Preliminary Budget include the following:

New Needs:

- An increase of \$28.7 million to fund the dredging and removal of CSO-impacted sediments from Flushing Bay;
- An increase of \$21.3 million for the continuation of various programs related to the Filtration Avoidance Determination (FAD) in the upstate watershed areas;
- An increase of \$14.8 million in collective bargaining for Sewage Treatment Workers, Environmental Police Officers, marine titles and Painters;
- An increase of \$10.1 million for treatments and additives used to keep our drinking water safe and of the highest quality;
- An increase of \$7.2 million for spare parts and equipment needed for operation;
- An increase of \$5.2 million for higher-than-anticipated contract prices for the removal of biosolids at wastewater treatment plants;
- An increase of \$2.7 million to fund 18 engineering positions, contracts, and software licenses for the city-wide Drainage Plan;
- An increase of \$1.0 million to fund six positions for the Forestry Program staff and Timber Harvest Contract.

Savings:

- A decrease of \$18.5 million for targeted OTPS reductions;
- A one-time decrease of \$4.2 million as a result of funds received from the Demand Response Program for energy usage reductions at peak times;
- Due to lower-than-forecasted prices for heat, light and power and various fuel oils, DEP expects to see price reductions in those areas. DEP has also been using digester gas, where practical, in lieu of heat, light, power or fuel oils. Combined, these savings are expected to be \$21.3 million in FY17.

The Expense Budget breaks down into the following large categories:

Personal Services

The FY17 budget projects \$520 million, 36% of our total Expense Budget, in personal services to pay the salaries for our nearly 6,000 funded positions. As with other agencies, changes in employee benefits are not shown in the agency's budget.

Taxes on Upstate Watershed Lands

The FY17 budget projects \$167 million or nearly 12% of the Expense Budget. The ownership of watershed lands represents a critical investment in maintaining the high quality of New York City's drinking water by protecting it at the source and ensuring that it does not require more expensive treatment, such as filtration. I am pleased to report that we have successfully negotiated agreements with upstate jurisdictions to make our tax obligations more stable and predictable and, in some cases, to reduce them.

Heat, Light and Power

DEP's energy costs account for \$92 million or 6% of the FY17 Expense Budget. DEP is the third-largest municipal consumer of electric power in New York City after the Department of Education and Health+Hospitals, and our consumption will grow as we bring new treatment facilities on line for both drinking water and wastewater. To control energy costs and reduce our greenhouse gas emissions, DEP is investing in projects to reduce energy needs, such as a cogeneration system at the North River Wastewater Treatment Plant.

Chemicals & Biosolids

Chemicals, such as chlorine and fluoride, that are used in the treatment of drinking water, and other chemicals used during the wastewater treatment process, account for \$65 million, which is 5% of our total Expense Budget. Finally, management of 1,200 tons per day of biosolids is projected to cost about \$51 million in FY17, or about 4% of our projected FY17 expenses.

FY2016-FY2020 Four-Year Capital Plan

DEP's FY17 Executive Capital Budget is \$12.3 billion for FY16-20, as presented by Mayor de Blasio on April 26, 2016. Highlights of the Executive Four-Year Plan in addition to Water Tunnel No. 3 are as follows:

East Side Coastal Resiliency Project

The City will invest \$505 million, of which DEP's component is \$170 million to integrate the coastal flood protection system along the eastern shore of Manhattan, from 23rd Street to the Manhattan Bridge.

<u>Catskill Aqueduct Reconstruction – Kensico to Hillview</u>

DEP is funding structural reconstruction, replacement of mechanical equipment and building reconstruction of the Lower Catskill Aqueduct at \$144 million, an increase of \$104.8 million over the Preliminary Plan. At 100 years old, various mechanical components of the aqueduct and support chambers, gates, valves, roads, and culverts have reached the end of their useful life and require repair, reconstruction, or replacement to ensure the continued reliable use of this section of the aqueduct for delivery of treated drinking water to the City.

Computer Equipment to Implement Security Measures throughout the Water System

This project will be funded at \$20 million for the design and installation of a unified agency-wide security system to include access control, intrusion detection, cameras and other security items needed to protect the water supply system, wastewater plants, support facilities and DEP employees.

Southeast Queens

As you know, alleviating flooding in Southeast Queens is a major priority for New York City. In 2015, as part of OneNYC and the FY16-25 Ten-Year Capital Plan, Mayor de Blasio announced a \$1.5 billion program to substantially accelerate relief in Southeast Queens by pairing traditional sewer construction with green infrastructure throughout the region. The FY16-20 Four-Year Plan includes \$778 million of this funding.

Wastewater Treatment

The Executive Four-Year Plan projects a \$5.0 billion investment in wastewater treatment projects, \$3.5 billion of which is for the reconstruction or replacement of components of the wastewater treatment plants and pumping stations.

It is worth noting that \$209 million of this \$3.5 billion is budgeted for the construction of a new cogeneration system at the North River Wastewater Treatment Plant. The new system will use renewable digester gas produced by the wastewater treatment process to both power equipment and heat the facility. It will help us reduce our energy use and help the City meet the Mayor's major commitment to reduce greenhouse gas emissions 80% by 2050.

The remaining \$1.5 billion investment will be used to mitigate combined sewer overflows, with \$645 million for green infrastructure such as rain gardens, infiltration beds, and bioswales, and the remainder for gray infrastructure, such as tanks and tunnels to store wastewater.

A significant part of our wastewater treatment budget is \$746 million in funding to cover planned consent-order work related to the Long-Term Control Plans (LTCPs) for combined sewer overflows (CSOs) and stormwater control. The most significant element of this commitment is \$560 million for improvements to reduce CSO discharges into the Gowanus Canal. In addition, DEP will undertake projects in the Bronx River, Alley Creek, Hutchinson River, and Flushing Creek, as well as measures in other waterbodies where plans have yet to be copmpleted. We are also currently in discussions with the New York State Department of Environmental Conservation about significant additional investments we will make over the next 30 years to further improve water quality in designated water bodies.

Reservoirs, Dams, Treatment Facilities and Water Mains

Over the next five years, the Administration is proposing to invest an additional \$3.0 billion in protecting the quality of our reservoirs and the integrity of our dams, providing for treatment where necessary, and maintaining and repairing the water main system conveying potable water to all New Yorkers. We have budgeted \$276 million for the reconstruction of dams in our three watersheds – Catskill, Delaware, and Croton.

In 2007, DEP received an unprecedented 10-year Filtration Avoidance Determination (FAD), waiving the requirement to filter drinking water from the Catskill and Delaware watersheds. For the continuation of our current FAD programs, the Executive FY16-20 Capital Plan includes \$139 million, including \$83 million for land acquisition. The key to maintaining the city's FAD has been the program's grounding in strong monitoring and scientific study, both of which support the three pillars of watershed protection—land acquisition, regulations governing certain activities in the watershed, and programs with our watershed partners—upstate communities and organizations. The FAD is a vital element to our effective operations. Without it, we believe we would be mandated to build another very costly drinking water filtration plant.

The Rondout-West Branch Tunnel Repair

The Delaware Aqueduct conveys more than half of New York City's high-quality drinking water every day from reservoirs in the Catskill Mountains and repairing it is the central component of the \$1.5 billion program that aims to ensure clean, safe and reliable drinking water for future

generations of New Yorkers. Although this project extends even beyond the current Plan, the Executive Budget provides over \$238 million for projects associated with its repair related to conservation and providing supplemental sources of water during the Delaware Aqueduct shutdown. Increasing the capacity of the Catskill Aqueduct—a project distinct from pressurization—accounts for \$131 million of the total.

Sewers

The Executive FY16-20 Capital Plan projects \$3.0 billion of spending on sewers including:

- \$1.1 billion for replacement of sewers (storm, sanitary or combined), including the Mayor's initiative for accelerated replacement of some of our oldest infrastructure;
- \$1.6 billion for new sewers (of all types) of which;
 - O Storm sewers as a category by itself (either new or reconstructed) accounts for \$1.3 billion of projected spending, of which \$209 million is for high-level storm sewers; and
 - o \$359 million of the total is for both the conventional sewers and the lands necessary to create Bluebelt systems, which are being extended beyond Staten Island to Springfield Lake in Queens, Van Cortlandt Park, the New York Botanical Gardens in the Bronx, and other locations.

* * *

On behalf of the almost 6,000 employees of DEP who make a difference each and every day for our environment, I want to thank the Chairs and committee members for their support of our agency and express our continued commitment to work with the Council and your committees going forward.

That completes my prepared statement. Thank you for the opportunity to present testimony. I look forward to answering any questions that you have.

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