



THE CITY OF NEW YORK
OFFICE OF THE MAYOR
NEW YORK, N. Y. 10007

**Testimony of Emily W. Newman on the Mayor's Management Report (MMR)
In front of the Committee on Governmental Operations
October 18, 2017**

Good morning, Chair Kallos and other members of the Governmental Operations Committee. My name is Emily Newman, and I am the Acting Director of the Mayor's Office of Operations. I am joined by Tina Chiu, Deputy Director for Performance Management. Thank you, Chair Kallos, and the rest of the Governmental Operations Committee for this opportunity to discuss the Mayor's Management Report, or MMR, with you, and for your valuable input towards improving the MMR.

MMR Overview

As mandated by Section 12 of the New York City Charter, the Mayor reports to the public and the City Council twice a year on City agency performance. The MMR is released every September, covering the full fiscal year. A Preliminary Mayor's Management Report, or PMMR, covering the first four months of the fiscal year, is published approximately two weeks after the release of the January financial plan.

The MMR and PMMR cover the operations of City agencies that report directly to the Mayor. Three non-Mayoral agencies are also included, for a total of 44 agencies and organizations. For 40 years the MMR has provided a public record of City agency performance, measuring whether the City is delivering vital services efficiently, effectively and expeditiously.

The MMR gives the public the information they need to evaluate the City's performance in areas like education, safety, housing, health and human services, public infrastructure and administrative services. The MMR also highlights initiatives that cross multiple agencies and disciplines, including signature City initiatives like ThriveNYC, Vision Zero and Housing New York.

The MMR focuses on activities that have the most direct impact on New Yorkers, including activities that provide support services to other agencies. The report is organized by agency. Each agency chapter includes a description of the agency's purpose and services. Services represent the agencies' major areas of responsibility and service delivery. Within each service area, goal statements articulate what the agency is working to achieve. Each goal statement is accompanied by key performance indicators that show whether the agency is meeting the stated goal, along with narrative explanations of the agency's performance.

Services, goals and indicators are developed through collaboration between the Office of Operations and the senior managers at each agency. Services change when new responsibilities are added or transferred to an agency. Like services, goals change when a new responsibility or initiative is added to an agency's portfolio. New performance indicators are added to measure



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new or revised goals. New performance indicators are also added when an agency's performance measurement systems and abilities mature to allow for more outcome measurements.

Additionally, the MMR provides multiple data points and several options to evaluate performance, with three or four elements providing context for each MMR indicator. The MMR helps readers evaluate performance by comparing: 1) the current year and the previous year, or year-over-year change; 2) the desired direction and the year-over-year change; 3) the desired direction and the five-year trend; and finally, where available, 4) the current year's actual to that year's numeric or directional target.

The MMR and PMMR are available via an interactive website and as PDF documents. Throughout the year agencies also provide monthly updates on most of the critical indicators contained in the MMR and PMMR through the Citywide Performance Reporting, or CPR, portal. CPR is publicly available on the City's website and allows users to sort information by agency and time period. CPR also provides the ability to view the five-year trends, as well as mapping information for select indicators. MMR and PMMR data can also be publicly accessed online through the City's Open Data Portal.

New and Enhanced Features Since 2014

Over the past four years we have made a variety of improvements to the MMR and PMMR, many in collaboration with Chair Kallos and the other members of this Committee.

To enhance our compliance with City Charter requirements, this year's MMR greatly expanded the information relating to, "the relationship between the program performance goals...and the corresponding expenditures made pursuant to the adopted budget for the previous fiscal year." In consultation with the Office of Management and Budget and the Law Department, we expanded the data available in the Spending and Budget Tables by Units of Appropriation. Prior to the Fiscal 2016 MMR these tables listed agency units of appropriation only. The tables now indicate relationships between spending and agency goals wherever possible, along with expenditure and planned spending information by agency unit of appropriation. These tables have also been moved from the appendix to the body of the respective agency chapters for greater usability and increased visibility.

In Fiscal 2016 we added a section on agency rulemaking actions. We now include a summary of rulemaking actions taken by agencies, including the total number of actions taken; the number of actions that were not in the regulatory agenda prepared for the fiscal year; and the number of rulemaking actions that were adopted under the emergency rulemaking procedures; there were no emergency actions taken in Fiscal 2017.

In response to helpful user feedback and requests from Chair Kallos and other members of this Committee, we have combined the MMR's additional tables—including agency internal controls, agency procurement actions by method, agency rulemaking actions, and vehicle fleets and maintenance—with the main report as an appendix.



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We also clarified the definition of a Target in the user's guide and returned to the Fiscal 2015 sampling methodology for the CORE ratings.

Thank you to Chair Kallos and the other members of this Committee for the valuable input and collaboration on these items.

Since Fiscal 2014, each agency chapter has opened with a Focus on Equity statement. These statements highlight the Administration's commitment to effective government performance that provides fair delivery and consistent quality of services across the diverse locations and populations of our City. Agencies update their focus on equity statements as they advance their work and launch new programs and initiatives that create a New York that is fair and accessible to all residents.

Ongoing Enhancements

This year, the Mayor's Office of Operations participated in an event to recognize the 2017 National Day of Civic Hacking on September 23rd. Operations participated in the daylong NYC 311 Data Jam organized by BetaNYC in partnership with 19 community organizations and 9 other City agencies. One hundred and eighty five people attended the data jam, including Manhattan Borough President Gale Brewer, 311 Executive Director Joe Morrisroe, and Community Board members. Tina Chiu and members of her team worked with 13 participants to explore how agency performance could be informed and improved by providing predictive insight or highlighting equity issues by examining 311 data in conjunction with performance data from the MMR.

The group provided recommendations on interactive data visualizations, developed sample models, and looked at linkages between MMR and 311 data. We also received feedback on ways to make MMR data easier to use, ranging from making field names consistent across files to releasing data more frequently. Operations is in touch with BetaNYC to discuss ongoing engagement on the MMR and the City's performance management data.

The MMR has evolved in the 40 years since its creation, and we are committed to continuing that tradition. We welcome feedback and suggestions from our partners at the Council, the public, the press and agencies who utilize the MMR so that we can continue to make the MMR more user friendly and effective.

Thank you again for the opportunity to testify today. The MMR is a product of collaboration between the Office of Operations and 44 City agencies and partners, and we are proud of the work we do. We look forward to answering any questions you may have at this time.



Two Penn Plaza ■ Fifth Floor ■ New York, New York 10121

Testimony on FY 2017 Mayor's Management Report Oversight Delivered to the NYC Council Committee on Governmental Operations

October 18, 2017

Thank you for the opportunity to testify. My name is Mariana Alexander, and I am a Research Associate for the Citizens Budget Commission (CBC). CBC is a nonpartisan civic organization whose mission is to achieve constructive change in the finances and services of New York State and New York City government.

The Fiscal Year 2017 Mayor's Management Report (MMR), published in mid-September of 2017, is intended to inform the public and this City Council about the volume and quality of services the City provides. Since the MMR's inception CBC has followed its evolution closely, making recommendations on how the report can be strengthened and using its contents to inform our work. CBC has previously advocated that the MMR should:

- 1) Increase emphasis on outcomes by tracking the impact services have rather than merely reporting inputs and outputs;
- 2) Focus on efficiency by developing unit cost measures in every service area;
- 3) Meaningfully connect spending on services with service outcomes so that investments are better informed by agency performance; and,
- 4) Develop citizen satisfaction measures.

Progress on these recommendations has been mixed. Some agencies have increased reporting of outcome measures adding insight into performance, particularly the social service agencies. Several agencies, however, continue to focus solely on input and output measures. In terms of focusing on efficiency, the report's inclusion of unit cost measures has regressed. When CBC first recommended increasing the use of unit cost measures in 2006, 16 agencies reported a total of 48 unit cost indicators; however, in the 2017 MMR only 10 agencies reported a total of 40 unit cost measures.

The City has made more progress in developing the performance budgeting function of the MMR. CBC is pleased to see the City Council integrates MMR metrics in its preliminary budget reports and that the Mayor's Office of Operations included agency budgeted spending, by Unit of Appropriation, linked to relevant indicators in the fiscal year 2017 MMR. However, Units of Appropriation are often too broadly defined to assess programmatic spending. The City should focus instead on linking indicators with

spending categories as reported in the Budget Function Analysis, which should be expanded beyond the 15 agencies it currently includes.

CBC reiterates its previous recommendations that the MMR should focus on cost-efficiency, enhance reporting of service outcomes, and meaningfully connect spending with outcomes.

CBC finds a critical perspective to be missing from the MMR – that of the City’s residents. Only 35 of the approximately 2,000 indicators included in the report capture the public’s perception or satisfaction with the delivery of city services. These 35 indicators ask residents to rate their experience with a particular service, for example, inpatient satisfaction at NYC Health+Hospitals, or visitor’s satisfaction with customer service at the Department of Housing Preservation and Development’s Tenant Resources division. These limited measures capture only a small share of services that the City provides and lead to a gap in understanding the City’s performance and whether it is meeting the needs of its residents.

To begin to fill that gap, CBC enlisted the National Research Center (NRC) to conduct a citywide survey of resident satisfaction in January 2017. The survey results were mailed to all City Council members and Community Boards. NRC performed a nearly identical survey at the behest of the City in 2008, providing a benchmark to assess change over time. Questions were asked about quality of life and satisfaction with local government service delivery. The survey was distributed to 72,000 households and 9,873 households responded – a sufficiently robust sample size to allow for comparisons between borough, community district, and other demographic variables.

A brief overview of the survey’s results reveals that 44 percent of New Yorkers surveyed rated the overall quality of NYC government services as excellent or good. When asked to rate specific services; however, responses varied widely. Residents were positive about fire and emergency medical services, household garbage pick-up and libraries, but expressed dissatisfaction with street and road maintenance, public education, and social safety-net services. Survey results for satisfaction with individual city services showed statistically significant changes from 2008 for 11 of the 21 city services queried; however, overall satisfaction with city services was not significantly different.¹ Half of survey respondents (51 percent) considered quality of life in New York City to be good or excellent, and residents reported adequate access to health care services and feeling safe in parks and subways. Survey respondents were less positive about the cleanliness of neighborhoods, rat control, street noise, air quality, and traffic.

The quality of life and service satisfaction metrics give important data about the public’s perception of City government performance and whether it is meeting residents’ needs. Pairing survey results with existing MMR indicators would add depth to the report and lend insight to current indicators. For example, a key metric for the Department of Sanitation is the share of City streets rated acceptably clean. In the 2017 MMR, 95.9 percent of New York City streets met cleanliness standards; however, CBC’s survey indicated that 19.8 percent of respondents described the cleanliness of their neighborhood

¹ Satisfaction with bus services, snow removal, storm water drainage and sewer maintenance, and public education and after school programs improved between fiscal year 2008 and 2016, while satisfaction with fire protection, emergency medical services, 311, NYC.gov, parking enforcement, and homeless services declined.

as poor. In addition, 53.2 percent of Non-Hispanic Whites rated their neighborhood cleanliness as excellent or good, compared to only 40.6 percent of Black or African American respondents.

The MMR reported air quality complaints received by the Department of Environmental Protection decreased 30.2 percent between fiscal years 2008 and 2017.² The 2008 survey showed 77 percent of respondents reported air quality in the city to be poor or fair, declining to 64 percent in 2017 and thereby supporting the MMR metric.

To begin to integrate resident feedback into the MMR, CBC makes the following recommendations:

- 1) Conduct regular surveys that capture perception about quality of life and municipal services in order to measure progress over time;
- 2) Incorporate resident satisfaction metrics in each agency's MMR reporting; design survey questions to validate and/or add depth to current metrics.
- 3) Encourage agencies to respond directly to survey results, develop action plans to address resident concerns relevant to their missions, and be held accountable for lack of progress on relevant measures; and
- 4) Develop surveys representative of the city's demographics and geography.

Thank you for the opportunity to speak on this topic. I am happy to answer questions.

Founded in 1932, the Citizens Budget Commission is a nonpartisan, nonprofit civic organization devoted to influencing constructive change in the finances and services of New York State and New York City governments.

² There were 12,625 air complaints in fiscal year 2008 and 8,807 complaints in fiscal year 2017.

Testimony of The New York Academy of Medicine to the Council of the City of New York:
Committee on Governmental Operations

Oversight – Mayor’s 2017 Management Report

Lindsay Goldman, LMSW
Director, Healthy Aging

October 18, 2017

Good afternoon, Council Member Ben Kallos and members of the Committee on Governmental Operations. Thank you for the opportunity to testify before you today. My name is Lindsay Goldman, and I am the director of healthy aging at the New York Academy of Medicine (the Academy).

Established in 1847, the Academy continues to address the health challenges facing New York City and the world’s rapidly growing urban populations. We accomplish this through our Institute for Urban Health, home of interdisciplinary research, evaluation, policy and program initiatives; our world class historical medical library and its public programming in history, the humanities and the arts; and our Fellows program, a network of more than 2,000 experts elected by their peers from across the professions affecting health. Our current priorities are healthy aging, preventing chronic disease, and eliminating health disparities.

Since 2007, the Academy has served as the Secretariat for Age-friendly NYC, a partnership with the New York City Council and the Office of the Mayor, which works to maximize the social, physical, and economic engagement of older people to improve their health and wellbeing and strengthen communities. We use a multi-pronged, intersectoral approach developed by the World Health Organization (WHO) that includes

modifying the built environment, providing social and technological supports, and changing public policies to facilitate ongoing participation of people as they age, even in the presence of chronic conditions and care needs.¹ Through qualitative and quantitative data collection methods, feedback from older people is solicited across eight domains of city life* and used by policymakers, community leaders, and residents to make local resources, institutions, services, and amenities more livable and inclusive of people of all ages and abilities.

Age-friendly NYC works to catalyze change within the public and private sectors, as well as at the neighborhood level. The Administration convenes city agencies, including but not limited to the Departments of Transportation, Parks, Cultural Affairs, Finance, Emergency Management, Health, and Aging, to address aging-related challenges by enhancing existing activities and planning processes. These convenings resulted in the [59 Initiatives for an Age-friendly NYC](#) in 2009 and most recently, the [2017 Age-friendly NYC New Commitments for a City for All Ages](#) published in July.

To inform and complement the City's work with private industry involvement, Mayor Bloomberg appointed an Age-friendly NYC Commission in 2010, which was reappointed by Mayor de Blasio in 2015. The Commission is comprised of leaders from government (administrative and legislative) and fields including business, education, arts and culture, health care, law, architecture, and social work, and staffed by the Academy. Some of the collective improvements made by Age-friendly NYC include a reduction in senior

* WHO Eight Domains of an Age-friendly City: outdoor spaces and buildings; transportation; housing; social participation; respect and social inclusion; civic participation and employment; communication and information; community support and health services.

pedestrian fatalities by 16 percent, increased walkability through the addition of public seating, new programming for older people at parks, educational and cultural institutions, and a better consumer experience offered by many local businesses.

The Academy applauds the City Council's commitment to ensuring the Mayor's Management Report (MMR) is an accurate reflection of the Administration's priorities, achievements, and areas for improvement. Beginning in September 2013 and continuing through February 2014, Age-friendly NYC was included in the MMR in the "Agencies Working Together" section. The report tracked opportunities for community and civic participation, availability of public seating, and access to health and social services aligned with the 59 Initiatives for an Age-friendly NYC.

Though the current MMR has a section on "Collaborating to Deliver Results," Age-friendly NYC has not been included. While some of the collaborative initiatives, as well as the individual agency chapters, do address older New Yorkers, there are very few corresponding performance indicators beyond units of service delivered by the Department for the Aging (DFTA). DFTA services, utilized by approximately 17 percent of the City's eligible 1.4 million people aged 60 and older, are certainly critical, but are only one component of a high quality later life. The fundamental goal of Age-friendly NYC is to promote age-inclusive policies, environments, and amenities across all aspects of life, including transportation, public space and programming, housing, and public safety, to name a few. The MMR provides an opportunity to track specific, measurable outputs and outcomes indicating progress, stagnation, and inequities, which are not currently being monitored through other forms of accountability, such as OneNYC and the Department for the Aging's Annual Report.

Progress evaluation and continual improvement are core components of the age-friendly model. As one of the founding members of the WHO Global Network of Age-friendly Cities and Communities and the recipient of the International Federation on Ageing's 2013 award for "Best Existing Age-friendly Initiative in the World," New York City is recognized as one of the leaders of a movement, which now includes over 500 localities across the world, most of which have been directly or indirectly influenced by our efforts. The City has an obligation both to older New Yorkers and to our global peers to assess and modify our interventions, as necessary and on a regular basis, to ensure optimal impact. To that end, the Academy respectfully recommends that Age-friendly NYC performance measures be reinstated in the MMR. The Academy would be pleased to leverage our expertise in evaluation, applied research, and aging and health policy to assist the Council and the Administration in identifying and operationalizing appropriate metrics for inclusion.

References

1. World Health Organization. *Global Age-Friendly Cities: A Guide*. Geneva; 2007. http://www.nyam.org/agefriendlynyc/docs/WHO_Global_Age_friendly_Cities_A_Guide.pdf.



New York City

**Testimony of
Chris Widelo, Associate State
Director**

**NY City Council: Committee on
Governmental Operations**

**Oversight - Mayor's 2017
Management Report**

October 18, 2017

**City Hall
New York, New York**

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Good afternoon, my name is Chris Widelo and I am AARP's Associate State Director for New York City. On behalf of our 800,000 members age 50 and older in New York City, I want to thank you for the opportunity to testify on the Mayor's Management Report (MMR).

AARP is proud to serve on the Age-friendly NYC Commission and applauds the commitment and work of the Mayor, our City Council and the New York Academy of Medicine to ensure that this city is prepared for a rapidly aging population and that both the private and public sectors can accommodate the needs of people of all ages and abilities.

From September 2013 through February 2014, Age-friendly NYC was included as part of the MMR. The report tracked the opportunities for community and civic participation, availability of public seating, and access to health and social services aligned with the 59 Initiatives for an Age-friendly NYC. AARP is concerned that since that time, the MMR has not tracked the performance of Age-friendly NYC and it is unclear as to why that decision was made.

While the MMR does track the performance of certain Department for the Aging (DFTA) programs and services, DFTA's work is only one small component of making a city age-friendly. Age-friendly NYC is about promoting age-inclusive policies, programs and services across all areas of government and the agencies responsible for executing that change.

Making a city age-friendly is a shared responsibility and we should be measuring the progress of our city agencies to achieve this goal. Given that the Age-Friendly Commission is authorized by the Mayor and Council it only makes sense that the MMR would be the appropriate reporting vehicle.

AARP strongly recommends that the Mayor resumes reporting on the progress of Age-friendly NYC in the MMR.

New York City Council
Committee on Governmental Relations
Council Member Ben Kallos, Chair
October 18, 2017

With a base of more than 100 community-based organizations that serve over 300,000 older New Yorkers annually, LiveOn NY's members provide core services that allow older adults to thrive in their communities, including senior centers, congregate and home-delivered meals, affordable senior housing, elder abuse prevention services, caregiver supports, transportation, NORCs and case management.

LiveOn NY also administers a citywide outreach program that targets older adults in the communities where benefits are most underutilized. This program places friendly and highly-trained retired professionals within low-income, high-needs communities to educate thousands of older adults, including those who are homebound, about food assistance options, and screen and enroll those who are eligible for SNAP, SCRIE and other benefits. LiveOn NY also administers a call hotline, staffed by a professional client services team that assists older adults and caregivers with benefits screenings and applications, serving approximately 1,000 clients per quarter.

Thank you for the opportunity to testify today about the Mayor's Management Report (MMR).

In addition to the advocacy, training and support we provide to our member organizations, who do incredible work on a daily basis to serve older New Yorkers, LiveOn NY is also supports the important work that is being done through Age-Friendly NYC. It is our understanding that while some performance indicators are measured in the MMR Department for Department for the Aging (DFTA) related services, there are currently no measured indicators in the MMR related to the initiatives that are part of Age-Friendly NYC.

Aging creates momentum. Older New Yorkers citywide use their momentum to power up the economy, the political system, and their communities. Older New Yorkers are anchors of their neighborhoods and provide invaluable volunteerism, caregiving, and economic input to their communities. The initiatives outlined in Age-Friendly NYC recognize the potential to harness this momentum and to aim to help make NYC truly a place for all ages. To help continue the work of the important Age-Friendly NYC initiatives, LiveOn NY recommends the MMR include indicators that focus on areas from Age-Friendly NYC so that we can continue to understand the important impact and effects of these initiatives.

LiveOn NY looks forward to working with the Administration and City Council to make New York a better place to Age.

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Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

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Name: Lindsay Goldman

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