

**DEPARTMENT OF INFORMATION TECHNOLOGY AND TELECOMMUNICATIONS TESTIMONY  
BEFORE THE CITY COUNCIL COMMITTEES ON TECHNOLOGY IN GOVERNMENT AND LAND USE  
FISCAL YEAR 2008 PRELIMINARY BUDGET  
THURSDAY, MARCH 8, 2007**

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Good afternoon Chairs Brewer and Katz, and members of the City Council Committees on Technology in Government and Land Use. My name is Paul Cosgrave, the Commissioner of the Department of Information Technology and Telecommunications, or DoITT, and New York City CIO. Thank you for the opportunity to testify regarding some of the many initiatives in which DoITT is involved, as well as our goals for the year to come. Today marks my first appearance before the Council for the budget cycle as DoITT Commissioner, having been appointed by Mayor Bloomberg last June. With me today are Ron Bergmann, DoITT's First Deputy Commissioner, Mitchel Ahlbaum, General Counsel and Deputy Commissioner for Franchise Administration, and John Winker, our Associate Commissioner for Financial Services.

As the technology agency for the City of New York, DoITT's mission is to coordinate citywide IT policy and planning; design, build and maintain information systems that support City operations; provide public access to City information and services through 3-1-1, *NYC.gov* and NYC TV; and serve in a regulatory capacity for telecommunications franchises. By fulfilling these aims, DoITT has delivered on Mayor Bloomberg's strong belief in the use of technology to improve the performance of government—thereby enhancing the delivery of services to the public.

Accordingly, I would like to devote my remarks this afternoon to the major initiatives DoITT has pursued and progressed upon since my appointment, before answering any questions you may have.

Our first new major undertaking has been development of a Citywide IT Strategy, aimed at optimizing the delivery of government services to our customers, by leveraging best practices and technologies across the five boroughs. Last week I testified about this ongoing process before Chair Brewer's Technology in Government Committee, so I will simply summarize the major points today.

The first step in this enterprise-wide technology planning process, now complete, was the development of a Citywide IT Strategic Direction. In determining that direction, we gathered a wide cross-section of stakeholders to formulate a citywide IT vision, IT operating principles, IT imperatives, and the criteria needed to ensure that the City's technology projects are aligned with its essential goals and objectives.

That plan is now being driven to action in the second part of this process (to be complete by the end of Fiscal 2007), by mapping the IT direction to the City's mission-critical areas. The final result of this will be a roadmap of timely, high-priority technology initiatives to be pursued over the next several years, consistent with a citywide, customer-oriented approach to IT development and deployment—projects that improve transparency, accountability and accessibility for the City's residents, businesses, visitors and employees. We plan to continue engaging the City Council and other elected officials in this process as we move forward.

To successfully implement the new Citywide IT Strategy and better support our own mission, DoITT was reorganized late in 2006 into three distinct areas: Planning, Policy and Standards; Public Information Services; and Technology Services. The goal of this restructuring was to bring like agency functions together, and to establish clear organizational lines, as appropriate, between policy, operations and applications development.

The first of these units, the Public Information Services Division, comprises DoITT's primary customer-facing components: *NYC.gov*, the NYC Media Group, and the 311 Customer Service Center.

Since our executive budget testimony last June, 3-1-1 has continued to answer the call of New Yorkers for non-emergency government and information services, celebrating its 40 millionth call this past October. Its next major milestone will be met tomorrow, March 9, when 3-1-1 celebrates its fourth birthday. Merely an idea at the outset of the Bloomberg Administration, the 311 Customer Service Center today is a strong, enduring success. From a first-year total of 4.5 million calls, volume has grown to 10.7 million calls in 2004 and 14 million in 2005 (including a single-day record of 241,000 calls during the December 2005 transit strike). In 2006, 3-1-1 received another 13.5 million calls, and is expecting its 50 millionth call later this spring. Currently, 3-1-1 handles approximately 40,000 calls daily, with an average speed of answer of just over four seconds. An impressive 98% of those calls are answered in under 30 seconds, and callers can be serviced at any time of the day or night, in some 170 different languages.

As you know, 3-1-1 not only provides the public with one simple number to contact all City agencies, it also provides agencies themselves with a means by which these agencies might reach the public with initiatives of their own. The Department of Health and Mental Hygiene has run its Nicotine Patch giveaway in conjunction with 3-1-1 in 2005 and 2006, and plans are underway for the program's third round in May. Most recently, 3-1-1 hosted the launch of the 2007 Earned Income Tax Credit Campaign, in conjunction with the Department of Consumer Affairs and the Department of Finance (DOF). At the launch, New Yorkers were encouraged to call 3-1-1 to learn about the EITC—which returns federal, state, and City tax dollars to qualified families and individuals to help cover basic expenses—as well as eligibility requirements for the program, information about more than 40 free tax filing locations citywide, and to request literature in 11 different languages. Also this year, for the first time, DOF mailed completed tax forms to EITC-eligible New Yorkers who filed returns in tax years 2003 and 2004, but did not claim the EITC, marking an additional benefit to the program.

In 2006, 3-1-1 received over 26,000 calls about EITC from January to April, three times the volume received in 2005; this year (albeit with an expanded range of EITC offerings), the call volume has greatly surpassed all previous records. As of March 1, 3-1-1 has received 22,500 calls regarding the EITC, more than a 230% increase over the same period last year.

As important as these statistics are, the most important measure of 3-1-1 will always be how well it serves its customers. In this regard, we are considering a number of initiatives aimed at transforming 3-1-1 from a call center to the nexus of a truly customer-centric city government.

Today, the City does a fine job in addressing the millions of service requests a year it receives from the public through 3-1-1, but we still can do it better—by instilling a customer-focused business model. Accordingly, we are now exploring technologies that improve agency accountability in addressing service requests placed to 3-1-1; that will allow us to provide improved status reports for our customers; and technologies that will allow us to offer 3-1-1 via extended channels, such as a web portal or walk-in centers. This would offer a holistic view into customers' interactions with the City, and the groundwork for this long-term vision is already being solidified through a number of initiatives.

Indeed, last September, the New York City Commission for Economic Opportunity released the “Increasing Opportunity and Reducing Poverty in New York City” report, which identified a need to increase access to services provided by the City for certain segments of its populace. One of the Commission’s target segments is the working poor, many of whom have limited English language proficiency.

Accordingly, 3-1-1 is collaborating with the Mayor’s Office of Immigrant Affairs and Deputy Mayor Linda Gibbs to implement an advertising and marketing campaign aimed at Limited English Proficiency (LEP) New Yorkers. Through this partnership, 3-1-1 will be able to expand its customer base to serve a population unfamiliar with the services 3-1-1 offers. The LEP initiative will primarily focus on health and human services, in conjunction with the Enhanced 3-1-1 Initiative, also known as E-311.

The Enhanced 3-1-1 Initiative involves expanding 3-1-1’s current role to include access to comprehensive health and human services information and referral. By leveraging the infrastructure of the 3-1-1 environment, we will be able to include an even wider array of services provided by government agencies, specialized information and referral agencies, and community-based service provider organizations.

As a result, callers will have access to much broader and deeper health and human service information. Moreover, should callers require referrals, they can speak with specialized call takers trained to assess their human service needs. These specialists will assist in a holistic diagnosis, and have the ability to pass callers onto specialized information and referral (I&R) organizations, and/or non-profit health and human services entities operating thousands of programs.

Marking the start of E-311, DoITT partnered with the Department for the Aging to transfer its I&R Hotline to 3-1-1. The functional transfer of I&R Specialists was completed last November, when they began taking calls by and regarding the City’s aging population. These specialists now handle calls at newly-expanded hours: 7am to 7pm Monday through Friday, and 7am to 3pm on Saturday. Prior to this transfer, these specialists had been available on weekdays only, during normal business hours.

Finally, we are exploring an initiative that we are calling “3-1-1 on the Web,” which will provide a choice to New Yorkers by allowing them to manage their interactions with 3-1-1 through *NYC.gov*. Ultimately, the long-term goal is to offer a fully-complimentary approach, with access to City services and information across both channels. In 2007, we will launch an assessment to determine pilots for web-enabling the first round of applications to be made available. Among the applications to be developed going forward will be one allowing New Yorkers to text images and video from their personal mobile devices to 3-1-1, as mentioned by Mayor Bloomberg in his *State of the City Address* in January.

Elsewhere on the web, 2006 saw the launch of ACCESS NYC. Under the direction of Deputy Mayor Gibbs and in consultation with human service agencies citywide, ACCESS NYC is an online resource that promotes self-sufficiency among the City’s residents by providing greater access to City, state, and federal benefit programs. This online system affords New Yorkers the opportunity to pre-screen, anonymously, for more than 20 health and human service programs in seven different languages, including Spanish, Haitian-Creole, Korean, Chinese, Russian, Arabic and English. By entering household information, residents can receive a list of the programs for which they are potentially eligible, print partially-complete application forms, search for office locations, and create an account to access their information at a later time.

The next release of ACCESS NYC, scheduled for this spring, will add the ability to pre-screen for the Women, Infants and Children Program, the Home Energy Assistance Program, New York State's Unemployment Insurance, the School and Summer Meals programs, and the Veterans' and Disabled homeowners' tax exemption programs. Another significant enhancement planned for ACCESS NYC is the ability to apply online for select human service benefits. As of March 1, nearly 60,000 people have visited ACCESS NYC, and we continue to welcome input from both the Council and the public as we progress with this critical initiative.

Now that I have spoken to some of the public-facing components of DoITT, I will detail some of the work we have done in our critical role of supporting emergency preparedness and enhancing the capabilities of the City's public safety agencies. Indeed, we have a number of initiatives underway to strengthen the City's ability to effectively respond to critical events.

Integral to our role in emergency preparedness is communicating with the public during critical events. NYC TV, which has reshaped the face of municipal television, is a vital part in the City's emergency public communication systems. From key locations throughout the City, NYC TV is able to not only broadcast live on its own stations, but also share video and audio with television and radio stations around the City—and region—to help quickly disseminate critical information to New Yorkers.

DoITT has also sought to develop additional complimentary public notification systems that will allow us to communicate directly with City residents during major emergencies. Most importantly, we have worked with our partners in the public and private sectors for over a year to find a viable platform for text-based messaging. We are now working with the Federal Communications Commission (FCC) and the Federal Emergency Management Agency to make that work a reality.

As to initiatives that enhance the capabilities of our first responders, the first and largest of these is the Emergency Communications Transformation Program, or ECTP. A multi-year, multi-agency initiative, ECTP will modernize virtually all aspects of the City's Emergency 911 (E911) System—from the phone lines that carry 911 calls, to the facilities where those calls are handled, to the communications systems that dispatch first responders to an emergency. DoITT's role in this transformative project is to procure and manage the deployment of these technologies. As you know, with any project as large and ambitious in scope as ECTP, there are unexpected challenges and issues during implementation that must be addressed. There have also been a number of significant accomplishments to date.

Among these successes is the installation of AVL, or automatic vehicle location technology in public safety vehicles. This program provides dispatchers with accurate information on the location of emergency vehicles so they can improve the manner in which they dispatch. AVL began in September 2005 as a pilot program with Emergency Medical Service (EMS) units on Staten Island and in southern Brooklyn, a system under which the average EMS response time to the most serious medical emergencies was reduced by 33 seconds.

Along with the Fire Department, DoITT completed citywide installation of AVL technology in approximately 1,100 emergency vehicles in 2006. Installation of AVL in more than 600 EMS ambulances was completed in July, and installation in nearly 500 Fire Department vehicles was finished by the end of August.

Next is the development of a new Public Safety Answering Center, or PSAC 1. PSAC 1 will serve as the primary call-taking environment for all of the City's emergency first responders. DoITT, along with the Police and Fire Departments, has worked with the Department of Citywide Administrative Services to develop site plans, floor layouts, dispatch consoles, and technology plans for the new site. The facility is now being configured with key systems and support infrastructure, including the installation of consoles and the integration and testing of computer and radio systems. It is anticipated that the Police Department will move into the facility late in 2007, with the Fire Department to follow in mid-2008.

Another significant element of ECTP is the upgrade and replacement of the City's E911 telephone network. This upgrade will provide the City with carrier-grade telephone switches and the modern call-taking and dispatch equipment required to operate at PSAC 1 by replacing our current telephone infrastructure, now nearing its end-of-life. In order to implement this upgrade we conducted a negotiated acquisition, leading to contract registration last December.

While we complete PSAC 1, we are also making long-term plans for the creation of a PSAC 2 facility. Ultimately, this facility will be used in conjunction with PSAC 1—as a fully-redundant, load-balanced backup facility. Since we last testified, the City has finalized the facility's space requirements and its technology program. Exhaustive negotiations have taken place with the site's landlord and have appeared to come to a standstill, so steps are now being taken by the City to acquire the property. In the interim, while the plans for PSAC 2 are being finalized, and the facility built, we have invested significantly in enhancing the reliability and resiliency of back up centers for the Police and Fire Departments.

With the Fire Department, for instance, we have partnered to renovate its borough Communication Offices (COs). This work will replace antiquated equipment and provide needed redundancy and back-up facilities until PSAC 2 is completed. DoITT has already replaced failing radio towers at the Staten Island, Bronx, Queens, and Brooklyn COs, as well as at the FDNY Long Island City facility. In order to ensure that FDNY dispatch continues without disruption, we have also completed, or are in the process of completing, upgrades to many of the Fire Department's technologies, including the logging and recording system, Emergency Response System (ERS) and Box Alarm Receiving System (BARS), and the Voice Alarm system.

While implementation of the many projects associated with ECTP is ongoing, the Administration has already made substantial improvements in communications technology for first responders in other areas. Last September, the Mayor announced creation of the New York City Wireless Network, capping a nearly three-year collaborative process that included the NYPD, FDNY, Office of Emergency Management, Department of Transportation, and DoITT. To build, equip and maintain this network, and to provide the City technical support, we awarded a five-year, \$500 million contract. The City has already secured roughly \$20 million from Department of Homeland Security to help fund network design and build-out, and we are aggressively pursuing available funding to support this important investment.

This citywide mobile wireless network, or NYCWiN as it has become known, is a next-generation, fully-interoperable, IP-based network, which will enhance emergency communications by linking first responder personnel on-scene with incident managers at remote sites through real-time data and video feeds. During non-emergency periods, NYCWiN will support and enhance a host of other public service applications used by agencies across the City, by enabling data transfer rates 50 times faster than what is used today. This network is now operational throughout lower Manhattan south of Canal Street, river-to-river, with the

testing of multiple agency applications underway. These applications include license plate recognition cameras, intelligent transportation equipment, and automatic vehicle location (AVL) technologies. The Department of Environmental Protection will also pilot test its automated meter reading (AMR) program on the network in lower Manhattan, which will likely reduce the costs associated with conventional methods of water meter reading. This technology will also improve customer service by increasing actual read rates, providing customers with better consumption information, and detecting potential water leaks.

In addition to high-speed, IP-based data transfer achieved through NYCWiN, the other part of our first responder communications picture is traditional voice communication, achieved through radios used by public safety personnel. Here, I would like to briefly describe some additional accomplishments we have made in this respect.

First, we are in the process of implementing an integrated public safety radio network, known as the Channel 16 Radio Project, to support (1) FDNY and EMS dispatch communications, and (2) the day-to-day and emergency-related communications of multiple City agencies that will replace the current agency legacy radio systems. Among the major benefits are that Channel 16 will have multiple levels of “backup” redundancy and will not rely on commercial phone lines or power, thereby avoiding a significant vulnerability to outages.

As you know, we have also recently implemented a major radio enhancement through an upgrade to the City’s 800MHz Radio Network. Now, with a more robust platform, which provides multiple, borough-based transmit sites, the 800MHz Radio Network offers improved coverage and capabilities throughout the city. This network provides a means for secondary responders to have interagency communication during major incidents, through the use of specialized talk groups.

The 800MHz Network is monitored on a 24x7 basis by OEM, which conducts regular roll calls among the entities that utilize it. In the event of an emergency, designated personnel in these agencies would use the appropriate channel to share information and facilitate coordination.

In August, the City reached a significant milestone when it successfully conducted interoperability exercises with the Department of Homeland Security, as part of a requirement to validate the region’s capabilities. As a result of these initiatives, New York City’s interoperable systems are now considered to be among the best in the country, and we continue to work with DHS to meet federal mandates related to interoperability.

Beyond the realm of public safety and service, there is DoITT’s Technology Services Division. This unit provides citywide IT services—with an emphasis on cross-agency applications—to maximize the use of common tools and methodologies and achieve significant economies of scale. We do this in a number of ways, be it by hosting the applications of many agencies at our Data Center, offering centralized email to nearly 50 agencies and more than 20,000 users, or by offering IT HelpDesk and network provisioning services citywide.

In addition to leveraging its technology infrastructure to the City, DoITT is also engaged in many cross-agency initiatives, including:

- **Business Express**, with the Department of Small Business Services and several other agencies, including DOF, the Department of Buildings, and the Department of Consumer Affairs – which is intended to serve as a one-stop shop for businesses when they interact with the City;

- **DataShare**, with 15 City and state criminal justice agencies, and the Mayor's Criminal Justice Coordinator – which will enhance support for investigations, trial preparation and case follow-up to improve public safety outcomes;
- **E-Lobbyist**, with the Campaign Finance Board (CFB), City Council, and City Clerk's Office – which will enable the CFB to determine whether matching funds should be provided for candidates based upon the donations they accept, and require lobbyists and their clients to enroll and file Statements of Registration online.

The last of DoITT's newly re-organized units is the Planning Policy and Standards Division, charged with citywide IT planning, policy, and compliance, as well as fulfilling DoITT's regulatory role of franchise administration. Notable here is creation of a Citywide IT Strategic/Portfolio Management function. Working closely with the Office of Management and Budget, this role will help us ensure that citywide IT investments continue to be aligned with the City's core objectives.

In the procurement area, DoITT has pioneered the development of citywide contracts, enabling the City to leverage its considerable size and purchasing power to ensure significant cost savings for IT goods and services. Among the latest of these has been the establishment of two contracts for citywide voice and data services over a period of five years. These agreements will allow the City's municipal government, as well as several related public agencies located in New York City, to procure local and long-distance voice and data services at considerable discounts. We estimate that as a result of these contracts, City agencies and other government entities will save approximately \$25 million per year (a 20% reduction) on their phone bills, and have better service levels than in the past.

DoITT is currently working on developing a template for competitive cable television franchising that will bring the swiftest and broadest possible buildout of competitive, state-of-the-art television and broadband services to the entire city. This effort has been complicated somewhat by the fact that in December the FCC, over the objections of our and many other cities around the country, voted 3-2 to adopt new rules affecting local cable television franchising; and that only this week did the FCC explain, in a 90-page report, its position on the issue. Having preliminarily reviewed the FCC's report, we hope it will not affect our ability to move forward quickly. DoITT continues its work with the industry to ensure that our goal of achieving the fastest, broadest buildout of new competitive services for all New Yorkers is met. We are happy to brief Chairperson Katz, and other interested council members, on this process as it continues.

As you know, in 2005 DoITT also established franchises with six companies to install equipment boxes and antennas on the tops of street poles throughout the city for wireless technologies. This initiative can improve reception for cell phones and other wireless devices, including devices within buildings. Over the past year, DoITT conducted a second phase of poletop reservations, bringing the total active reservations to approximately 630 citywide. Although placement of antennas has not yet commenced, the franchisees have allocated money for their construction and have begun necessary engineering work for installation to begin this year.

As DoITT moves forward with this and the other initiatives I mentioned today, we look to do so by continuing to garner feedback from a wide range of stakeholders, consistent with the implementation of our overall Citywide IT Strategy I mentioned to start my remarks today.

Implementation of Local Law 47 is one example of how we are already doing so. As you know, this law consists of two basic requirements: that DoITT issue periodic reports to the City Council Speaker, the Public Advocate, and community boards regarding data collected by 3-1-1; and that we conduct quarterly meetings with the community boards to review the reports' content and format. The reports produced pursuant to this law are posted monthly to *NYC.gov*, and the dialogue we have had with community boards and the City Council so far, over a number of meetings, continues to be relevant and productive. It is my firm belief that we ought certainly to be planning with and enabling our community boards to better do their jobs, as it will mean superior City service delivery overall.

Our work continues with specific community boards as well. Last September, DoITT launched the *NYC.gov*-hosted website of Queens Community Board 9, the first community board site to be built using TeamSite, the City's enterprise content management system. Since then, the websites of Brooklyn Community Board 15 and Manhattan Community Board 3 have also come online, with similar development for Manhattan Community Board 7 also underway. In each case, DoITT trains the staff of the board in the use of TeamSite, empowering them to fully manage their own content. DoITT, of course, provides ongoing publishing assistance and support as necessary and when requested. We stand ready to replicate these efforts for any community board wishing to partake of these services.

With the City Council, we are working to fully redesign the look and feel of its website. Portions of the Council website will also be managed leveraging TeamSite, to facilitate content updates for the latest news and council member information. As the first step of this collaboration, DoITT established a customized email news registration system for the Council in January, whereby subscribers can receive weekly schedules of City Council hearings and events.

To complement all of these efforts, we will also be conducting customer satisfaction surveys in 2007, to gauge how well the public assesses the service it receives at both 3-1-1 and *NYC.gov*. That call volumes and page views are as consistently high as ever is fair indication that awareness of 3-1-1 and *NYC.gov* is prevalent; we now need to ascertain how well that recognition translates into results.

In closing, DoITT's Fiscal 2008 Preliminary Budget provides for operating expenses of approximately \$308.3 million, a decrease of \$3.3 million over Fiscal 2007's forecasted budget. The budget includes \$71.8 million in Personal Services to support 1,097 full-time positions, and \$236.4 million for Other than Personal Services. Of the \$308.3 million, \$107.2 million represents Intra-City funds to be transferred from other agencies to DoITT for the services it provides. Telecommunications costs represent the largest portion of the Intra-City expense. Fiscal 2007 Intra-City telecommunications expenditures are budgeted at \$90.2 million, while total telecommunications costs are budgeted at \$97.8 million.

Thank you for your time this afternoon. We would now be pleased to address any questions you may have.