

**DEPARTMENT OF INFORMATION TECHNOLOGY AND TELECOMMUNICATIONS TESTIMONY
BEFORE THE CITY COUNCIL COMMITTEES ON FIRE AND CRIMINAL JUSTICE, PUBLIC SAFETY,
CONTRACTS, OVERSIGHT AND INVESTIGATION, AND TECHNOLOGY
RE: EXAMINING THE NEW YORK CITY DEPARTMENT OF INVESTIGATION REPORT ON THE CITY'S
PROGRAM TO OVERHAUL THE 911 SYSTEM
WEDNESDAY, FEBRUARY 25, 2015**

Good morning Chairs Crowley, Gibson, Rosenthal, Gentile, and Vacca, members of the committees on Fire and Criminal Justice, Public Safety, Contracts, Oversight and Investigations, and Technology. My name is Anne Roest and I am the Commissioner of the Department of Information Technology and Telecommunications, or DoITT. Thank you for the opportunity to testify today on the City's Emergency Communications Transformation Program, or ECTP.

My first task after Mayor de Blasio appointed me as DoITT Commissioner in May was to assess, restructure, and manage ECTP. We completed a robust assessment in August¹ with partners from NYPD, FDNY, DDC, City Hall, OMB and OCEC and began to implement significant reforms throughout the fall, which I will share with you today. I also brought copies of the assessment in case anyone would like to review it. We believe the Department of Investigation's report reaffirms and validates the direction the de Blasio administration has pursued since its comprehensive technology review of the program last summer.

In 2004, the City of New York began ECTP, a multi-year, multi-agency initiative to modernize and consolidate the City's 911 emergency communication system, the most complex and expansive system in the nation. As you may recall, eight years later, in December, 2011, as part of ECTP, the NYPD and FDNY 911 operations were co-located into the first Public Safety Answering Center (PSAC). Since then, the City has been moving toward the development of the second PSAC, in the Bronx, to ensure fully-redundant 911 operations for the first time in its history.

By the end of 2013, the projected opening date for Public Safety Answering Center 2 (PSAC2) – the City's second emergency call-taking and dispatch center – was December 2015.

In May 2014, during an ECTP briefing, First Deputy Mayor Anthony Shorris was informed that the go-live date for PSAC 2 had slipped dramatically and would now be delayed to 2018. In addition to the delay, the cost was expected to increase by at least \$100 million. As a result, the de Blasio administration halted all new work on ECTP in order to conduct a thorough examination which I led and which assessed all facets of the program, including scope, budget, schedule, and governance.

The City's comprehensive review for the first time included representatives of all stakeholder agencies, and revealed a number of root causes for repeated program challenges and delays, including overreliance on external consultants and lack of communication with, and input from stakeholder agencies.

The report that DoITT published, in collaboration with our partner agencies, included dramatic recommendations to improve these deficiencies and charted a path forward for effective completion of major program components pulling the date into 2016, with residual items completed in 2017. The assessment was further able to add key requirements and remove

¹ <http://www1.nyc.gov/assets/home/downloads/pdf/reports/2014/ECTP-60-Day-Assessment-Final-140806.pdf>

those no longer needed, allowing for ECTP to be completed within the remaining established capital budget of \$2.03 billion and not escalate the cost.

Since releasing the 60-Day Assessment in August of last year, DoITT has been actively pursuing ECTP reform, and making real progress in meeting our goals. We have moved forward on many of the recommendations that resulted from our 60-day assessment which I will focus my testimony on. Many of these recommendations were validated by the DOI's investigation as best practices that should be in place to ensure project success; the DOI's report has still other recommendations that we support and are working to implement, which I will also address in my testimony.

Better Decision-Making and More Accountability

One of the deficiencies our review of ECTP exposed was the lack of clear governance principles. There were many stakeholders involved in the project, but no clear mechanisms for managing progress and ensuring accountability. A plan that offers clear accountability or direction for stakeholder decision making and escalation is a critical success factor for any project of ECTP's magnitude. It should enable, and require, sustained participation from all stakeholder agencies for the duration of the program, and include executive-level oversight with active and committed participation from agency heads.

We have fundamentally changed the project's governance. We created an ECTP Steering Committee, responsible for directing and advising the ECTP Management. The Steering Committee is comprised by City Hall, FDNY, NYPD, and DoITT. We meet weekly. In short, the Steering Committee was created and is used to monitor program progress and relay its decisions to the program. The committee's role is to understand the key issues, risks, and requested changes, approve or escalate budgetary-related changes, and to provide advice and decision-making for escalated items. We also have created an Executive Committee chaired by the First Deputy Mayor which included Commissioners from the NYPD, Fire Department and DoITT as well as the Mayor's Office of Operations which meets quarterly and deals with items that need escalation.

Scope and Schedule

The ECTP Steering Committee has also taken on the task of clearly defining the program's scope, and has for the first time broken the project into distinct workstreams, each with distinct goals. Breaking the project into workstreams has allowed us to restructure how the components will be delivered. Delivering in phases will allow us to deliver sooner and with less risk. In short, we have a better plan that clearly lays out the program's scope and direction. A workstream is a sub-project of ECTP; for example, Network, Telephony, and PSAC2 are all workstreams of ECTP.

Empowered Leadership

As noted in the DOI report, it is important that there is centralized authority over ECTP. Prior to the completion of DOI's report, the Mayor charged me as the single point of accountability for ensuring the program's success. While the governance model I described earlier is intended to enhance communication and collaboration, I am responsible for managing ECTP and have the authority to make decisions that could affect the scope, schedule, and budget. It is vital that I maintain an open line of communications with the stakeholder agencies and that the agency executives are engaged and supportive of final determinations. It is also worth noting that I am in the process of hiring an Associate Commissioner for ECTP to report directly to me, replacing the ECTP Director position which has been vacant for some time.

Bringing the Work In-House

Our findings in the 60-Day Review also indicated the value of appointing a Vendor and Contract Management lead, and providing staffing necessary to effectively oversee the numerous vendor engagements and contracts associated with the program. We eliminated layers of vendors, so that the vendor responsible for delivery is in turn directly communicating with stakeholders and City program management – not with other vendors. The City has reduced sub-contractor involvement, including the removal of a number of consultants managing delivery of PSAC2 from **137 to 23**, and for the first time shifting much of their responsibility to City staff. We are filling all vacant and funded ECTP positions (there were many) and have approval to add 17 more city positions to the project. These city employees continue the work that had been being performed by outside consultants.

Improving and Simplifying Reporting

Standardized program reporting is also an area where we have sought to improve ECTP. ECTP Management now receives clear and concise weekly reports from each workstream, which are substantially shorter than earlier reports. Also, critically, the reports are prepared by City management staff, not by consultants.

Integrity Oversight

The DOI report also recommended the use of an Integrity Monitor that can independently assess the risks of a large-scale project such as ECTP. We agree with this recommendation, and DoITT is currently working with DOI on procurement of Integrity Monitoring Services. To further support a focus on improving program quality, DoITT has received approval to fill additional positions in our Quality Management Unit. These internal staff will be focused on quality review and reporting on ECTP management, program deliverables, and program processes.

Record-keeping and Retention Policies

DOITT is retaining all documents related to the ECTP program. Regarding record-keeping, ECTP uses a document management system within SharePoint which includes all project management documents such as management plans and processes, vendor and resource management docs, risk and issues repository, change control documents, action items, status reports, project-level working documents, and formal deliverables. ECTP Management is using the new site successfully.

By fundamentally altering the management approach toward ECTP – by re-establishing the City as the program lead, integrating stakeholders into the governance process and by eliminating layers of consultants, and breaking down large projects into smaller, more manageable ones – we have the key ingredients for successful completion of this vital initiative. I look forward to continuing our collaboration with stakeholder agencies and DOI to deliver the modern, updated 911 system New Yorkers deserve, which we intend to do on schedule and within budget.

I thank the Committee members for their time this morning, and am happy to take any questions you may have.

Thank you.