CAPITAL BUDGET WORKSHOP FY17



July 27th, 2016

THE PURPOSE OF TODAY

⊙ Overview the capital funding process

- What makes a cultural organization's capital project successful
- Funding constraints and time frames

● Initiate the process

- Meet fellow cultural organizations and learn about the City agencies (DCLA, DDC, EDC, DCAS, OMB) involved in the process
- Meet your DCLA project manager

Recent Capital Projects



Staten Island Zoo's carousel



Mind-Builders



The new Whitney



Brooklyn Children's Museum



Blackbox Theatre at Downtown Art

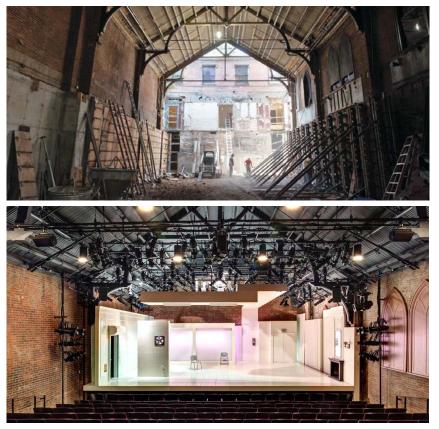


Weeksville

DCLA'S GOALS FOR CAPITAL PROJECTS

Enhance the public's experience of cultural life in New York City through projects that:

- Increase public access to cultural programming throughout the City
- Contribute to the vibrancy and diversity of the City's communities and maximize the effectiveness of public/private partnerships
- Preserve and promote the highest quality cultural facilities, programs and collections

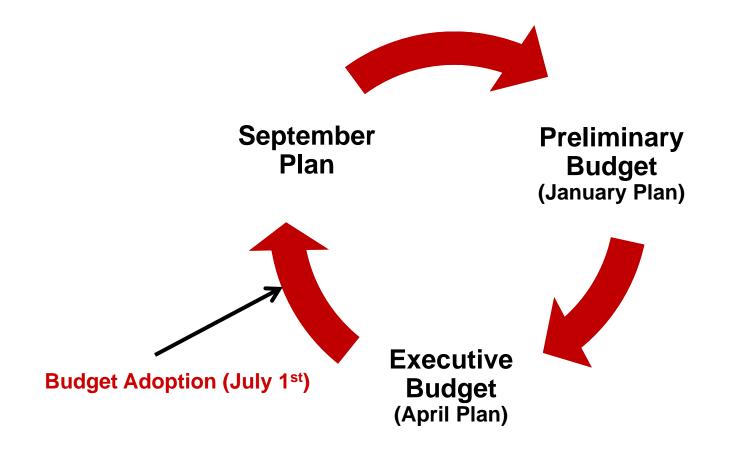


Atlantic Theater's state-of-the-art renovation of their main stage theater

YOUR ORGANIZATION CONTRIBUTES TO THESE GOALS – THAT'S WHY YOUR PROJECTS HAVE BEEN FUNDED!

THE CITY'S BUDGET CYCLE

Each plan updates the City's budget to reflect current project funding needs, there are three major updates during the course of a fiscal year.



INITIAL REQUIREMENTS and EXPECTATIONS



Every project must <u>further a public purpose</u>, and the improved property or purchased equipment must be used consistently with the mission of the organization for the duration of the useful life of the improvement or equipment. Projects must establish a legal interest in the City funded asset by:

- o enhancing City Owned Property or
- on non-City owned property, by including the following:

⊙ Restrictive Covenant

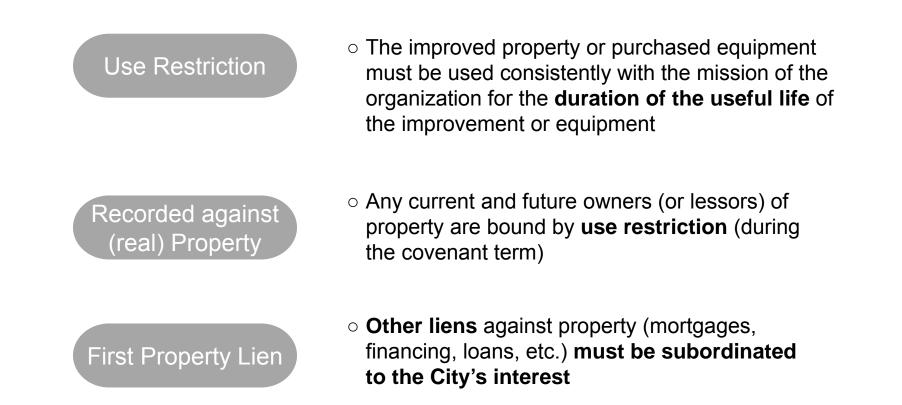
When capital funds are being used for a capital improvement (**non-City owned property**)

⊙ Security Agreement

When capital funds are being used to invest in movable equipment or systems (e.g. computer system, furniture) (non-City owned property AND, in some instances, City-owned property)

The cultural organization must have site control for the duration of the capital improvement's useful life (10-30 years), measured from the date of substantial completion.

RESTRICTIVE COVENANT & SECURITY AGREEMENT



YOUR ORGANIZATION MUST AGREE TO THESE CONDITIONS TO RECEIVE CAPITAL FUNDING NON-COMPLIANCE PUTS ALL CITY FUNDING AT RISK

FUNDING CONDITIONS AND EXPECTATIONS

• Organization agrees to:

- Follow the City's process, comply with all requirements, and obtain approvals in order to successfully complete the project
- Initiate the project with DCLA and respond to City requests for information in a timely manner

• Your funding allocation does <u>NOT</u> guarantee:

- Approval by government entities
- Disbursement of funding according to a pre-conceived timeline
- Disbursement of funding for a pre-conceived, unapproved scope of work or equipment purchase



FULLY FUNDING THE PROJECT

Before the project starts, any gap between funds available and the project's total cost <u>must</u> be closed through other secure sources such as:

- o Board Donations
- o State and/or Federal Funds
- o Cash-in-hand
- o Other Non-City Funding

ORGANIZATION RESPONSIBILITIES

• Get scope and design approvals for all city-funded capital projects

- DCLA approval at design phase milestones (Scope Development, Schematic Design, Design Development, Construction Documents)
- DCLA approval prior to submission to PDC or LPC
- Include accurate information on operating implications (increased costs, maintenance, security, etc.)

• Operational Responsibilities:

- Filings with DOB, FDNY, etc.
- Violations
- o Maintenance Plan
- Certificate of Occupancy
- Public Assembly permits
- DCLA approval of donor credit, naming rights, press announcements (including capital funding announcements) and signage

GETTING STARTED WITH YOUR CAPITAL PROJECT



Bronx River Art Center's (BRAC) groundbreaking ceremony in June 2014

STEP 1: (RE)DEFINE YOUR PROJECT

Since submitting your Capital funding request, things might have changed, e.g.

- Your project was not fully funded
- Design plans or your organization's priorities changed
- You received a major grant other than from the city

The actual project scope can be different from the project described in your funding request.

The project scope should realistically reflect the funding available in the active fiscal year. Discuss your project in detail with your DCLA Project Manager as soon as possible so that we can initiate the administrative review and approval process.

Documents you should prepare for DCLA's review:

- All projects DCLA's program form and itemized budget
- If applicable Design documents and cost estimates
- FA and CCGs: Scope narrative, application package, board resolution, and program form

THE FOUR KEY REVIEW STAGES

1 DCLA	2 DDC/EDC/DCLA/DCAS	3 OMB	4 COMPTROLLER
Scope Review & Approval	Administration & Management	Project Review & Approval	Project Review & Approval
Establishes project eligibility and feasibility	Works with architects, engineers and the organization to manage the design and construction process	Reviews the project for capital eligibility and issues necessary funding approvals	Reviews and authorizes capital projects for conformity with applicable accounting standards and directives

ELIGIBLE PROJECTS

Two types of projects are eligible for funding:

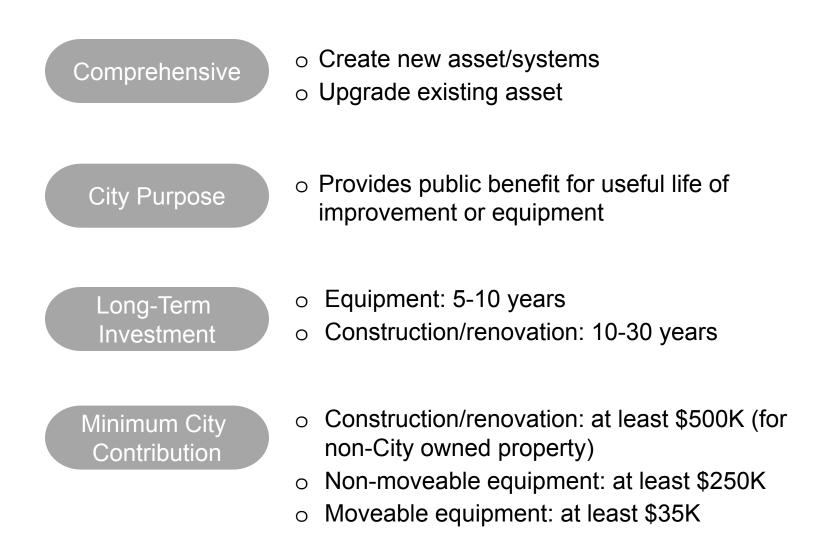
Construction/Renovation

- o Construction of new facility
- o Expansion of existing facility
- Upgrade/renovation of contiguous existing space
- Upgrade/replacement of building system e.g. HVAC
- \$500K minimum initial City contribution for non-City owned property



- Equipment systems or standalone equipment (at least \$35K)
- \$250K minimum for non-moveable equipment (e.g. bolted down seat systems)

CAPITAL ELIGIBILITY: DETAILS



DIRECTIVE 10: CHARGES TO THE CAPITAL PROJECTS FUND

In order to attain capital eligibility, a project <u>must</u> comply with the Comptroller's Directive 10 and its definition of <u>comprehensive betterment</u>:

- Directive 10 defines comprehensive betterment as extensive, physically connected, and typically involved in all four trades (electrical, plumbing, HVAC, and general construction)
- It specifically does not allow work in non-contiguous spaces unless functionally related, i.e. dependent upon each other and necessary for the asset to perform its primary purpose
- If a project does not meet this definition of comprehensive betterment, the cost of renovations to different areas of a building or element of infrastructure must each be a \$35,000 minimum
- http://www.nyc.gov/html/ddc/downloads/pdf/nfpp/Dir10-CapitalProjectsFund[1].pdf

INELIGIBLE CAPITAL COSTS

Maintenance	0 0 0	Repair/Maintenance work, e.g. roof patching Painting & carpeting unrelated to capital project Extended warranties Maintenance agreements & service contracts
Operational	0 0 0	Employees' salaries Administrative expenses Training
Studies	0 0	Environmental assessments (as a stand-alone item) Feasibility studies
Fixtures	0 0	Fixtures or equipment that require attachments to the property are ineligible without a restrictive covenant or security agreement Organization-specific signage/donor plaques
Other	0 0 0	Owner's representative fees, fundraising, financing, or legal fees Work performed prior to the capital allocation Organization's project management costs Custom Databases

o Consumable Goods

OVERVIEW: LOCAL LAWS & CITY POLICIES

These Local Laws and City Policies may apply to your Capital Project and should be discussed with DCLA project manager.

- Local Law 1: M/WBE
- Local Law 77: ULSD & BAT
- Local Law 58: Accessibility/ADA
- o Local Laws 84/85/87/88: Greener, Greater Building Plans
- Local Law 86: Green Buildings Law
- o Local Laws 118, 119, 120 & 121: EPP
- Interfund Agreement Fees (IFA)
- State/City Environmental Review Act (SEQRA/CEQR)
- Tropical Hardwoods (NY State Finance Law § 165)
- o Wicks Law
- Project Labor Agreements (PLA)
- Landmarks Preservation Commission (LPC)
- Public Design Commission (PDC)
- Department of Buildings (DoB)

Please see Appendix for links to resources.

ADDITIONAL APPROVALS

NOTE: Projects may be subject to additional approvals from the following agencies and commissions:

Landmarks Preservation Commission (LPC)

Public Design Commission (PDC)

- Approval required for any alteration, reconstruction, demolition or new construction affecting landmarked property
- Documents, drawings and other materials describing proposed work reviewed and approved before issuance of permit
- Fees for LPC permits when work requires DoB permit
- o <u>http://www.nyc.gov/html/lpc/html/home/home.shtml</u>
- o Approval required for exterior work on or above City-owned property
- Conceptual, preliminary and final designs are reviewed and approved
- o http://home2.nyc.gov/html/artcom/html/home/home.shtml

Department of Buildings (DoB)

- Reviews and approves plans and permits for construction and renovation projects
- Fees for inspections and permits performed by the DoB
- o <u>http://www.nyc.gov/html/dob/html/home/home.shtml</u>

PROJECT ADMINISTRATION & MANAGEMENT

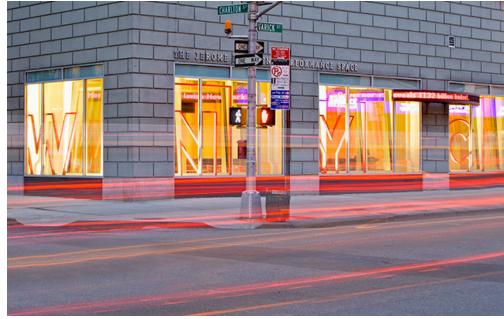


The team for South Street Seaport Museum's Wavertree restoration project

PROJECT MANAGEMENT METHODS

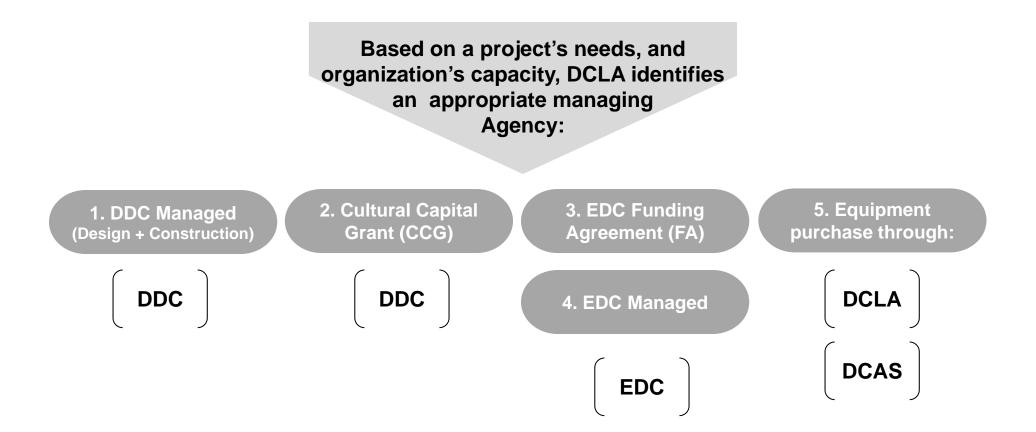
There are <u>five</u> ways cultural capital projects are managed:



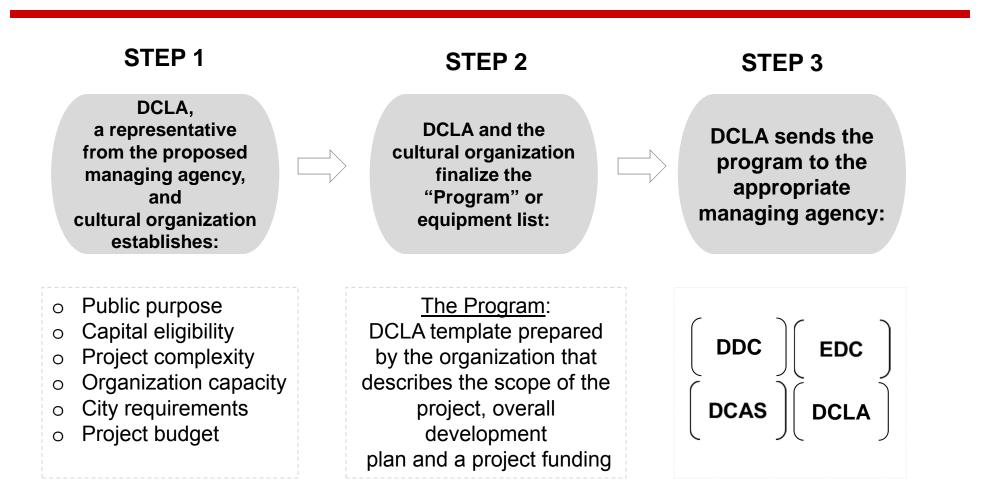


The Jerome Greene Performance Space at WNYC

PROCESS OVERVIEW



INITIATING THE PROJECT



DDC MANAGED: CRITERIA

- Generally, smaller cultural organizations that do not have the financial and operational resources and experience to manage capital projects benefit from DDC's project management and design resources
- Ideal for projects with limited private funding, where City funds must pay for design, or where city funds may be spread over multiple fiscal years
- Design and construction phases are managed (DDC does <u>not</u> manage design only)



The Brooklyn Children's Museum's expansion and renovation project was managed by DDC. BCM is the country's first LEED-certified children's museum.

DDC MANAGED: DETAILS

DDC administers the project and its funding:

- o Procurement of consultants and contractors
- Management of contracts for design and construction
- Review of design
- Regulatory approval review
- Construction progress
- Budget management and oversight
- o Compliance and payment administration

Project Team: Cultural organization, DCLA, DDC and consultants DDC Managed projects use both in-house resources and private consultants and contractors

DDC MANAGED: EXAMPLES



Snug Harbor Building E's exterior restoration





Brooklyn Children's Museum's new roof canopy

South Street Seaport Museum's Wavertree leaving for the dry dock

DDC MANAGED: DESIGN PROCESS

DDC can contract for <u>design</u> in four ways:

Design & Construction Excellence

- A quality-based selection for procurement of design services.
- Allows the City to hire firms based on their qualifications and past work, rather than on the more traditional lowest bid methodology.
- Selection and Award takes about 3 months.
- Design Schedule varies from 9 months – 2 years depending on the size of the project.
- Visit the DDC website for the current list of Design Excellence Consultants

Request for Proposal (RFP)

- A custom RFP and contract is written for projects that require special expertise.
- Firm is chosen based on specific project needs and process typically exceeds 6 months.
- Design Schedule varies greatly depending on project size, but it is recorded in the contract with the architect.

Requirements Contract

- Specialized firms in mechanical, electrical, engineering, exterior, landmark and landscaping that are on retainer contract with DDC.
- Selection takes 4–6 months
- Design Schedule takes
 6-12 months.

DDC In-house Design

- Pilot program
- Intended as timeefficient solution for straight-forward projects
- Will apply to clearly defined, limited scope (e.g. parking lot)
- o Details forthcoming

DDC MANAGED: CONSTRUCTION PROCESS

DDC contracts for construction in TWO ways:

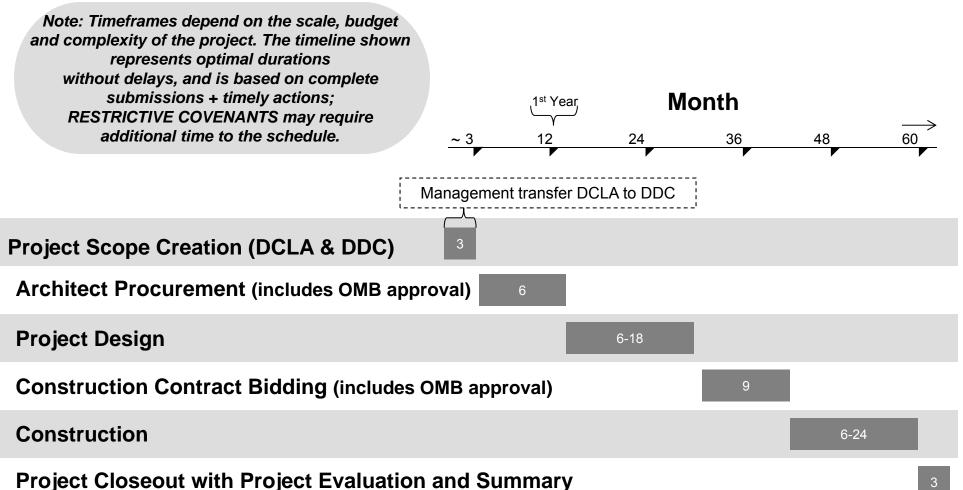


- The DDC openly and competitively bids the project
- Selection Time: 5-6 months
- Construction Schedule varies, typically 2-3 years
- DDC manages project in-house or supplements management with a construction manager



- On-call, requirement contracts that are best used for small, simple projects
- Construction Schedule varies, but typically shorter because of small size of projects (1-2 years)

DDC MANAGED: TIMELINE



DDC CULTURAL CAPITAL GRANT (CCG)

A Cultural Capital Grant allows a cultural organization to manage its own project while protecting the City's investment of public dollars. A CCG:

- Guarantees scope at a fixed price
- Allows capital funds to be reimbursed to the organization; cost overruns are borne by the organization
- Assures robust public-private funding partnerships



Carnegie Hall's Educational Wing opened in fall 2014

CCGs: EXAMPLES



BBG's Discovery Garden opened in June 2015



St. Ann's Warehouse opened in fall 2015



The Weill Music Institute at Carnegie Hall opened in fall 2014



Installation at the Cooper Hewitt Smithsonian Design Museum

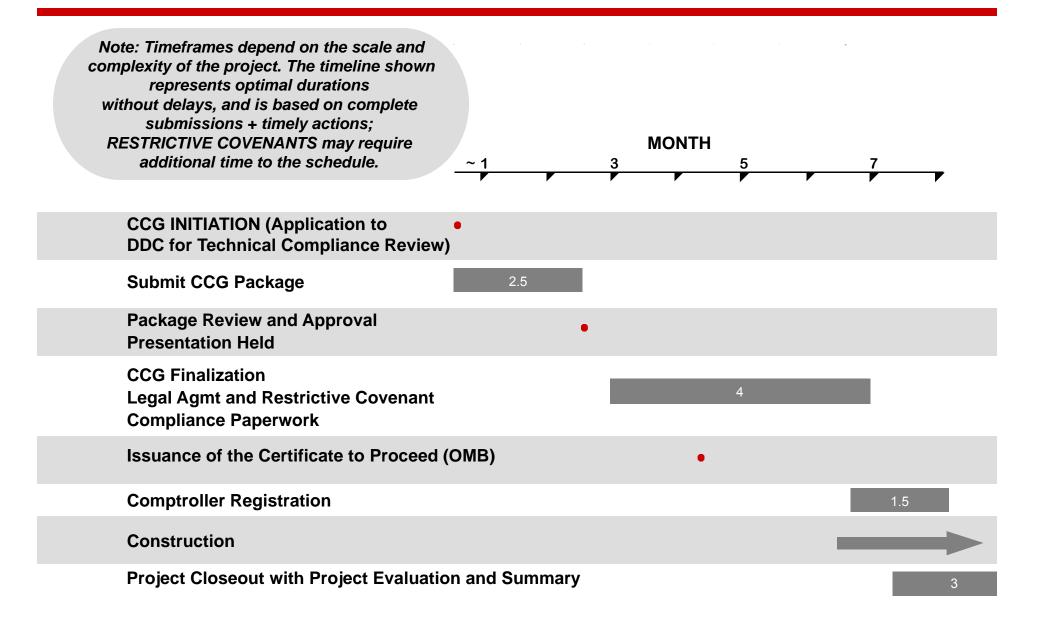
DCLA REVIEW FOR CCG ELIGIBILITY

The following is a sample of requirements to establish organizational capacity to manage a project:



- Clear rationale for the project
- Comprehensive, recent master plan or strategic plan; project is technically complex and has special scheduling needs
- Project types include major renovation and construction
- o Compliance Paperwork (Vendex, Insurance, RC etc.)
- o Relevant project management experience
- Addresses future maintenance/operation changes
- Familiarity with approvals (ULURP, LPC, PDC etc.)
- Successful execution of mission
- o An actively engaged Board
- o Effective leadership/administration staff
- Project requires significant private contribution, typically 50%
- City funding is at least \$1 million in current fiscal year
- Capacity to fully finance project / cover all cost overruns
- Capital campaign/plan with realistic goals
- Institutional track record of successful fundraising campaigns

DDC CCG: TIMELINE



EDC FUNDING AGREEMENT

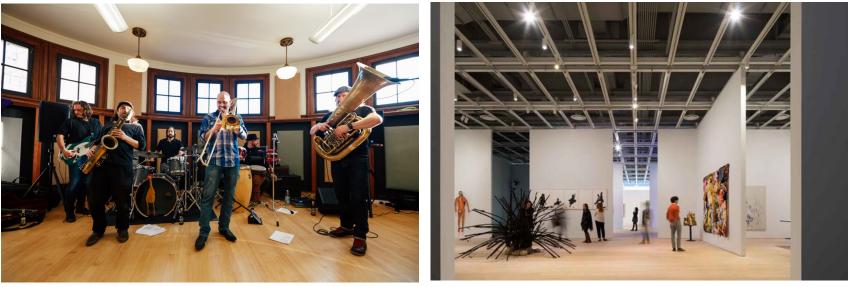
If City funding is allocated through a contract between EDC and a cultural organization, the following conditions apply:



The Whitney opened its new downtown home in May 2015

- Project has an economic development focus
- Organization has the capacity to implement and maintain its capital project
- Project is technically complex and has special scheduling needs
- Organization is responsible for any cost overruns
- Specific requirements, approvals and the Funding Agreement (FA) process must be complete in order to receive funds
- Project requires significant private contribution
- City funding is at least \$500K and <50% of total project cost

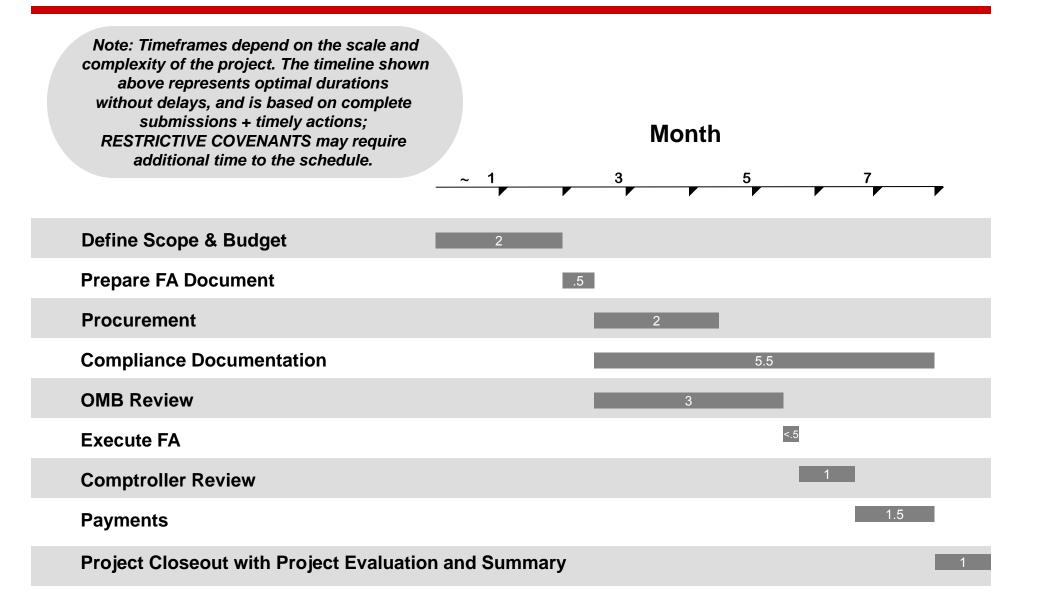
EDC FUNDING AGREEMENT: EXAMPLES



Spaceworks Williamsburg

Whitney Museum of American Art

EDC FUNDING AGREEMENT: TIMELINE



EDC MANAGED

- Projects must include an **economic development focus** (e.g. located within a redevelopment area and/or opportunity for job creation)
- Project is technically complex and/or has special scheduling needs
- Generally smaller cultural organizations that do not have the financial and operational resources to manage capital projects benefit from EDC's project management resources
- Ideal for projects with limited private funding or where the organization pays for design
- Design is procured through a Request for Proposal (RFP); construction is managed by a pre-selected Construction Manager and a shortlist of contractors
- Typically applies only to organizations on City-owned property

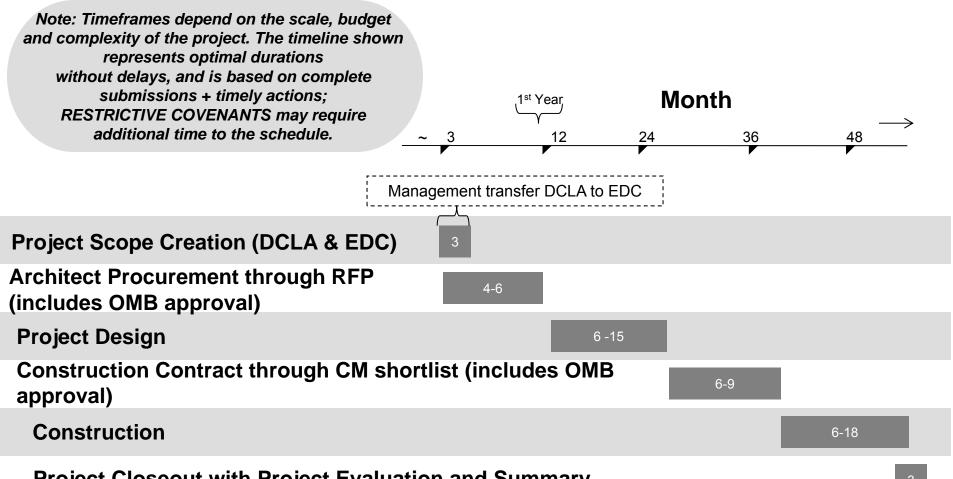
EDC MANAGED: EXAMPLES



BRIC's Downtown Brooklyn location by night

Museum of the Moving Image's Screening Room

EDC MANAGED: TIMELINE



Project Closeout with Project Evaluation and Summary

EQUIPMENT: BASICS

All equipment contracts are governed by:

- New York City's Comptroller's Directive 10
- o NYS Local Finance Law
- NYC Charter Chapters 9 & 13
- o NYC Procurement Policy Board Rules



DCTV: Shared Media Storage System









EQUIPMENT: GUIDELINES

What constitutes an equipment system project?

- Each system must be \$35K or over (\$250K minimum for non-moveable equipment)
- If there are multiple components to the system, it must be demonstrated how each part or group of parts is interrelated and integral to the system
- Useful life of equipment must be at least 5 years



Steinway piano purchase for Harlem School of the Arts

The cultural organization must have site control for at least 5 years from the time equipment is <u>purchased</u>.

EQUIPMENT: CAPITAL ELIGIBILITY

Capitally Eligible

✓ Equipment Systems

- o Theatrical lighting
- o Audio Visual systems
- o Sound systems
- o IT systems

✓ Vehicles

Not Capitally Eligible

- Consumable goods (ie. draperies, lamps)
- **○** Laptops, PDAs, other handheld devices
- \odot Software
- \odot Ineligible in a system purchase:
 - o Carrying cases
 - o Projection screens
 - Equipment that needs to be attached or mounted to non-City owned property is ineligible without a Restrictive Covenant or Personalty Agreement

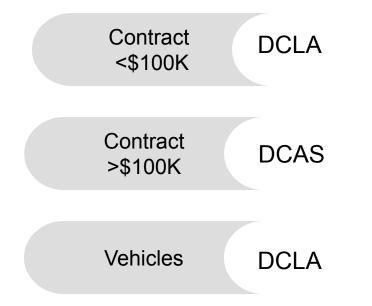
SAVE THE DATE:

A mandatory equipment meeting will be held on

Wednesday, September 28th, 2016 at DCLA

EQUIPMENT: PROCUREMENT

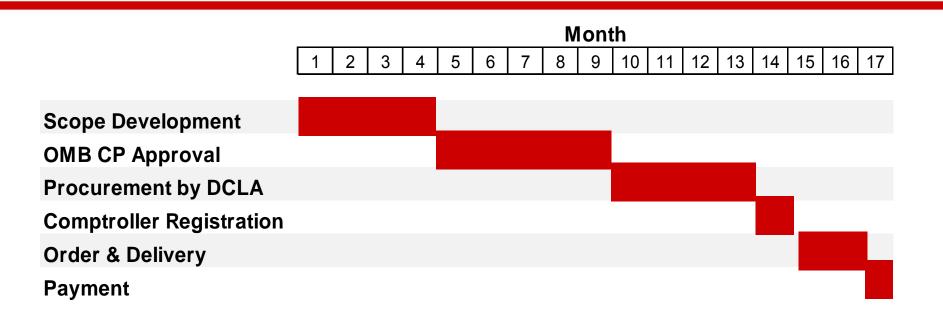
Who manages the equipment procurement process?





Lower Eastside Tenement Museum Interactive Multimedia System

EQUIPMENT: TIMELINE



Note: timeframes shown above are anticipated durations without delays, and based on organization's complete submissions + timely actions.

OMB (OFFICE OF MANAGEMENT AND BUDGET)

- The Office of Management and Budget (OMB) reviews all project documentation:
 - Capitally eligible project scope
 - Itemized Budget & Funding status
 - o Legal Agreement
 - o City ownership

-OR-

o If Non-City ownership, Restrictive Covenant and/or Security Agreement

• Review time is estimated to be 90 days

• If OMB approves the project, OMB will issue a Certificate to Proceed (CP)

COMPTROLLER

With the CP in hand, the Managing Agency (DDC/EDC/DCLA) prepares compliance paperwork and awards the design consultant or contractor. The project is submitted to the Comptroller for registration.

- The Comptroller verifies procedural compliance and accuracy of agreement information
- Process includes 30 days for Comptroller review
- Once the Comptroller's office gives approval, the contract, purchase order, grant or funding agreement is registered.



The Weeksville Heritage Center recently received the "Best New Building" award, the Municipal Art Society's highest honor.

KICK OFF & CAPITAL PROJECTS IN PROGRESS



Caribbean Cultural Center's groundbreaking in September 2014

CAPITAL PROJECTS IN PROGRESS

Finally, design/construction commences. Alternatively, equipment is purchased or the requisition process begins.

- Managing Agency is in charge of day-to-day project management. You will have a dedicated Project Manager at both agencies (DDC & DCLA or EDC & DCLA).
- The organization's responsibilities are:
 - Attend all meetings (e.g. bi-weekly design and construction meetings for DDC and EDC managed projects)
 - Follow City requirements on procurement, reporting and reimbursement (CCG/FA)
 - **Respond in a timely matter** to questions and RFI's (Request for Information)
 - ⊙ If you have plans to announce or publicize your capital funding, capital project, or events around design or construction, please inform your DCLA capital representative with as much advance notice as possible. We will work with you to confirm funding amounts and coordinate with officials when appropriate.

NOTE: Project timeline and budget can shift throughout the process due to unforeseen field conditions, scheduling constraints, and other external circumstances.

Scope changes during the design or construction phase will cause delays and lead to cost increases.

AT LAST: RIBBON CUTTING!



The Smithsonian Cooper Hewitt Design Museum reopened after an extensive renovation in December 2014.

DCLA CAPITAL UNIT CONTACTS

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www.nyc.gov/culture

APPENDIX

These Local Laws and City Policies may apply to your Capital Project and should be discussed with DCLA project manager.

Local Law 86: Green Buildings Law	 Applies to projects with City contribution over \$10M or >50% of project costs Types of requirements: LEED rating level and/or energy cost and potable water reductions LL86 analysis meeting held before design starts (DDC managed) http://www.nyc.gov/html/oec/html/green/ll86_basics.shtml
Local Laws 118, 119, 120 &121:EPP	 Applies to projects >15,000sf and requiring a DOB permit but not covered by LEED requirements of LL86 Requires Environmentally Preferable Purchasing of certain goods & construction products cited in NYC EPP Minimum Standards <u>http://www1.nyc.gov/site/mocs/resources/environmental-preferable-purchasing.page</u>
Local Law 1: M/WBE	 Sets goals for participation of minority or women owned construction and service firms in City projects LL1 expands upon LL129 with updated goals: elimination of \$1M cap; counting prime and subcontracts >\$1M toward goal; inclusion of standard
	 services as industry subject to M/WBE <u>http://www1.nyc.gov/site/mocs/resources/mwbe-regulations.page</u>

State/City Environmental Review Act (SEQRA/CEQR)

• Applies to city-owned property

- Evaluates a project's impact on the environment, e.g. purpose, appearance or condition of a structure or natural resource
- <u>www.dec.ny.gov</u> and <u>http://www.nyc.gov/html/oec/html/ceqr/technical_manual_2014.shtml</u>

Local Law 58: Accessibility/ADA

- Mandates that the design and construction of buildings accommodate the accessibility needs of disabled persons, including appropriate routes of movement in the interior and exterior of the building, interior room modifications, and adjustment of facilities
- o http://www.nyc.gov/html/mopd/html/laws/local.shtml

Interfund Agreement Fees (IFA)

- Applies to all capital projects. Does not apply to equipment purchases
- An administrative fee that is deducted from your capital funding allocation
- o IFA ranges from 2-14%
- o Addressed in the NYC Comptroller's Directive 10, Section 9.0
- <u>http://comptroller.nyc.gov/wp-content/uploads/2014/03/Dir10-</u> CapitalProjectsFund.pdf

Tropical Hardwoods NY State Finance Law §165

- Government agencies in New York are prohibited from purchasing or obtaining certain tropical hardwoods in any form for any purpose.
- o http://codes.findlaw.com/ny/state-finance-law/stf-sect-165.html

ULSD & BAT Local Law 77

- Requires the use of ultra-low sulfur diesel (ULSD) and "best available technology" (BAT) for reducing emissions from non-road equipment used on City construction projects
- <u>http://www1.nyc.gov/assets/ddc/downloads/Sustainable/local-law-77-ultra-low-sulfur.pdf</u>

Greener, Greater Building Plans

- GGBP targets energy efficiency in large existing buildings (>50,000 sf) with suite of laws:
 - LL84 Benchmarking: requires annual benchmarking of energy and water consumption
 - LL85 NYC Energy Conservation Code (NYCECC): requires buildings to meet the most current energy code for any renovation or alteration project
 - LL87 Energy Audits & Retro-commissioning: conduct an energy audit and perform retro-commissioning every 10 years
 - LL88 Lighting & Sub-metering: upgrade lighting in nonresidential space to meet code & provide large commercial tenants with sub-meters (reports due by 2025)
- o <u>http://www.nyc.gov/html/gbee/html/plan/plan.shtml</u>

NOTE: City owned and non-City owned Projects will be subject to different requirements considering the following laws:

Non-City owned:

- Wicks Law requires separate primes (typically General, Plumbing, HVAC & Electrical)
- Applies to DDC-managed projects on non-city owned property
- Contracts >\$3M must comply with Wick's Law
- Contracts <\$3M can use one General construction contract; GC must provide names and prices of Plumbing, HVAC & Electrical subcontractors
- <u>https://labor.ny.gov/workerprotection/publicwork/PDFs/WICKS%20Reform%2020</u>
 <u>08.pdf</u>

City-owned:

- PLA is a pre-hire collective bargaining agreement with one or more labor organizations that establishes the terms and conditions of employment for a construction project
- Applies to DDC-managed projects on City-owned property
- PLA allows City to enter into one General Construction contract vs. multiple primes of Wicks Law
- o M/WBE goals still apply
- o http://www1.nyc.gov/site/mocs/contract/project-labor-agreements.page

Project Labor Agreements (PLA)

Wicks Law

ADDITIONAL APPROVALS

NOTE: Projects may be subject to additional approvals from the following agencies and commissions:

Landmarks Preservation Commission (LPC)

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