

BUDGET NARRATIVE

Brighter Futures: Electrifying NYC's Vital Spaces to Build Resilient Communities

Expenditure of Awarded Funds

The "Brighter Futures" project, spearheaded by the New York City Department of Citywide Administrative Services (DCAS) in collaboration with the New York Public Library (NYPL), NYC Public Schools (NYCPS), NYC Housing Authority (NYCHA), and NYC Department of Housing and Preservation (HPD), is seeking federal funding through the Climate Pollution Reduction Grant Implementation Program (CPRG-I) to carry out building electrification measures outlined in NYC's PCAP. These measures encompass electrification initiatives across both public and private buildings, demonstrating a comprehensive approach to advancing sustainability and resilience in vital spaces across the city.

The Brighter Futures project, led by DCAS and a coalition of stakeholders, aims to reduce emissions from institutional buildings and housing, aligning with NYC's energy reduction goals and promoting environmental justice to accelerate progress toward climate and environmental objectives. This budget narrative provides a detailed description of the applicant's approach, procedures, and controls for award fund management and reasonableness of the budget. For a detailed budget breakdown, which is also itemized in the attached SF-424A, please reference the attached Budget Spreadsheet – Budgetcalcs_DCAS.

DCAS, as the project lead, brings extensive expertise in budget management and program implementation, ensuring the successful execution of the Brighter Futures project. Their experience is demonstrated through several key programs:

- The [Accelerated Conservation and Efficiency \(ACE\) program](#) serves as a model for subawards to NYCPS, NYCHA, and HPD. Numerous emissions reduction projects have been funded and completed under this program since 2014. This program has established robust processes, including Memorandums of Understanding (MOUs) and requires monthly progress reports, risk mitigation strategies, and a comprehensive close-out process.
- The [Agency Energy Personnel \(AEP\) program](#) also serve as a model for award and subaward to DCAS, NYCPS, and NYCHA. Under the program, DCAS has successfully supported the funding of energy management staff at various agencies., following MOUs, quarterly expenditure documentation, performance evaluations, and activity reports tracking spending, monitoring accomplishments, and facilitating compliance with program guidelines.
- DCAS's [Capital Project Implementation \(CPI\) program](#) is responsible for construction implementation at NYPD and NYPL and effectively implemented numerous capital-funded energy projects with stringent procurement processes are followed to engage qualified vendors and the CPI Program maintains budget compliance and oversees project implementation.

With a demonstrated track record in budget management and program implementation, DCAS is well-equipped to oversee the efficient use of funds and the successful implementation of the Brighter Futures project. As the Lead Applicant and recipient of the CPRG-I award, DCAS' Division of Energy Management (DEM) team will be the primary recipient of CPRG-I funding and responsible for overall grant administration. DCAS will manage project delivery contracts for electrification measures, procure contracts for NYCPS electrification, and report financial and programmatic progress to the EPA, ensuring that projects are delivered according to scope, schedule, and budget. All subrecipients will be

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responsible for reporting into DCAS, although they will programmatically manage their own scopes. The approach to grant management includes the following measures:

Financial Accountability: DCAS will maintain accurate and up-to-date financial records, ensuring transparency and accountability in the use of grant funds. DCAS and their partners will use grant funding to hire grant administration and program management support to oversee the success of this program, with support and collaboration from DCAS' experienced project teams. DCAS will conduct regular budget monitoring to compare actual expenditures against the approved budget.

Internal Controls and Compliance: DCAS will implement robust internal control mechanisms to ensure compliance with relevant laws, regulations, and grant requirements. These controls include segregation of duties, regular audits, and periodic reviews of financial transactions. DCAS and their subrecipients will adhere to applicable federal regulations, reporting requirements, and any specific guidelines provided by the EPA. DCAS will ensure compliance with all federal, state, and local regulations including ensuring Davis Bacon Prevailing Wage and Build America, Buy America Act (BABA) requirements.

Procurement and Contracts: DCAS organization will follow established NYC, state, and federal procurement policies and procedures to ensure the fair and efficient procurement of goods and services. DCAS is extremely familiar with procurement requirements and will ensure all rules and regulations are followed. Grant funded projects will adhere to applicable federal regulations, including those related to competitive bidding, cost reasonableness, and contract management.

Timely Reporting & Communication: DCAS and their coalition members are committed to providing accurate and timely reporting, both to the granting agency and to internal stakeholders. DCAS, building on prior experience managing large project projects, will submit accurate and comprehensive financial reports, progress reports, and any other required documentation within the prescribed timelines.

The Brighter Futures project budget includes reasonable, allowable, and realistic costs. The project team is committed to the project's success. The budget includes anticipated expenses and requests funding from the EPA. A budget summary is shared in **Table 1**. **Table 2** includes a summarized budget according to each project measure.

Table 1: Overall Project Costs Summary

Budget Object Category	Year 1	Year 2	Year 3	Year 4	Year 5	Total Cost
TOTAL PERSONNEL	\$1,720,000	\$1,720,000	\$1,720,000	\$1,720,000	\$1,720,000	\$8,600,000
TOTAL FRINGE BENEFITS	\$1,008,436	\$1,008,436	\$1,008,436	\$1,008,436	\$1,008,436	\$5,042,180
TOTAL TRAVEL	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL EQUIPMENT	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL SUPPLIES	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL CONTRACTUAL	\$240,189	\$480,379	\$45,499,593	\$42,587,041	\$24,792,255	\$113,599,457
TOTAL OTHER	\$28,915,564	\$73,184,656	\$107,436,581	\$107,506,879	\$53,539,171	\$370,582,852
TOTAL DIRECT	\$31,884,190	\$76,393,471	\$155,664,610	\$152,822,356	\$81,059,862	\$497,824,488
TOTAL INDIRECT	\$0	\$0	\$0	\$0	\$0	\$0

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Total Costs	\$31,884,190	\$76,393,471	\$155,564,610	\$152,822,356	\$81,059,862	\$497,824,488
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Table 2: Budget by Project

Project Measure	Measure Name	Total Cost	% of Total
1	New York Public Library (NYPL)	\$49,925,633	10%
2	New York Police Department (NYPD)	\$64,188,566	13%
3	Health Building	\$13,127,437	3%
4	New York City Housing Authority (NYCHA)	\$194,543,851	39%
5	New York City Public Schools (NYCPS)	\$166,149,758	33%
6	Housing Preservation & Development (HPD)	\$9,889,243	2%
Total			\$497,824,488

Personnel: DCAS Grant Administration and Program Management

DCAS, as the lead applicant, will oversee and facilitate the implementation of each measure through a team of Project Managers and Grant Coordinators. Salaries for these positions are based on median salaries within DCAS. The breakdown of grant administration and program management personnel are included below. DCAS will fill these roles to oversee the program:

Technical Projects Delivery Personnel: These three new staff members will be hired to support DCAS' Energy Management group in program delivery:

- 1 FTE Design-Build Manager to ensure design-build projects are being administered in a smooth and timely manner in accordance with the terms of the contract.
- 2 Procurement Specialists to manage procurement procedures and compliance for the lifespan of the contracts and ensure compliance with City, state, and federal procurement requirements.

As lead applicant, DCAS will be responsible for managing the ~\$500 million in funding across the coalition members and partners and is thereby requesting funding to ensure the staff capacity to meet the reporting and financial requirements of the grant. DCAS will hire multiple grant personnel to oversee the grant and coordinate amongst the subawards. These staff members will be hired by DCAS:

- 1 senior grant administrator to oversee junior grant administrator, manage communications with the EPA, and oversee grant compliance, reporting, and budget management.
- 1 junior grant administrator to assist the senior grant administrator and provide support with reporting and grant management.
- 2 senior financial analysts to collect and oversee reimbursement and any other documentation needed from contractors, with one supporting the Energy Management Team and one supporting the Fiscal and Business Management team.
- 2 Junior Financial Analysts with one supporting the Energy Management Team and one supporting the Fiscal and Business Management team.
- 2 engineering auditors to manage compliance with grant compliance and with NYC Comptroller's Directive 7, which requires the appointment of Engineering Audit Officers (EOOs) who must follow protocols for auditing payment requests received under construction, equipment, and construction related service contracts, including desk audits and site visits.

Each coalition member in turn is requesting program and grant administration support to assist in program implementation as detailed below. These costs are captured in their subaward costs under the budget category "other direct costs."

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Measure 1 NYPL:

- 1 FTE engineer to oversee the technical implementation of the NYPL portfolio.
- 1 FTE Project Manager - Schomburg Center for Research in Black Culture
- 1 FTE Project Manager - Parkchester Library
- 1 FTE Project Manager - St. George Library Center

Measure 2 DCAS-led NYPD:

- 2 FTE project managers to manage delivery of the 9 NYPD precinct projects. The project managers will oversee, manage, provide technical expertise from initiation up to completion, support procurement, coordinate with all stakeholders, approve and process payments, participate in and lead project meetings, and approve and manage change orders.
- 1 engineer to oversee the NYPD portfolio. The engineer will provide technical support, review engineering packages, and provide support project management.

Measure 3, DCAS-led Health Building

No personnel requested under measure 3.

Fringe Benefits

Fringe benefits are requested for the 18 new 100% FTE staff positions by DCAS. Fringe benefits encompass additional employee benefits beyond salaries, such as healthcare, retirement contributions, and insurance. NYC's fringe rate is 58.63%. A breakdown of yearly fringe benefits is included in the table below for each new staff member. Fringe benefits for other agencies are captured in their subaward costs under the budget category "other direct costs."

Travel, Equipment, Supplies

These costs are not requested for this project.

Contractual

Contractual costs are requested for the DCAS-led project measures for the design and engineering, planning, project management, and construction of each proposed measure. Please refer to each program section for detailed breakdowns of the requested contractual costs and a description of how the costs were developed.

Other

Subawards are requested by NYCHA, NYCPD, and HPD to complete their measures. Other direct costs include \$300,000 for staff training on the use of new equipment at NYC Public Schools over the course of the project. NYCHA also seeks \$549,279 for hazmat testing at three public housing sites and electrical surveys at Pelham Parkway Houses in year 1 of the project.

Indirect

No indirect costs are requested to minimize administrative costs.

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Breakdown of Project Costs by Measure

Measure 1: New York Public Library (NYPL) Electrification

\$49,925,633 is requested for the electrification of three of its libraries: the Parkchester Library Branch in the Bronx; the St. George Library Center in Staten Island; and the Schomburg Center for Research in Black Culture in Manhattan.

Personnel: \$1,625,000

Funding is requested to create four dedicated 100% FTE staff positions within DCAS focused on managing and implementing the electrification part of the project with a Project Manager for the three libraries and an engineer overseeing NYPL's portfolio. At this time, these positions are vacant and are anticipated to be filled upon execution of a grant agreement with EPA, with an anticipated hire date by Spring 2025. The project managers and portfolio engineer will oversee electrification projects at the three libraries, coordinating construction, grant reporting, and ongoing operations. In collaboration with the Department of Citywide Administrative Services (DCAS), NYPL will install energy efficient Variable Refrigerant Flow (VRF) heat pumps and Air to Water Heat Pumps (AWHPs). These initiatives will be spearheaded by the project managers at the Schomburg Center for Research in Black Culture, Parkchester Library, and St George Library Center, supported by the NYPL portfolio engineer, to ensure the successful implementation of electrification measures.

Fringe Benefits: \$952,738

Fringe benefits funding is requested for the personnel listed above. Fringe benefits encompass additional employee benefits beyond salaries, such as healthcare, retirement contributions, and insurance. NYC's fringe rate is 58.63%. A breakdown of yearly fringe benefits is included in the table below for each new staff member. Fringe benefits for other agencies are captured in their subaward costs under the budget category "other direct costs."

Travel, Equipment, Supplies: None

These cost are not requested.

Contractual: \$47,347,896

Contractual costs are requested to fund the design build, environmental design and monitoring, construction management, and construction of the electrification of the 3 libraries. A total contractual amount of \$36,784,982 is sought for the physical construction work necessary for the project's completion. \$2,730,873 is requested in construction contingency to address any unforeseen circumstances or changes that may arise during the construction process. To support the design and implementation of environmental measures and monitoring protocols, ensuring compliance with relevant regulations, \$65,646 is requested. \$7,503,810 is requested to cover the costs associated with design activities, including architectural and engineering services, and effective management of the construction process. For monitoring of the project's performance and ensuring alignment with the desired objectives and targets, \$262,584 is requested under Monitoring and Verification (M&V). Existing staff will support community outreach initiatives. After a request for proposal (RFP) is issued in 2025, a design-build contractor will be selected in 2026 with procurement occurring in 2026, with the design-build starting in 2027 and ending in 2029. While estimating costs a 30% cost escalation was included to ensure all items will be procured and fabricated in the US to satisfy BABA requirements.

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Other Direct Costs: None.

Other direct costs are not requested.

Measure 2: NYC Police Department (NYPD) Precinct Electrification

\$64,188,566 is requested for the design, construction, and implementation of electrification 9 police precincts. Note that positions related to DCAS overall grant administration and program management are represented in the budget under this measure.

Personnel: \$6,975,000

Funding is requested to create one dedicated 100% FTE Engineer within DCAS focused on managing and implementing the electrification measures at NYPD buildings. NYPD's collaboration internally and with DCAS and the other agencies will ensure smooth project implementation and efficient financial management. The DCAS Grant Administration and Program Management positions, which are necessary to support DCAS's success as Lead Applicant for the project and to help DCAS co-lead direct implementation of the NYPL, NYPD, and Health Building measures, are bundled into the NYPD budget, with costs based on existing contracts. These positions include Project Managers, Engineers, Design-Build Managers, Procurement Specialists, Grant Administrators, Financial Analysts, and Engineering Auditors. At this time, these positions are vacant and are anticipated to be filled upon execution of a grant agreement with EPA. The positions will be primarily responsible for collectively overseeing construction management, progress tracking, compliance, procurement, grant administration, financial oversight, and compliance with the grant's reporting requirements.

Fringe Benefits: \$4,089,443

Fringe benefits funding is requested for the personnel listed above.

Travel, Equipment, Supplies, Other Direct Costs: None

These costs are not requested.

Contractual: \$53,124,124

Contractual costs are requested to fund the design, construction management, construction, and monitoring and verification of the electrification of nine police precincts. The project will be managed by DCAS Energy Management (DEM)'s Capital Project Implementation team through a design-build contract. Upgrades will include new heat pumps, electrification of heating, ventilation, and air conditioning (HVAC) systems, and advanced building management systems (BMS). These costs include construction, contingency, general conditions, design, overhead and profit, and bond and insurance. Construction will begin in 2027 and be completed by the year 5, 2029. A conceptual project cost was developed based on similar projects by DCAS. While estimating costs a 30% cost escalation was included to ensure all items will be procured and fabricated in the US to satisfy BABA requirements.

Measure 3: The Health Building Electrification

\$25,659,358 is requested for the design, construction, and implementation of electrification measures at the Health Building. No separate personnel costs are included for this measure.

Personnel, Fringe Benefits, Travel, Equipment, Supplies, Other Direct Costs: None

These costs are not requested.

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Contractual: \$13,127,437

Contractual costs are requested to fund the design and construction of the electrification of the Health Building. Costs also include construction contingency, environmental design & monitoring, and design and construction management related to the design building contract. Additionally, included within the contractual costs is a New York Power Authority (NYPA) Fee / Authority Overhead. This fee is charged by NYPA for costs incurred in connection with financing the project's delivery. By leveraging DCAS' long-term energy efficiency project delivery agreement with NYPA, DCAS will access key support with solicitations and with project management from NYPA that will enable efficient and effective project delivery. Procurement of Contractors for Design will begin in completed by March 2025. DCAS will issue an RFP to properly procure contractors for design and construction to enable expert project delivery. Project design and engineering plans will take place from April 2025 – February 2027 by the design contractor to support precise site planning and cost estimates and package development for Landmark Preservation Commission and Public Design Commission review. Electrification Measures will be completed between November 2027 and August 2029, which will include the removal of existing systems and the completion of electrification and energy retrofit measures by the construction contractor to complete project delivery. While estimating costs a 30% cost escalation was included to ensure all items will be procured and fabricated in the US to satisfy BABA requirements.

Measure 4: NYC Public Schools (NYCPS) Hot Water Electrification

\$166,149,758 is requested for the design, construction, and implementation of hot water electrification at New York City Public Schools.

Personnel, Fringe Benefits, Travel, Equipment, Supplies, Contractual: None

These costs are not requested.

Other Direct Costs: \$166,149,758

A subaward to NYCPS is requested to fund the design and construction of domestic hot water heat pumps at 500 school buildings across the City. NYCPS will identify the order of project implementation to align with prioritization of equipment at the end of its useful life. The agency, in partnership with DCAS, will complete the RFP process per Task 4 in attachment ProjectSchedules_DCAS. Completing the electrification process will involve NYCPS notifying contractors of upcoming work; site scoping to determine load; permitting (as needed); equipment acquisition; removal of existing systems; installation of new systems; and ongoing monitoring via controls. Buildings will be completed as follows: 30 completed by Oct 2025; 100 additional by Oct 2026; 150 additional by Oct 2027; 70 additional (i.e., all 500 complete) by Oct 2028. Project Execution will include rolling training opportunities for building operators as new systems are brought online, with two sessions in late Year 1 and six sessions per year in Years 2-5. Equipment costs are included in the contractor budget for DHW heat pump installations. While estimating costs it was assumed all items will be procured and fabricated in the US to satisfy BABA requirements.

\$300,000 is requested for staff training. NYCPS plans to conduct training every two months for equipment users, as equipment comes online. Two training courses will be held in year one and 6 training courses will be hosted per year in years 2-5. Training development costs are included within the year one costs.

As part of the subaward, \$5,946,232 in personnel funding is requested to create eight dedicated 100% FTE staff positions reporting to Chief Officer leading the Office of Energy & Sustainability. These staff will

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oversee all aspects of project delivery, site and contractor coordination, reporting, analysis, commissioning, contractor management, community engagement, and all other grant administration responsibilities. These positions will be created for this purpose with a targeted hire date by Spring 2025 upon execution of grant award and agreement with DCAS. NYCPS requests 8 FTE technical and grant operations managerial staff who will report to the Chief of Energy and Sustainability to support timely project delivery of 500 electric DHW heat pumps. Staff include the following:

- **Director, Climate & Sustainability Grant Programs (1 FTE):** Oversees the NYCPS grant implementation team across all aspects of grant administration, daily operations, implementation, monitoring/tracking, reporting, compliance, and partnership with the Brighter Futures coalition. Ensure a high level of performance from contracts/contractors across the entire proposed NYCPS project portfolio; assess ongoing progress against schedule, milestones, and goals; provide high-level impact analysis and project management.
- **Associate Director, Grant Operations (1 FTE):** Support Director to manage all administrative aspects of grant implementation including procurement, finance, personnel, reporting, and communications. Provide administrative support to Grant and Energy Management Team.
- **Senior Analyst, Energy & Emissions (1 FTE):** Support decarbonization strategy and planning through complex energy calculations and analysis, greenhouse gas accounting, data management, and metrics tracking to support grant operations and reporting to EPA, DCAS, and other stakeholders as needed.
- **Analyst, Energy & Emissions (1 FTE):** Support Senior Analyst; develop database to provide a singular source of building, project, and program data for energy and emissions tracking across all proposed NYCPS buildings to optimize efficiencies.
- **Associate Director, Energy Project Delivery (3 FTE):** These staff will each oversee all technical aspects of energy project delivery for an assigned portfolio of buildings and have day-to-day oversight of every DHW heat pump installation performed by contracted vendors, including compliance with all technical specifications, standard operating procedures, and best practices.

These positions are integral to the NYCPS project and program delivery for the full scope of the NYCPS proposal portfolio. NYCPS will partner with DCAS on processes related to new procurement to enable program activation; however, the NYCPS team will develop and manage the full scope of work for the duration of the grant performance period. \$3,486,276 is requested in fringe benefits per City personnel hiring guidelines; NYCPS requests funding for fringe benefits for all requested personnel.

Measure 5: NYC Housing Authority (NYCHA) Hot Water Electrification

\$194,543,851 is requested for the design, construction, and implementation of Hot Water Electrification at three NYCHA developments: Pomonok Houses, Pelham Parkway Houses, and Morrisania Air Rights.

Personnel, Fringe Benefits, Travel, Equipment, Supplies, Contractual: None

These costs are not requested.

Other Direct Costs: \$194,543,851

A subaward to NYCHA is requested for the design, construction management, construction, and monitoring and verification at each of the developments. This cost was developed based on conceptual mockups and prior work conducted by NYCHA. NYCHA will release and evaluate a Request for Quotes (RFQ) and Request for Proposals (RFP) for each measure and select design-build contractor(s) to complete the work. Design and construction will include removal of existing systems and installation and

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commissioning of new electrification systems, performed by the procured contractor(s). NYCHA intends to complete the electrification measures during the second through fourth years of the project, and the Budget Spreadsheet reflects this timeline. Costs are escalated based on an inflation rate which is typically used in estimating NYC projects. While estimating costs it was assumed NYCHA will seek BABA compliance. Other direct costs are requested for electrical surveys at the Pelham Parkway development performed by NYCHA and Hazmat testing at each of the three developments. Estimates were based off similar projects completed by NYCHA. Electrical and hazmat figures vary from development to development and have been determined based on results of surveys conducted by NYCHA.

As part of the subaward, \$901,981 is requested for personnel to create one 100% FTE staff position within NYCHA focused on managing and implementing the Hot Water Electrification part of the project. At this time, these positions are vacant and are anticipated to be filled upon execution of a grant agreement with EPA. These positions will be primarily responsible for managing consultants, design professionals, and contractors during construction, tracking progress, ensuring reporting requirements for the grant are met, coordinating with other agencies, and coordinating ongoing operations and maintenance efforts. Costs were based off existing A&E contracts. \$528,831 is requested in Fringe benefits funding for the personnel listed above.

Measure 6: HPD Affordable Housing Heat Pump Pilot

\$9,889,243 is requested for the design, construction, and implementation of HPD's Affordable Housing Heat Pump Pilot.

Personnel, Fringe Benefits, Travel, Equipment, Supplies, Contractual: None

These costs are not requested.

Other Direct Costs: \$9,889,243

A subaward to HPD is requested for effective program coordination, outreach, technical support, building screenings, installation oversight, and heat pump installations. HPD will select an installation partner for \$60,000 per year, totaling \$300,000, who will oversee program coordination, outreach, and engagement. Additionally, \$80,000 per year, totaling \$400,000, is requested for Technical Support to develop screening protocols, conduct project selection, perform research, and manage monitoring and verification contracts. To ensure accurate assessments, a contractor will perform 100 building screenings, with an estimated cost of \$150,000. For installation oversight, an additional 2% of the installation costs, totaling \$160,000, is allocated to ensure seamless implementation. While estimating costs it was assumed HPD will seek BABA compliance. \$8,000,000 is designated for a contract to install heat pumps in 500 dwelling units and \$16,000 is proposed for regular reports and the development of a final market report, providing valuable insights for future scalability and market analysis.

As part of the sub-award \$544,186 in funding is requested for staff positions within HPD focused on managing and installing heat pumps across 25 buildings (~500 dwelling units). HPD requests 2 personnel, including: 1 FTE program manager over 5 years with a 3% annual salary increase, based on HPD's average salary and 2% FTE for the current HPD Chief Sustainability Officer with a 5% annual salary increase over 5 years to provide program management support and oversee the successful completion of the project. These positions will assume primary responsibility for managing consultants, design professionals, and contractors throughout the construction process. The FTE role will involve overseeing progress, ensuring compliance with grant reporting requirements, coordinating with other agencies, and

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managing ongoing operations and maintenance efforts. The HPD CSO will play a crucial role in procurement and contractor management, while the Project Manager will ensure successful implementation and gather data for future deployment and policy adjustments. \$319,056 in fringe benefits funding is requested for the personnel listed above.

Reasonableness of Costs

The viability and cost effectiveness of these solutions is driven by the experience of this coalition implementing similar measures, multiple data-driven planning studies, and market research to develop and prioritize solutions that will maximize the impact of every dollar spent while benefitting underserved communities. All costs provided have been developed collaboratively with support from experienced engineers and cost estimators and incorporate industry best practices. The cost-effectiveness of these projects is especially evident considering the high prevailing costs in NYC compared to the rest of the U.S. Installation costs in NYC are 74% higher than they are in 30 other major cities, and NYC remains the highest cost of construction market in the country partly due to high material and labor costs.