

### Testimony of NYC Public Schools (NYCPS) On Streamlined College Acceptance for NYCPS High School Graduates Before the City Council Committees on Higher Education and Education

February 27, 2024

<u>Testimony of Kristen Harris, Executive Director for College and Career Planning, Office of</u>
<u>Student Pathways, NYCPS</u>

Good afternoon, Chair Dinowitz, Chair Joseph, and members of the New York City Council Higher Education and Education Committees. My name is Kristen Harris and I am the Executive Director for College and Career Planning in the Office of Student Pathways at NYC Public Schools. On behalf of Chancellor Banks, thank you for the opportunity to testify today on our efforts to streamline NYCPS students' application process to CUNY. I am joined by my colleagues Melanie Mac, Senior Executive Director for the Office of Student Pathways and Jon Quintanilla, Executive Director, Pathways Data. We are pleased to be here today to discuss our deep sense of urgency and commitment to strengthening our students' college and career pathways, and our partnership with CUNY supports that effort. I have been deeply engaged in this field for over 20 years, and I have witnessed firsthand the challenges students face in navigating the complex terrain of higher education, and the vital role that a comprehensive approach ensuring high quality college and career advising plays in supporting them through this journey.

Before we go any further, I want to thank both Chair Joseph and Chair Dinowitz for your commitment to the expansion of programs that remove barriers and increase access to higher education for NYC youth. We welcome the chance to talk with you today about our programs, strategies, and continued partnership with the City Council.

Chancellor Banks has set a bold North Star for New York City Public Schools: to ensure each student graduates on a pathway to a rewarding career, long-term economic security, and equipped to be a positive force for change. In setting this bold goal, Chancellor Banks has not shied away from the hard truths about our graduates' college and career readiness and NYCPS is deeply committed to improving upon our rates of 58% of seniors graduating college ready, 59% of graduates transitioning to a postsecondary pathway and 34% of graduates earning an Associate's degree or higher within six years. We would like to share the actions we have taken over the last year to strengthen college and career pathways and to achieve better outcomes.

The Office of Student Pathways, formalized in early 2022 under the leadership of Jade Grieve, Chief of Student Pathways, works with schools, districts, higher education, and employer partners to achieve better outcomes; we do this by enacting four key strategies to increase students' K-12 and postsecondary success, with a focus on long-term economic security: 1) strengthening college and career advising; 2) expanding high quality career-connected pathways



and aligned internships and apprenticeships; 3) enhancing 21st century skills like financial literacy and digital fluency, and 4) extending early college credit and credential opportunities to provide more young people with a headstart on their future after school.

Under leadership and vision of Chancellors Banks and Matos Rodriguez there is now deeper alignment across institutional values and missions and an even stronger commitment to our shared student body with 41 percent of our students transitioning to CUNY after graduation. NYC Public Schools' priority for college and career advising and awareness dovetails with CUNY's efforts to build seamless access and transition points while increasing the readiness of incoming students.

Today, out of the 64,000 students that graduate annually from NYCPS, roughly 25% of NYCPS students leave without a documented postsecondary plan and about 35% say they wish they had more and better support in navigating their college and career options based on annual senior survey data. College and career advising is an essential lever to achieving successful postsecondary outcomes for students. Currently, too few students have the information and advising support required to explore and understand how to navigate college and career pathway options and develop a robust, high-quality personalized plan to pursue their desired path after high school.

In order for us to achieve our goal of every student graduating with a strong plan and a head start on their path to long-term economic security, we must ensure that every student has access to high-quality college and career advisement by a knowledgeable adult that support the development of a strong, personalized career plan that activates their passion and purpose.

In the over two years since Chancellor Banks took office, we have taken significant strides towards addressing the gaps mentioned above by launching and expanding:

- Academic Policy that sets a standard for individual advising support across a students' high school experience
- Higher Education partnerships to increase access to dual credit course options, with a focus on courses aligned to high demand degree pathways
- A Pathways Advising Coalition a broad-based group of organizational stakeholders across the NYC college and career landscape now in its second year. Coalition goals include - agreed definition of high quality advising and aligned best practice implementation, standard metrics for success and essential training.
- FAFSA Guide translated in all official NYCPS languages, printed, and distributed to all NYCPS seniors
- Access to a streamlined menu of high quality digital platforms such Xello, SCOIR and Overgrad to provide comprehensive data management of students college and career exploration activities and postsecondary planning. These platforms expand the impact and reach of advising programs in our schools. Currently 250 high school have access to one of these tools.



 CUNY and SUNY Welcome Letter initiatives in support of New York State's College Application Month. Both letters featured affirming messages about students' ability to pursue higher education, confirmed that they have a place at CUNY/SUNY, and encouraged them to submit an application for free during the month of October.

The following highlights additional college and career advising and awareness programs for middle and high school students that reflect both NYC Public Schools priorities and the shared mission, value, and goals with CUNY:

- Next Steps Texts and Advising direct to student one way nudging text with reminders about deadlines, opportunities and affirming messages about planning for their future. 40,000 members of the class of 2024 have received a weekly text since September. Ondemand, after hour advising is available evenings and weekends staffed by licensed School Counselors and Social Workers expertly trained in college and career advising. 1400 students in grades 9 through 12 have engaged in individualized college and career advising through this service in the last year and received support ranging from career exploration through to FAFSA and CUNY or SUNY application completion.
- Student Success Centers: an advising model providing comprehensive college and career awareness and advising to all students on a school campus through CBO partnership and WBL for peer leaders.
- College and Career Advising Fellows: This initiative trains recent college graduates to
  work as full-time advisors from September through June in 10 NYC public schools to
  provide personalized college and career advising.
- College and Career Bridge for All: This program ensures that all graduates have a nearpeer mentor to support seamless transitions to postsecondary and avoid summer melt,
  including specialized referrals for students with disabilities, students in temporary
  housing and foster care, and multilingual learners and immigrant students. Near-peer
  mentors, or Bridge Coaches, are current college students, most of whom attend CUNY
  and are NYCPS graduates.

#### Admissions and Enrollment

Our students face technical and systematic barriers through accessing college ready coursework, completing the college and postsecondary application process, seeking financial aid and determining affordability, and ultimately making an informed postsecondary decision anchored in a sense of belongingness at their future college home. The welcome letter initiatives get to the heart of some of these technical and systemic barriers.

The CUNY Welcome Letter initiative aims to further eliminate barriers to higher education and make applying to college more accessible to NYCPS students. Building off of our well established and jointly funded fee waiver program, Chancellors Banks and Matos-Rodriguez partnered to send a signed personalized welcome letter to over 60,000 graduating high school seniors across the district. We saw a significant spike in submitted CUNY applications in October – over 36,000 applications, approximately three times the highest volume that we'd seen



historically. We also ran a parallel Welcome Letter campaign with SUNY. The scope and scale were similar with the exception of a two-week window at the end of October when the application was free for any applicant.

- NYCPS and CUNY began in the spring of 2023 for a fall 2023 launch.
- NYCPS and CUNY collaborated on every phase of the planning scope from drafting the language in the letter to modes of delivery and the communication strategy.
- NYCPS provided translations for the letter that lived on the Welcome Letter landing page on the CUNY website
- NYCPS provided training and office hours for school staff prior to the program launch
- NYCPS successfully advocated for students to use their OSIS number in place of the traditional CUNY generated fee waiver code during the weeks of the initiative - further streamlining the removal of the cost barrier.
- Extended Decision Deadline: In response to FAFSA delays and to minimize impact on students, CUNY has extended the deadline for student enrollment decisions to June 1st

#### Professional Development and Capacity Building

The Office of Student Pathways invests approximately \$16 million this year in schools directly through the College and Career Advising School Allocation Memo (SAM) in order to increase staff capacity for delivery of quality college and career advising support across a student's high school experience. Schools use these funds to supplement existing efforts to provide students with personalized college and career advising.

Further, we believe all students should have access to ongoing, personalized college and career advising to facilitate their progress through key awareness and planning experiences; to offer the relational support needed to explore and own a range of future possibilities; and to develop a strong, personalized plan to pursue their desired path after high school. To that end, we have curated a robust college and career advising training catalog with over 75 unique sessions totaling just under 95 PD hours. Workshop facilitators include a wide range of content experts from the field. At the end of SY 2023, 5,280 total staff received training. Out of 531 high school's we show that 514 (97%) have at least one trained staff.

### Ensuring Equity

NYCPS-CUNY has established a range of important equity-centered initiatives to strengthen advising and early college awareness opportunities for historically marginalized and underrepresented students. Those include:

Admissions and CUNY fee waivers: All financially eligible graduating students applying
to CUNY schools receive an application fee waiver. Over 50K application waiver codes
are distributed annually across all high schools. Waiver allocations are determined by



- enrollment of FRPL eligible students, with CUNY and NYCPS sharing the costs at \$65 per waiver.
- In response to the requirements outlined in Local Law 18, NYCPS is working closely with MOPD to comply with the law while considering the implications of FERPA and limited availability of resources. To date the Special Education Office has taken multiple steps to comply, including the addition of parent letters to every transition-age IEP explaining the process of obtaining accommodations in college, web updates (by MOPD and NYCPS) to provide additional guidance and support to students and families, and the expansion of Community Engagement Manager (existing TCAC staff) job descriptions to act as student advocates who support students directly with the college process. The short-term plan for the electronic data sharing system compliance is expected to be in place by this summer. Infrastructure development conversations are ongoing in response to a longer-term solution.

Looking across the efforts of both NYCPS and CUNY, we have laid a strong foundation of programs that enable many students to get an invaluable start on their postsecondary path through strong college and career advising, early college exposure, and removal of barriers when applying to college. We have learned together with our CUNY colleagues about readiness, transition, and persistence in college and are clear that there is still more work to do. The road ahead with CUNY and other higher education partners is to explore how we might push even further to streamline admissions through a simplified application and the use of student OSIS numbers in place of needing a CUNY fee waiver code.

We look forward to continuing to evaluate the quality of the college and career pathways and programs we are developing collaboratively with CUNY in pursuit of our central mission of ensuring our students' long-term career success and economic security. We anticipate this work will include strengthening our data infrastructure while broadening opportunities and programming specific to the needs of multilingual and immigrant students.

As we continue to evaluate our current partnership and ways to grow to meet student needs, we want to build on the strong alignment, partnership, and collaborative leadership of our Chancellors.

We thank you for your strong support and interest and look forward to your questions.

## Testimony of Dr. Reine Sarmiento Vice Chancellor of Enrollment Management City University of New York

# Streamlined College Acceptance of NYC Public High School Graduates New York City Council Higher Education Committee and Committee on Education Tuesday, February 27, 2024

Good afternoon, Chair Dinowitz, Chair Joseph, and esteemed members of the Higher Education Committee and the Committee on Education. I am Dr. Reine Sarmiento, Vice Chancellor of Enrollment Management at the City University of New York. I am here today to discuss recent initiatives to increase access and opportunity for New York City public school graduates in higher education: the CUNY Welcome Letter and our Apply for Free campaign during October, and to offer commentary on Governor Hochul's top 10% proposal.

First, in the fall, CUNY Chancellor Felix Matos Rodriguez and NYC Public Schools Chancellor David Banks cosigned personalized welcome letters to all NYC public high school seniors who are on the path to graduating in 2024. The letters offered students admission to the University's community colleges. They provided additional information about the University's 19 undergraduate college options and a QR code that led to the CUNY application. The power of these letters was that they were customized and tailored to each student's high school academic profile and accomplishments to date, equipping them with valuable information to navigate their postsecondary planning process effectively. All students graduating from high school were offered admission for Fall 2024 to one of the seven CUNY two-year colleges, while students with higher GPAs were encouraged to apply to CUNY four-year colleges. Approximately 65,000 high school seniors received letters distributed to students the first week of October to kick off CUNY Month

and coincide with the college application season. CUNY Month celebrates the University's vital role as a community anchor for the City. CUNY Month showcased the University's breadth of academic, athletic, and career offerings through more than 100 in-person and virtual events throughout October.

Second, in partnership with HESC's College Application Month, CUNY augmented its October outreach with an Apply for Free Campaign that waived the \$65 application fee. The waiver applied to NYCPS students for the entire month of October and extended to NYS residents for the last two weeks of October. The initial outcomes from these fall initiatives saw New York City students shine and are nothing short of extraordinary! We are encouraged by the results of these fall activities, demonstrating a clear example of what's possible when we work together to address systemic barriers limiting access to higher education. During the month of October, CUNY received more than 40,900 applicants, representing a 386% increase compared to the previous October. The increase from New York City Public Schools' applicants was 369%, and from non-NYC public high schools, the University experienced a 494% increase in applicants in October 2023 compared to October 2022. More than 34,000 New York City Public School seniors received an automatic fee waiver when submitting their CUNY application in October. By simplifying paperwork and facilitating communication between New York City Public Schools and CUNY, we've removed unnecessary hurdles for graduating seniors and reaffirmed to students that higher education is attainable and that CUNY doors are always open. As part of the CUNY Welcome Letter and CUNY Month initiatives, the University launched its new advertising enrollment campaign, "A Degree for Every Dream," across the tri-state area. The print and digital ads ran and continue to be seen in the NYC subway, buses, bus stops, LIRR, Metro-North, and NJ Transit. The campaign features more than 60 current CUNY students and alumni to highlight the University's unrivaled affordability, a vast range of academic programs, career support services, and social opportunities. Coming out for this next fiscal year, we will roll out a simplified CUNY application (with fewer questions), and the Counselor Corner will provide more student information about their CUNY application in one place and at their fingertips. Our strategy to reduce barriers for all students to plan for and access postsecondary education continues past the fall application season into the spring, supporting college transitions through our College and Career Bridge for All program ("Bridge Program"). This CUNY-NYCPS partnership program ensures all 55,000 NYCPS graduates have near-peer mentor support as they graduate high school. Students receive weekly tailored messaging via text and email, personalized based on the postsecondary plan, CUNY application, and financial aid status. The Bridge Program increases college enrollment for populations historically underrepresented in higher education. 82% of college-intending graduates served by the Bridge Program successfully enroll.

Third, Governor Hochul's top 10% proposal offers another promising avenue for talented students. Expanding SUNY and CUNY's automatic admissions pathways would provide guaranteed admission to high-achieving high school graduates, further bolstering access to a quality, affordable higher education. While specifics need careful consideration, this proposal deserves thorough exploration. However, these initiatives represent only a piece of the puzzle to providing a public first-rate education to all, regardless of means or background. To truly expand access for all and align with CUNY's strategic roadmap to uplift New York, we must build upon our existing endeavors that support pipelines to higher education. This necessitates utilizing resources that have

been made in large part, through the vision and commitment of the New York City Council as CUNY continues to:

- Address college affordability head-on. Continued investment in financial aid programs like TAP is crucial.
- Strengthen pre-college advising and mentorship. Equipping students with the knowledge and support to navigate the college application process is essential.
- Expand access to college readiness programs. Equipping students with the academic skills necessary for success in higher education is paramount.
- Reinvest in CUNY Reconnect, the New York City Council-funded program created to address the challenges of adult learners in enrolling and completing a college credential, which, since its inception in fall 2022, has enrolled over 14,000 students, surpassing the initial goal of 10,000 students. Thanks to the New York City Council, the program's renewal in its second year aims to strengthen retention and completion rates of these students by doubling down on resources required to remain enrolled, engaging with its public media campaign to become the standard for adult education programs in New York City.

By working together and with your continued support, we can ensure that every New York City public school graduate can pursue their educational dreams. Streamlined application processes, affordability initiatives, and targeted support programs are key ingredients in making this vision a reality. Thank you for your time and consideration. I welcome any questions you may have.

From:	Ted Leather <tedleather@icloud.com></tedleather@icloud.com>
Sent:	Thursday, February 29, 2024 3:11 PM
То:	Testimony
Subject:	[EXTERNAL] Oversight: Streamlined College Acceptance of NYC Public High School Graduates
Attachments:	Testimony Submitted 2-29-2024.pdf; Untitled attachment 00038.txt
Hello	
-	r, and I served on Citywide Council on High Schools from 2019 until this past June. the process of streamlining admissions into CUNY.
Sincerely,	
Ted Leather	

- Students start college intending to finish; no one starts an academic program, as opposed to a certificate program, **intending** to drop out. Most students in a 2-year college enroll in an academic course of study, earning credits they can use **should** they scale up to a 4-year institution. HOWEVER, most students a) do not finish and, therefore, b) do not scale up.
  - Some may start college, either a 2 or a 4-year, not knowing precisely where their funding will come from, still expecting to figure it out. If financing doesn't materialize, they may have to leave or take a break.
    - This uncertainty could be alleviated with stronger partnerships with education nonprofits.
- Less than one-third of NYC public school graduates who start college earn a degree, but a significant number of them acquire debt in the process.
  - 60% of students who start a 4-year college get a degree and more students enroll in 2-year colleges which have very low completion rates often because of running out of money.
  - Streamlining acceptance addresses the getting IN part but not the persevering part or the completion part. Can we - should we - address this flow of students and, rather than just streamline the process of getting INTO a CUNY, filter the flow to expose students to other pathways, given how poor the completion rate is?
- Roughly speaking, for every male college graduate, there are two females. And college educated women, as a bloc, do not marry down; they marry UP and ACROSS. With fewer attractive mates to choose from, what implications does this have for society?
  - o While this testimony is concerned with higher education, it must be stated that the current structure of the Fair Student Funding model has no provision for treating 'below grade' or 'well-below grade' students until 4<sup>th</sup> grade, and most of the metastatic problems we see in high school and middle school were treatable issues as early as Kindergarten and 1<sup>st</sup> grade. To wit:
    - Kindergarteners who miss or are late more than 40 days and, after two months of 1<sup>st</sup> grade, are on track for an equally spotty year, there should be an assessment of the child before the end of the calendar year, as opposed to waiting until fourth grade.
  - o Efforts should focus not just on low-income students but also those who live near persistent violence. Here I limit violence to the use of firearms and direct individuals to Thomas Abt's book Bleeding Out: The Devastating Consequences of Urban Violence--and a Bold New Plan for Peace in the Streets
  - Given that more students head to a two-year than any other category, it would be more productive if these students had the opportunity at to learn a

trade rather than muddle through Contemporary Ideas in American Foreign Policy and Intro to Statistics. Moreover, this opportunity should not be geographically constrained.

- o What are examples of "other pathways"?
  - HVAC
  - Welding
  - Culinary
  - Appliance repair
    - there are millions of A/C units and 100s of elevator in the city
- Partner with
  - MTA
  - Con Ed
  - FDNY
  - Commercial real estate
  - Health & Hospitals
  - Study Botany landscape architecture and work for the Parks Department.
  - Learn electrical and plaster work and work at a museum.
- The DOE provides metro cards and meals for a significant number of students; when these individuals are no longer DOE students but CUNY and SUNY students, they are still low income and hungry. How do these systems account for that?

### City Council Testimony at Meeting of Higher Education Committee February 27, 2024 Prof. Lorraine Cohen

My name is Lorraine Cohen, I am a retired Professor of Sociology in the Social Science Department at LaGuardia Community College. I taught at LaGuardia Community from 1993-2022. As such, I spent approximately 29 years of my professional career at CUNY. Among the many leadership roles that I played at the College, I was a department chair, and Chair of the LaGuardia chapter of our union - the Professional Staff Congress (PSC-CUNY). During my time at LaGuardia, I witnessed a dramatic decline in investment in public higher education. Mayor Adam's recent budget cuts to community colleges are just one example of this trend.

The Governor's desire to bring more students back to CUNY and SUNY is a commendable plan, but we must be able to serve students who do return. While the Governor's plan focuses on automatic admission for high performing students, the reality is that most students who are admitted to CUNY need some form of remediation as they are not fully prepared to do college-level work. With insufficient funding from the city and state, we cannot hope to keep students from dropping out once they arrive.

We know that money matters. ASAP students do well - they have free tuition, a laptop, money for transportation, and more educational advisement. This type of support is needed for all students to excel.

My testimony focuses on the way in which the University administration's development and implementation of an algorithm, or Index, as it is called, raises issues regarding its efficacy in placing students once admitted. I also argue that the concentration of power in the Central CUNY administration has had adverse consequences. "Remediation" and ESL have always been hot button issues. The policy of CUNY Central has been to marginalize the faculty that teach these courses and the students who require them.

About eight years ago, the college replaced the ACT test with an algorithm for the purposes of placement of students in Community and Senior colleges. The algorithm was based on multiple measures in contrast to the ACT test, which placed students based on how they scored on a single high stakes test. The change from using the ACT to an algorithm otherwise known as the Index, began as a top-down measure. The then VP at CUNY Central and his team designed and implemented these changes; faculty and Department Chairs in the areas of Developmental Education and ESL were given only a cursory opportunity to comment on or discuss their concerns. They had no say on the timing of its roll out, its scope, or the methodology used to create the algorithm. There was no pilot program that would establish its superiority as an assessment and placement tool.

Within a short time, the Index was used for all applicants to CUNY. It is used for placement in Senior and Community Colleges as well as placement in developmental

courses and ESL in the Community Colleges. Since implementation, there have been issues. Yet, the administration has not recognized and tried to work with faculty to fix the problems of inaccurate placement.

Currently, the University channels those who need remediation into classes labeled Continuing Education. The advantage is that students do not use up financial aid, but it must be recognized that inadequate funding played a central role in removing students from academic departments to continuing education. Moreover, continuing Education faculty are a lower paid labor force, many of them part time, who have less power and status than full time and part time faculty academic departments. One teacher of developmental mathematics has stated, "Developmental classes have mostly been farmed out to CUNY Start, Math start, etc., so that colleges can avoid reporting low developmental passing rates." If this is true, the educational needs of thousands of students are treated as a shameful secret, rather than an important part of education's fundamental mission. This also hides problems at the Board of Education since so many students are graduating unprepared.

The Administration is not only controlling decisions at the macro level, but also at the micro level within each college. Faculty have told Administration that there are a significant number of students that should have been placed in a different course than the one they were assigned by the Index. Yet, the Central Office has imposed inflexible rules regarding changing the placement of students.

Central Administration has made a rule that if students are placed in a regular first credit English class on the presumption that they do not need additional hours, faculty are not permitted to "level down" a student and place them in a more intensive version of the course. In addition, faculty members have reported that some students need additional work with ESL faculty to perfect their language skills. Faculty have no power to place them in an ESL course, even though the students demonstrate a need for additional work in developing their English language speaking, reading, and writing.

Administration has not been willing to recognize and remedy financial aid issues that arise when moving students out of the hybrid, ENC101 to English 101. If students do move up based on their teacher's recommendation, they lose three hours towards the completion of a 12-credit full time load. This move may compromise students' ability to access financial aid. Faculty believe that a resolution of this problem is possible, but there has been no response by the Administration.

The Administration has said they are making minor adjustments to the Index, but they have not reported to faculty what those adjustments are and how they will affect placement. What we have seen repeatedly both at the K-12 level and the college level is the refusal of management to be transparent, and to truly consult with faculty about decisions that affect the education of students and the working conditions of faculty. There is a lack of respect and trust in the teachers and faculty that have worked with students who require additional developmental work and ESL.

CUNY administrators would benefit enormously if they would hear directly from faculty who teach these courses. Moreover, CUNY should conduct its own research to discover whether their placements of students, through the algorithm, have been working at both senior and community colleges. As far as I know, there has been no internal research by CUNY on the use of this placement tool.

I close with a quote from an ESL Professor who is a Co-Chair of her Department. She identifies the problem and the belief system that devalues students who require ESL. "Some students who need ESL language skill building are not identified by the algorithm. ESL is not treated as a legitimate program and is minimized at many campuses, when in fact, our students need language support to succeed at college and in their majors."

Over centralization of power, the lack of accountability and transparency are problems that need to be addressed if students are to be more successful and faculty feel as if they are being treated as the knowledgeable professionals that they are. While admitting high performing students is a laudable goal, we must also look at the realities of which students come to CUNY. Many are high performing but a significant percentage need remedial support to succeed in college. CUNY does not have an enrollment problem. It has a staffing and retention problem. Retaining students means fixing and investing in the remedial system - not hiding its problems and pretending that only the most-prepared students come to CUNY.

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