Testimony of the New York City Mayor's Office of Veteran Affairs Before the New York Council Committees on Veterans and General Welfare Update on the City's Efforts to End Veterans' Homelessness

November 12, 2015

Good morning Chairman Ulrich, Chairman Levin and members of the Committee on Veterans and Committee on General Welfare. I am Loree Sutton, Commissioner of the Mayor's Office of Veterans' Affairs (MOVA); I am joined by my colleague Nicole Branca, Assistant Commissioner & Senior Advisor for Strategic Initiatives.

The Mayor's Office of Veteran Affairs is excited to be entering a new era in our City's history, as we prepare to transition from our current organization within the Mayor's Office to become a separate agency as the Department of Veterans' Services.

MOVA was first established by local law 53 in 1987 to work on behalf of NYC veterans and their families and to advise the Mayor on issues and initiatives impacting the veteran and military community. As a department we will continue our work with respect to the Mayor and his Administration, with capabilities that reflect the scale of our mission to serve the needs of veterans and their families.

I appreciate this clear demonstration of support and confidence from the Speaker and the Mayor, as well as the City Council and the veteran advocate community. In particular, Chairman Ulrich, I thank you and the members of the Committee on Veterans for your stalwart support and leadership on behalf of those we are privileged to serve.

I also want to thank you for this opportunity to provide the Council with an update on MOVA's effort, with the Department of Homeless Services (DHS) and our sister agencies, to end veteran homelessness.

Background

In June 2014 First Lady Michelle Obama announced the Mayor's Challenge to End Veteran Homelessness. In response to the federal Mayor's Challenge, the NYC Continuum of Care (CoC) formed a Veterans Task Force (VTF), bringing together multiple city agencies with Veteran-focused non-profits, and launched Mission Home, a city-based initiative to end veteran homelessness.

In the 2015 State of the City Mayor de Blasio elevated this initiative to an administration priority by joining the over 570 Mayor's, Governors and local official across the country committed to ending veteran homelessness in 2015. This made the City's commitment to Mission Home official and put NYC in the running to be the largest City in the country to meet this ambitious goal.

To date only a small number of cities across the country have met the goal of ending veteran homelessness including New Orleans, Phoenix and Salt Lake City. To date, Houston is the largest city to achieve this goal.

The federal standard for ending veteran homelessness is based on reaching and maintaining "functional zero." We acknowledge that there's always going to be people entering the system as we house all the existing people who are homeless; at function zero a community has the resources, plans, and capacity to swiftly identify and place any veteran who becomes homeless.

On average, 100 vets become homeless each month in New York City. The City has committed to placing all newly homeless veterans into permanent housing within 90 days or less, which meets the federal standard for "swiftly" placing veterans into housing. With 100 veterans entering the system a month in New York and an average period from identification to permanent housing of 90 days "functional zero" in New York City is 300 homeless veterans in the system at any given time.

Current Status

When the Mayor first took office in January 2014 there were over 1600 homeless men and women who served our country in our shelters or on our city's streets. We have since reduced this number by more than 50% and our street homeless to only 8 veterans. As of today, 93 percent of our veterans have a rental subsidy in hand or in the process of getting one; as we sit here today over 300 veterans are in the process of moving into their own apartment.

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The remainder of my testimony is about the creative new strategies and initiatives that we've developed this year to accelerate our rate of housing homeless veterans.

To meet our commitment the City has harnessed the extensive resources provided by the federal government. However New York City faces a unique challenge in housing homeless veterans due to the less than 3% vacancy rate for low-income households in this city. Thus we have added considerably more city resources in the form of local rental subsidies, landlord and broker incentives, and new and redirected staffing at all of the agencies in the city that touch housing or homeless services to identify apartments and place veterans in an expeditious manner.

My colleague Commissioner Taylor will provide you with extensive details on these new programs and incentives and I will discuss with you the various systems changes and human resources that we have brought to bear over the past few months as well as details on the City's campaign to identify enough permanent housing to house all of our veterans.

Human Resources

Both the Mayor's Office of Veterans' Affairs (MOVA) and the Department of Homeless Services (DHS) have brought on new staff dedicated exclusively to this initiative. The impetus for this staffing was rooted in the fact that the vast majority of the City's homeless veterans had some form of rental subsidy but few had anyone to help them with the actual process of finding, visiting, and following up with landlords for apartments.

Our assessment identified a pressing need for affordable housing and operations experts to run point on this effort and a team of veterans to work peer-to-peer with their fellow veterans in shelter. To fill the gap in direct housing placement assistance for homeless veterans, MOVA has hired five Veteran Peer Coordinators ("VPC") who are each assigned to one of the primary veteran shelter sites and attend weekly

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meetings with case managers and social workers that work with those clients within their respective sites. DHS has triaged all veterans to a smaller number of shelters so that we could better serve them and each week our staff identifies a new list of veterans at the shelter who are ready to move and who would most benefit from having a VPC assigned to them. Our Veteran Peer Coordinators establish peer bonds with homeless veterans and accompany them, in close coordination with caseworkers, housing specialists and service providers to expedite placement, prevent recidivism, build resiliency, and sustain the gains through coordinated aftercare and follow-up services.

The Veteran Peer Coordinator team provides the veterans with guidance on how to prepare for the interview; focus upon priority options; and peer support to lock in an appropriate housing option. VPCs attend every apartment viewing with the veteran and work with the appropriate agencies to expedite their housing placement. This peer to peer model ensures that each veteran is placed in housing appropriate to their needs and helps give our homeless veterans the support needed to comfortably transition into permanent housing. To date our Veteran Peer Coordinators have linked veterans to over 60 apartments.

Systems Change

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MOVA is working hand-in-hand with DHS and our sister agencies on a day-to-day basis to place veterans in housing.

We have formal weekly meetings between the senior staff from MOVA and DHS, and along with our colleagues at City Hall, and Commissioner Taylor and I meet with the Mayor weekly to brief him on our progress. To achieve the goal of ending veteran homelessness by the end of 2015, MOVA and DHS have instituted clear policies to hold all governmental and external stakeholders accountable. We now have a point person at each city agency that is involved in the process of housing a veteran who is available to address any questions or difficulties pertaining to individual cases and processes.

For the first time ever City hall has instituted weekly interagency meeting to address red tape and clear any process barriers in the way of housing each homeless veteran. This meeting is followed by a weekly Mayor's briefing focused specifically on ending veteran homelessness.

In addition to our work with our sister agencies MOVA is and DHS are actively managing a database of all known homeless veterans, working with VA partners to ensure that all veterans in the system are known to us and being prioritized for services and housing resources. Our providers now report weekly for all DHS and VA funded shelters to track targets towards our overall goal. This work ensures that we account for every veteran in the system and hold both ourselves and our federal partners to our goals.

With this database we were able to individually reach out to every homeless veteran and veteran living on the street by name, offer them a permanent housing intervention, and conduct regular outreach to connect them to housing. With this targeted outreach, since the Mayor took office the number of homelessness veteran on the streets has dropped by 97% from 329 to 8 veterans.

Through increased intergovernmental accountability we have been able to streamline the process for getting veterans into an apartment. In the past landlords would often wait 6-8 weeks for their leasing

paperwork to be approved and apartments to be inspected. Agencies have now committed to expediting each process step for apartments linked to veterans within 24 to 48 hours of receipt.

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Further, even when a veteran was linked to an apartment and was ready for lease signing they would often have to wait to be housed because their signing had not been scheduled. HRA has committed to scheduling all lease signings within 24 hours.

The agencies now share weekly reports of bottlenecks in specific veteran's cases and work immediately to address these delays. From apartment identification to move in we have identified numerous points where we can reduce the turnaround time and streamlined the process of placing veterans in apartments.

Housing Supply

In New York City one of the biggest obstacles we face in housing homeless veterans is housing supply. In addition to the general lack of affordable housing and record low vacancy rates in the City, we face the additional challenge of needing almost exclusively apartments for singles. To that end, MOVA is working aggressively to identify housing supply in both the public and private sector.

The very first course of action for the new MOVA team was to develop and implement a housing supply plan that garners not only enough housing but a cross section of housing to meet the varying needs of our homeless veterans. To that end we are working with DHS and HRA to ensure that veterans with higher service needs get referred into supportive housing or receive VASH, the federal Section 8 program that is specific to veterans and provides them with case managers at their local VA, For all other veterans we are working hand in hand with HPD, HDC and NYCHA to identify vacancies and new lease ups for veterans and their families.

MOVA is also working directly with the affordable housing sector, asking for a commitment of at least 200 units by years end. We are offering a single point of access for any affordable housing provider who commits a unit for a homeless veteran and will reach out to schedule a viewing within 48 hours of the referral. The response has been overwhelming with nearly half of these units already committed.

In addition to the work we are doing to increase the housing supply through public sector units the Mayor's office has created a team focused on working with small landlords. The landlord outreach team are dedicated to proactively identifying and recruiting landlords to commit their vacancies to house homeless veterans and are prioritizing veterans and veteran families for all apartments. Once this team gets a commitment from a landlord they loop back with MOVA and the DHS shelters to schedule an apartment viewing, usually within 48 hours. This small but dedicated team is committed to finding up to 300 apartments for homeless veterans.

Conclusion

As you can tell from our collective testimony today, this is an 'all hands on deck' campaign to fulfill our moral obligation of serving those who have served us. Commissioner Taylor and I proudly stand before you today; however, we would not be at the doorstep of ending veteran homelessness without the various financial, human, systems and housing stock commitments by our many partners: the Continuum of Care Veteran Task Force on Ending Veteran Homelessness; HRA Commissioner Banks, HPD Commissioner

Been ("HPD") and NYCHA Commissioner Olatoye; the tremendous financial support and partnership with the VA and HUD; and the outpouring of assistance by the providers, affordable housing developers and advocates who are working with us around the clock to make this goal a reality.

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Thank you for the opportunity to testify today; I look forward to your questions, ideas, concerns and suggestions.



Committee on General Welfare Jointly with the Committee on Veterans Update on the City's Efforts to End Veterans' Homelessness November 12, 2015

Introduction

My name is Gilbert Taylor and I am the Commissioner of the Department of Homeless Services (DHS). Thank you for the opportunity to present testimony regarding the City's efforts to end Veterans' Homelessness. I am extremely proud of the work that our City is doing to support veterans touched by our system.

Veterans are men and women who have made a conscious choice to put the needs of our country above all else. There are more than 210,000 veterans living in New York City, and we owe them our deepest gratitude. They do so much and ask for so little in return. At the very least, ensuring that they are securely housed should be our nation's obligation to them. And the City is doing its part. In fact I am proud to say that since January 2014, we have reduced the veteran street homeless population to 8.

On March 28, 2014, the U.S. Department of Veterans Affairs launched a 25 Cities Initiative to end veteran homelessness by the end of 2015. The Initiative was designed to help communities with high concentrations of homeless veterans intensify and integrate their local efforts. New York City, under the leadership of Mayor de Blasio, signed on immediately, and we have been working tirelessly to meet this goal through an effort entitled "Mission Home." New York City is striving to end homelessness for all our veterans, including those on the streets and in shelters. The Mission Home campaign is focused on ending

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veterans' homelessness and aligning outreach, services, and resources to ensure that New York City's veterans receive the comprehensive assistance needed to move into their own home. Our mission is to ensure that every veteran has a home. Ending veterans' homelessness is a top priority for DHS and we are collaborating with the Mayor's Office on Veteran's Affairs (MOVA), Housing Preservation and Development (HPD), New York City Housing Authority (NYCHA), the Human Resource Administration (HRA), and the United States Department of Veterans Affairs (VA) on every step of this journey. DHS and MOVA are in daily communication strategizing on ways to reduce the numbers of homeless veterans in our system, discussing individual cases, and organizing new ways to maximize the number of veterans we place into permanent housing. This partnership is crucial and represents the City's collaborative effort to end veterans' homelessness.

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One result of this collaboration was recognizing that the best way for the City to help veterans, was to bring veterans onto our team through an evidenced based-model that has been successful elsewhere. Veteran Peer Coordinators provide veterans with additional individualized support and assistance in their search for permanent housing. These are veterans who have successfully reintegrated into society and want to use their experience to help other veterans who are experiencing hardship. They engage vets on how best to interview for apartments and jobs, travel with them to appointments, and advocate specifically to potential landlords on their behalf. They receive extensive training on all the various housing placements the City offers and attend veterans' summits across the City. They work nights and weekends and do whatever it takes to make sure veterans are placed, and just as importantly, they serve as a resource after placement to help the veteran reintegrate smoothly into their new home and community. For veterans



who need extra clinical support, and are wary of leaving shelter, we have hired licensed social workers that can engage these individuals and help place them into the housing that is most appropriate for their needs.

Veterans who are experiencing homelessness, just like all homeless New Yorkers, are impacted by economic forces that affect New York City and the economic inequality that we see every day in our system. Low wages, lack of affordable housing, and the increased cost of living, combined with social traumas such as domestic violence and discord are causing many New Yorkers, veterans included, to find themselves in very difficult situations that no one should have to experience. Furthermore, in many cases veterans are burdened with the emotional scars brought on by the trauma related to combat and need enhanced social services so that they can properly reintegrate into their home communities. The mental health challenges associated with this population can make it additionally challenging to find appropriate housing. This Mayor and Administration are committed to tackling these issues head on, ensuring that all veterans in our City are connected to quality care, services and resources and most importantly, for our purposes, a home they can call their own.

The Executive Budget for FY16 includes approximately \$150 million across more than a dozen agencies for programs and services that benefit veterans and their families with more than \$57 million for housing programs. I am happy to announce that we are seeing real results from this multi-faceted approach. Our efforts are making a real difference in the lives of the men and women we serve.



Employing a systematic approach, in the last five years we have reduced the overall number of homeless veterans from 4,677 in 2011, to 847 today, an 80-percent decrease. This decrease is even more notable when you consider that since January 1, 2014, 2,466 veterans have entered shelter. New York City differs from other municipalities by having a right to shelter mandate. So as we rapidly exit existing veterans, new veterans enter the system. We are using every resource at our disposal to rapidly rehouse these veterans and return them to the community and we will ensure that even after all of our existing clients are housed, future clients will be rapidly rehoused and will leave shelter within 90 days.

Prevention Services

Prevention is a cornerstone of DHS' efforts across our system. We believe that shelter must be a last resort and have naturally extended this principal to our work with veterans. The most effective way to end veteran homelessness is to stop it before it begins. Our Homebase Prevention Program is nationally recognized and has been proven to be 95-percent effective in helping those who are enrolled in the program to remain stably housed and remain in their own community.

In FY 2016, DHS-Prevention Services approved \$400,000 to implement Homelessness Prevention Programs for veterans via Ridgewood Bushwick Senior Citizen's Council-Homebase (RBSCC). This program is targeting 100 veterans in the community with shelter histories who are most at-risk of homelessness. By creating a high risk profile for these veterans who might re-enter the system we can provide them with any help that they may need before their situation becomes dire. This preventative model enables individuals to remain stably housed in their community.



DHS has also approved \$500,000 to implement a Rapid Rehousing (RR) program to support veterans presenting for "Re-Entry" or as a "New Entrant" into the shelter system. This new model is slightly different from our normal preventative measures as it targets veterans entering shelter with enhanced services. Rapid Rehousing is a promising evidence-informed and short-term practice model and a key Prevention Services strategy to support ending veteran homelessness. The core practices include housing identification, financial assistance for rent and moving costs and case management services. It is part of the City's efforts to ensure that any veteran who enters the system can be successfully placed into permanent housing as quickly as possible.

Street Outreach

In addition to prevention, DHS is committed to serving all unsheltered veterans in the city and our results with veterans in this area have been truly remarkable. We have reduced veteran street homelessness from 329 to eight. We have achieved this success through intensive casework and by closely partnering with the VA, which offers coordinated medical services to individuals on the street. Relationship building is the key to outreach work and we are fortunate to have teams of incredibly patient and compassionate individuals who are on the streets each day making connections and assisting veterans who want help moving into permanent housing

One story of a veteran that I'd like to share is about a gentleman named Ian. For two years, Ian lived on the streets of New York City. He wondered how he'd be able to find a job and rent an apartment. After connecting with an outreach worker, he found comfort and support at a safe haven. From there, with the



help of the compassionate, dedicated staff, he was able to move into permanent housing. Ian's story is a great example of how outreach workers can connect with unsheltered veterans and begin to lead them on the path to permanency.

Housing Permanency

DHS' commitment is to find permanent housing for all of the 847 veterans who are currently in our system and rapidly rehouse any new veterans who may need our help. Nearly 600 veterans currently have a housing voucher in hand and are actively seeking housing. Of those with vouchers in hand, approximately 300 have been linked to specific apartments and are currently in the leasing process. We are tracking every single veteran within our system and have housing plans assigned to them based on their individualized needs. In the past year alone we have placed 900 veterans into permanent housing. We are committed to using every program in our arsenal to ensure that veterans exit shelter and return to the community.

However, as we have seen, it takes a true partnership between the public and private sectors to find homes for all the homeless in our system. We are thankful to all the landlords in New York City who are performing an act of patriotism by renting apartments to veterans. To further encourage this partnership, the City has recently launched an online and print public awareness campaign recruiting New York City landlords to participate in the Mission Home Program.

This additional outreach is needed as we do this work at a time when the affordable housing market has a vacancy rate of three percent. Even with subsidies, it is a challenge to find apartments. Not surprisingly



this is greatly limiting, and is a problem that is unique to New York when compared to other cities with vacancy rates that are far more substantial.

However, there are landlords who are giving back. One such landlord with whom we have successfully partnered is Christine from Staten Island. We were able to connect with Christine through our small landlord campaign. Christine wanted to rent to a veteran and was very excited when she was matched with Antonio as she instantly knew she wanted him as a tenant. In Christine's words, Antonio is respectful, quiet, and a pleasure to house. Now that Antonio has stable housing, he is working as an outreach counselor assisting other veterans. Christine had such a positive experience with Mission Home that she is renting her second vacancy to another veteran. She says she feels blessed to be able to help veterans and wants to work with us in the future; and we as a City are fortunate to have landlords such as Christine using their resources to help veterans in need.

There are multiple ways that veterans within the system can access housing like the kind that Christine was able to offer. With the appropriate discharge status from the military, veterans are able to access HUD-VASH vouchers as well as Support Services for Veteran Families (SSVF). In the event that a veteran cannot access VA rental assistance programming, they have access to a variety of City rental assistance programs for homeless individuals that began in September 2014. These programs are called Living in Communities or LINC. There are six targeted programs for rental assistance that veterans can access including offerings for working families, those who are chronically homeless, families with a survivor of domestic violence, seniors, working single adults, and single adults who may be able to rent a room from a friend or family member.



In addition to the DHS rental assistance programs, there are other rental assistance offerings available to all veterans. These include: CityFEPS, CitySEPS, NYCHA Housing, HPD & NYCHA Section 8, Supportive Housing, and MRT.

Recognizing the unique status of veterans, DHS has implemented several incentives to support this effort so that landlords like Christine can be appropriately compensated for their willingness to partner with the City. We have created many incentive programs to help find the housing placements for veterans

- A 15-percent Broker Bonus to those who successfully place veterans,
- Cash Incentives for Landlords for every apartment and commercial SRO with a one-year lease signed by a homeless veteran, and
- Bonuses to Supportive Housing Providers for each unit that they rent to a veteran with a voucher.

In addition, all veterans who are housed receive comprehensive aftercare services through the Supportive Services for Veteran Families (SSVF) to ensure that even after they are placed in permanent housing they can still access services to keep them stably housed. And if for some reason a veteran is not eligible for SSVF services, Samaritan Village, through a grant from the Robin Hood Foundation, provides the same services at no cost to the participant.

This way landlords like Christine will continue to work with the City and clients like Antonio can stay stably housed.



Conclusion

This Administration deeply cares about all veterans and has made a powerful commitment to provide them with the services they need, including housing. DHS is working very closely with MOVA and various non-profits across the City to ensure that no veteran has to experience homelessness for any prolonged period of time. We will continue to strive for a City in which veterans' homelessness is a relic of another era.



FOR THE RECORD

Comments Prepared by Sally Greenspan Program Director, Vulnerable Populations Enterprise Community Partners, Inc.

For the Committees on Veterans and General Welfare Oversight Hearing – Update on the City's Efforts to End Veterans' Homelessness

November 12, 2015

On behalf of Enterprise Community Partners, Inc., a national non-profit affordable housing organization, I would like to thank Chair Ulrich and Chair Levin for the opportunity to comment on the City's efforts to end veterans' homelessness.

The solution to homelessness is safe, quality affordable housing. For many people recovering from or at risk of homelessness, connections to services can help them to remain stably housed. Ending veteran homelessness requires finding the right kind of housing and the right level of services for each veteran's household. New York City is making great strides in providing different tools to meet this need, and we applaud these efforts.

Primarily, we would like to highlight three ways in which Enterprise is working with the City to end veteran homelessness. First, homeless veterans are getting permanent housing through the Enterprise Come Home NYC program, thanks to a partnership with the Mayor's Office of Veterans Affairs (MOVA), the Department of Housing Preservation & Development (HPD), and the Department of Homeless Services (DHS). Come Home NYC connects homeless households with income to affordable housing, provides services through a partnership with SingleStop, and offers a rental incentive guarantee to the responsible affordable housing landlords participating in our program. We anticipate that 10% of all families housed through Come Home NYC will be veteran households.

Secondly, we are working with partners in the City – including MOVA, HPD, and DHS – homeless service providers, and advocates to help create a Coordinated Assessment and Placement System, or CAPS, to help connect veterans and other homeless populations in New York to the right type of housing and services. CAPS allows each homeless household to be assessed for their needs and matched to the most appropriate type of housing resource. As the City continues to invest in programs for the homeless, a CAPS system will ensure that matches are made quickly and efficiently, benefiting both families and the programs that serve them. It will also allow New York City to most fairly allocate scarce resources, while also accurately determining where more or less resources are needed.

Finally, we are in the process of developing a technology-enabled tool to help residents of affordable housing connect to services provided by local community based organizations, creating a placed-based social safety network using existing neighborhood resources. As formerly homeless veterans and other populations stabilize in housing, they will undoubtedly need services such as workforce development, financial counseling, adult education, and mental health services. This tool will make it easier to identify and access these quality services, and will also allow affordable housing providers to help their residents connect to these services. As we develop this tool, we hope to work with the Council to ensure we are addressing the needs you see in your communities and leveraging the best existing resources.

These are just some of the ways that New York is working to end veteran homelessness, and we look forward to continuing to partner with the city's veterans affairs agency, HPD, DHS, City Council, and more in this effort.

We would also like to emphasize the importance of supportive housing in ending veteran homelessness. Supportive housing combines permanent affordable housing with on site services for people with the highest barriers to housing, like mental illness and addiction. This is an incredibly successful model that ends chronic homelessness while saving taxpayer money. However, there is not nearly enough supply to meet demand. We need Mayor de Blasio and Governor Cuomo to come together and sign a New York/New York IV agreement to create 30,000 units of supportive housing in New York City over 10 years.

Thank you, again, for the opportunity to submit these comments. Please do not hesitate to contact me with any questions.

URBAN JUSTICE CENTER



THE COUNCIL OF THE CITY OF NEW YORK

COMMITTEE ON VETERANS Eric A. Ulrich, Chair

Oversight: Update on the City's Efforts to End Veterans' Homelessness

Testimony by Coco Culhane, Esq. Director, Veteran Advocacy Project Urban Justice Center November 12, 2015 Good morning members of the Committee on Veterans. My name is Coco Culhane and I am the director of the Veteran Advocacy Project at the Urban Justice Center. We provide free legal services to low-income veterans with a focus on those living with post-traumatic stress, traumatic brain injury, and substance use disorders.

Over the last few years there has been a great push to end veteran homelessness. Stakeholders in in New York City's effort have declared at various points that "there are less than 20 homeless veterans" or "15" or the number announced today. They leave out the key phrase of "chronically street homeless" when citing that number, which is a pretty huge qualifier. When someone pushes that point, stakeholders will say that there are 900 or 700 veterans in New York City who are unhoused. Sometimes the number leaves out those who are in shelters, as if that is an achievement. To be sure, terrific accomplishments have been made in ending homelessness among servicemembers, but there is a great charade going on when people play with the numbers to suit their pr needs. We are close to making the functional zero announcement and I fear the headline will do more harm than good.

In an effort to congratulate ourselves we ignore the veterans who are not offering their names to shelter workers because they are afraid to even enter a shelter and we ignore the veterans who are not hanging out on subway cars to be found by street teams because they are highly trained to survive, not leave themselves vulnerable to discovery. And, as usual, an enormous population is being left out: veterans with less than honorable discharges. The VA itself has revealed that a misconduct discharge is the highest risk factor for homelessness.¹ Yet

¹Zarembo, Allen, "Service Members Discharged For Misconduct Have Much Higher Rates Of Homelessness, Study Says," *Los Angeles Times*, August 26, 2015. *Available at*: http://www.latimes.com/science/la-sci-homeless-veterans-20150826-story.html.

most of the veterans with bad paper due to misconduct are completely shut out of VA benefits and services.

Every time I see someone announce publicly that we know every homeless veterans' name I cringe. It is such a ludicrous statement that I find it hard to believe anyone can say it with a straight face. I guarantee that our client database has names of homeless men and women that DHS has not heard. It is understandable that when goals have been reached it is important to celebrate victory. But let's make sure the victory is an honest one. Let's admit that there are veterans who are homeless in New York City and *no one* in this room has their names. Telling the public that we have "ended veteran homelessness" signals that our tax dollars have solved the problem and we can all move on. The cost of over a decade of war is just beginning. It will take massive efforts to keep the city at "functional zero" if and when we even meet that goal. Each veteran who does not provide DHS with his or her name still counts. Each veteran who is ignored by the VA because of his or her discharge still counts. Nothing feels "functional" to them when the back seat of their car is their bed.

We must remember when the "end of veteran homelessness" becomes a headline splashed across New York's papers, *there will be a veteran sleeping on that newspaper*. There will be a veteran who feels even more isolated and alienated seeing those words. Declaration of victory is a dangerous thing and "mission accomplished" should not be announced easily. Perhaps House majority leader Kirk Cox put it best when remarking on the state of Virginia's end-of-veteran-homelessness announcement yesterday: "Our brave men and women do not get to claim a functional victory on the battlefield and we shouldn't either."

NYC Veterans Alliance www.nycveteransalliance.org

Testimony by Kristen L. Rouse NYC Veterans Alliance

Hearing on Oversight: Update on the City's Efforts to End Veterans' Homelessness

> NYC Council Committee on General Welfare And Committee on Veterans

> > November 12, 2015

My name is Kristen L. Rouse, and I am speaking on behalf of the **NYC Veterans Alliance**. I am a veteran of the United States Army, I served three tours of duty in Afghanistan, and I have lived in Brooklyn since leaving active duty in 2007.

The concerted effort between the federal government, city government, and the nonprofit sector in NYC to end veteran homelessness has been a tremendous success, and proof that when leaders commit the staffing, resources, planning and coordination to tackle complex problems, great progress can be made. We applaud the painstaking work of all those who have moved thousands of homeless veterans off the streets and out of shelters and into permanent housing. For so many, the programs in place have indeed worked as designed. Yet for the smaller—though still significant—number of struggling veterans who still remain on the margins, still more work needs to be done.

Yesterday at the Mayor's Veterans Day Breakfast, it was heartening to hear the Mayor speak passionately about the successes of the city's effort to end veteran homelessness. He said that for the remaining number of homeless veterans, "we know each one of them," and that the city was continuing work to help them. This is indeed an accomplishment, and I applaud our city government for its tremendous work to help veterans remaining in the system. What I am here to point out is that there are still veterans outside of the system who are homeless or at risk for homelessness—and we still do not know them.

Just as there are far more individuals who are going hungry every night than ever apply for food stamps or other public assistance, we hear all the time about veterans who are not reaching out to the public system for assistance with their struggles to find or stay in a home. Veterans are resilient and resourceful individuals, and we hear often about cases where a veteran is couch surfing with friends, sleeping in a back room of a workplace or National Guard armory, or hidden away on a rooftop, in a car, or other hard-to-find places because they don't want to reach out for help, or because resources to help them simply aren't there. Programs to prevent veterans from becoming homeless are still too few, and veterans are too often told that programs are unavailable to them until they're actually homeless for at least thirty or ninety days, or living in a public shelter for a certain amount of time.

The shortage of affordable housing is a citywide issue, and we applaud the city's new effort to educate and provide incentives for landlords to accept veterans using housing vouchers. This is vital, especially in that the HUD-VASH voucher rates fall so much lower than the market

rates of much of NYC's housing stock. Yet this doesn't address the struggles of the average veteran trying to make ends meet in NYC. Veterans coming home to NYC after recent deployments face the same scarcity of jobs and skyrocketing housing market as every other New Yorker. For example, after I came home from my most recent Afghanistan deployment, I had to hire a broker and pay premium rent for my current apartment because I couldn't keep my last apartment while I was deployed. Now I'm paying more in rent than I would've if I hadn't deployed for a third time. And I count myself among the lucky ones.

Younger veterans in particular are the ones most likely to be outside of the existing system. They are adept at surviving in the short term with few resources and are not detected by routine homelessness counts or outreach. They may be facing poverty for the first time, and find themselves alienated by shelters that may expose them to drug use, recreate situations similar to those in which military sexual trauma occurs, or overwhelmingly aggravate symptoms of Post-Traumatic Stress. Despite being highly capable individuals, some of these veterans are extremely vulnerable, living on the edge of spiraling further into poverty and illness. Bringing these men and women into programs that adapt to their needs requires creative efforts and additional funding, and that cost pales in comparison to what will be needed if they become chronically homeless.

As we approach the end of 2015, we can celebrate the great successes of ending homelessness for a truly remarkable number of veterans. But when the city talks about Functional Zero, we must take into account the many veterans who still remain invisible to the system, and that younger veterans in particular who are contending with NYC's stark economic realities may be at risk for homelessness on the near or long term. Veterans must be included in any city effort to provide affordable housing—not just for the recently homeless, but to prevent veteran homelessness in the future, and to ensure that veterans haven't been left behind by the rest of NYC because of their military service. More must be put into place to prevent veteran homelessness, and to provide immediate help for those who are struggling right now to make ends meet. There must be more for veterans with families. There must be places to go for veterans who have service animals.

In short, resources to prevent and mitigate veteran homelessness must continue well beyond 2015. Recent successes are well worth celebrating, but NYC must further focus and

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refine the existing system to reach those still struggling in the margins, and to ensure that more veterans do not end up in the system.

On behalf of the NYC Veterans Alliance, I thank you for the opportunity to testify today. Pending your questions, this concludes my testimony.



New York City Council Hearing Thursday, November 11, 2014, 1:30 p.m. Testimony re: Oversight: Update on the City's Efforts to End Veterans' Homelessness

Good afternoon. My name is Peter Kempner. I am the Director of the Veterans Justice Project (VJP) at Legal Services NYC's Brooklyn Programs. Legal Services NYC is the largest provider of free civil legal services in the nation with offices in all five boroughs where we serve over 60,000 New Yorkers annually. The Veterans Justice Project represents low-income veterans, active duty service members and their families who are in need of civil legal services in the areas of housing law, public benefit eligibility, family law and other essential needs. Our attorneys and paralegals answer calls on our city wide legal hotline for veterans and staff multiple legal clinics at VA facilities throughout the city. We provide free legal services to well over a thousand of New York City's veterans, active duty service members and their families every year.

We are delighted that the City Council's General Welfare and Veterans Committees are holding this hearing seeking an update on the city's efforts to end veteran homelessness.

In March 2009, President Obama and then Secretary of the Department of Veterans Affairs, Eric Shinseki vowed to end veteran homeless by the end of 2015. In recognition that veteran homelessness is often a problem of economics, the VA has poured tens of millions of dollars into three main programs to achieve this goal.

The first is the Supportive Services for Veterans and Families (SSVF) program. This program provides funding to community based organizations that then provide services and grants to veterans for homeless prevention. Veterans who participate in the SSVF program are often housing insecure. They live off limited VA benefits or are marginally employed and have fallen into rent arrears. These grants aid in solving non-payment proceedings and in preventing eviction. SSVF also provides services and grants to rapidly rehouse veterans who are already homeless.

Next the VA has provided funding to create temporary and transitional housing through the Grants and Per Diem (GPD) Program. Instead of housing veterans in traditional shelters, GPD houses veterans in homes and also provides them with supportive services to allow them the opportunity to get back on their feet while they transition into permanent housing.

Lastly and perhaps most importantly is that the VA has greatly expanded the number of Section 8 vouchers for homeless veterans through the HUD-VASH Section 8 program. HUD-VASH Section 8 is a long term subsidy that recognizes that veterans with limited income will be constantly threatened with

homelessness unless they are provided financial assistant to help pay for permanent housing. These Section 8 vouchers limit the amount of income a veteran must spend on rent to 30% of their adjusted income. Unfortunately, there are not enough HUD-VASH Section 8 vouchers to meet the needs of New York City veterans who are housing insecure and more often than not, a veteran must already be homeless in order to qualify for a voucher.

The affordability of housing is one of the many key issues that must be addressed in tackling the problem of veteran homelessness. This is especially true for disabled veterans whose sole source of income is disability benefits from the VA. There are two main types of disability benefits given to disabled veterans by the VA, the VA Disability Pension and Service Connected Disability. Veterans who receive a VA Pension have either served during wartime and are totally and permanently disabled, or are over the age of 65 and have no other source of income. Veterans with VA Pensions only receive \$1072 per month. Service connected disability is awarded to veterans injured in the line of duty and this payment is awarded in 10% increments. Even if a veteran receives Service Connected Disability benefits from the VA, these funds are often insufficient to find affordable housing. For instance, a veteran with a 50% disability rating only receives \$836 per month, while a veteran with a 60% disability rating, receives \$1,743 or \$2,906 respectively, that he or she has enough funds to affordably live in New York.

Many members of both of the Committees holding this hearing today have co-sponsored legislation which would address this very issue and would be revolutionary in fighting veteran homeless in New York City. Proposed Int. 0792-2015 requires that New York City provide rental assistance to disabled veterans residing in apartments with rents at or below the fair market rent amount set by the United States Department of Housing Urban Development. To qualify for the rental subsidy a veteran would have to receive a Disability Pension from the VA or receive Service Connected Disability benefits from the VA at a 50 percent or higher disability rating. In addition, the veteran's combined earned and unearned income could not exceed 200 percent of the federal poverty level and their resources could not exceed the limit that public assistance recipients receive under New York State Law. Veterans who meet these qualifications would be required to pay no more than 30 percent of their monthly income toward their rent.

In closing we would like to comment on two recent actions by the City which we believe will also help to address the problem of veteran homelessness. First is the dramatic increase in funding for veteran programs by the City Council. Some of the beneficiaries of this funding include free legal services for veterans. Out program is one of those. We represent veterans in eviction proceeding with the belief that one of the best ways to end veteran homelessness is prevent it from happening in the first place. Second is the passage of the bill this week which will create an independent New York City Department of Veterans Services. The creation of a stand alone city agency for veterans will allow the city to focus resources on veteran homelessness and other veterans' issues in a way that they have not been able to do in the past.

We thank the Committees and the Council for holding this important hearing and look forward to working with you to ensure that New York City is able to achieve functional zero with respect to veteran homelessness.

Peter Kempner Veterans Justice Project Director Legal Services NYC – Brooklyn Programs

FOR THE RECORD

Testimony

New York City Council Committee on Veterans and Committee on General Welfare

In Support of New York City's Efforts on Veterans' Homelessness

Dr. Brett Morash, Lt. Cdr. U.S. Navy (Retired)

November 12, 2015

Good morning Chairman Ulrich, Chairman Levin and members of the Committee on Veterans and Committee on General Welfare. Good afternoon my name is Dr. Brett Morash and a retired U.S. Naval Officer, serving just over 20 years in the Navy, and I am testifying in support of the efforts of MOVA and other elements of NYC government to end veteran homelessness by the end of 2015.

It is clear to me that it is clear they have made an extraordinary commitment to solve this problem and invest the necessary resources to provide our veterans with the quality housing, stability, and supports they deserve. The efforts of the City coupled with the veteran providers in the City, including Jericho Project, SUS, Help USA among others is a perfect example of cooperation and excellent.

Nothing shows this precipitous drop more than the reduction of the numbers of street homeless veterans from over 300 to less than 10 in a two year period. This is coupled with a focus from the Homebase initiative to assist veterans that due to discharge status or type of service, such as National Guard or Reserve Component only, that precludes the use of the Federal Programs but gives options to help.

It is equally notable that of the veterans in shelter nearly 90% have housing plans ready to go with another 300 in the process of gaining homes in the near term. The focus dedicated toward rapid rehousing coupled with focused effort on the chronically homeless is having a direct impact on the reduction in numbers.

Of course there is a certain amount of turnover that we would normally expect in a city the size of New York. Lam aware that nearly 100 new veterans come into the system each month with an average approximating 90 days. This should eventually reach an equilibrium of nearly 300 in shelter, with hopefully none becoming chronic nor street homeless. Thereby reaching the goal set the by Continuum of Care of 300 veterans in shelter on a given day.

It is clear from my work that the largest obstacle facing homeless veterans is the general lack of affordable housing stock. The incredible confluence of low vacancy rates with the large numbers of single veterans is a enormous hindrance. I am very impressed with the efforts of MOVA toward assisting in the endeavor to identify and procure housing in both the public and private sectors.

In my professional opinion the efforts to end veteran homelessness should act as a beacon to other similar populations and as an example nationally. Thank you for your attention.



245 West 29th Street, Suite 902 New York, NY 10001 T 646.624.2341 F 646.624.2301 www.jerichoproject.org

Testimony of the Jericho Project Before the New York Council Committees on Veterans and General Welfare in Support of the City's Efforts to End Veterans' Homelessness.

Jericho Project serves over 550 veterans through supportive housing programs, employment services, and homelessness prevention and rapid re-housing.

Jericho has developed a series of programs to support veterans with different needs, from short and long-term supportive housing, rapid re-housing and homelessness prevention to targeted employment and income enhancing services. Jericho opened Fordham Village in 2011 and Kingsbridge Terrace in 2012; both are state-of-the-art, LEED-certified Veterans Residences in the Bronx which together serve 132 male and female veterans from all eras. Additionally, in June 2015, Jericho began construction on its third supportive housing residence for veterans in the Bronx, Walton Avenue, which will be home to 56 veterans.

The de Blasio administration has made an unprecedented commitment to ending veteran homelessness and is working closely with advocates like the Jericho Project to provide our veterans with the quality housing, stability, and supports they deserve

Jericho Project supports and is appreciative of the Mayor's leadership, and efforts to end homelessness amongst Veterans.



Written Submission to the New York City Council Committee on Veterans

J. David Stiffler, MD November 12, 2015

Chairman Ulrich and members of the Committee:

Thank you for inviting testimony from our organization today at the NY Council Committee on Veterans. I am Dr. David Stiffler, psychiatrist at the Steven and Alexandra Cohen Military Family Clinic at NYU Langone Medical Center. I am here today to provide testimony on behalf of the leadership and staff of the Military Family Clinic.

The Steven and Alexandra Cohen Military Family Clinic at NYU Langone Medical Center was founded to provide high quality mental health and substance abuse treatment accessible to veterans, active duty service members, and their families. The Clinic is committed to removing any barriers to treatment and welcomes all military personnel regardless of their discharge status, time of service, and deployment experience. Since inception in July 2012, we have served over 700 veterans and their family members. Approximately one quarter of those treated suffer from a diagnosis of PTSD.

Homelessness is a significant problem facing the United States, and is a particular concern in the veteran population that has served our country. Within the homeless population, we know that mental illness and substance related disorders are a problem. For instance, it has been reported that in one population of homeless veterans, 45% experience mental illness and 70% experience alcohol or drug problems, rates much higher than in the general population. The VA has reported that the presence of mental illness or a substance related disorder is the strongest predictor of becoming homeless after discharge from active duty. Among cities across the country, it has been emphasized that improved ability to connect individuals with mental illness or substance related disorders to the care they need is necessary to decrease homelessness. While more recently there has been a drop in the number of homeless veterans in New York City, many veterans still remain at risk of homelessness, partly due to untreated mental illness and substance related disorders. Furthermore, for those veterans that remain homeless, untreated mental illness and substance related disorders could be a barrier to securing stable housing.

Thank you for the opportunity to present our testimony on this important issue.



Testimony of Craig Caruana, Director of Veterans Affairs at America Works of New York, Inc.

Committee Hearing on Veterans Homelessness

1:30 pm, Thursday, 11/12/2015

My colleagues and I would like thank Chairmen Eric Ulrich and Stephen Levin as well as the rest of the committees' members for this hearing on veterans' homelessness.

For the past thirty-one years, America Works has been lifting people out of poverty by providing employment readiness and job placement services. America Works has served New York City's veterans through the Department of Labor's Homeless Veterans Reintegration program, HRA's Back to Work Program and the Social Security Administrations Ticket to Work Program.

America Works has placed over 800 homeless veterans into employment since 2009 and 6,900 veterans in our 31 year history. Veterans are placed in a variety of different industries such as security, finance, maintenance, retail and more.

We welcome New York City's goal of ending veterans' homelessness as well as the creation of the new Department of Veterans Services. Today we'll discuss what we're seeing among the homeless veterans that come to America Works and how we believe the city can expand services for this population.

Work Component for Homeless Veterans' Programs

While the official number of homeless veterans is decreasing, in reality these veterans are off the street but are still homeless. The city has done a better job of sheltering veterans, but sheltered veterans are still dependent upon the government and social service organizations for their livelihood. We continually see veterans who are in homeless shelters referred to us from HRA via the Back to Work program. We believe in order to truly end veterans' homelessness, there must be a work component for any program designed to assist homeless veterans. Without work there is no source of income to help stabilize the veteran's life. It is through work that the veteran will be integrated back into society and begin to wean himself off of government assistance. It is not enough that a veteran is sheltered, they must be self-sufficient. Only once this has been accomplished should a veteran be considered no longer homeless.

Pay for Performance Contracts issued by the new Department of Veterans Services

America Works welcomes the new Department of Veterans Services. We hope this department goes beyond coordinating the efforts of existing organizations and is held accountable for the well-being of New York City's veteran population. This new department should be able to issue pay for performance contracts for job placement services for veterans. Contracts for placement services would have metrics and goals to ensure funding was being used effectively to reduce unemployment. Whether a veteran is homeless, disabled or simply unemployed, having an agency responsible for the veteran's employment will ensure we assist veterans who are homeless and prevent homelessness amongst veterans who are in danger of losing their housing.

Incarcerated Veterans

Unfortunately, many of the Veterans in our homeless veterans program have a felony in their background. According to media reports, in 2013, a total of 1,410 defendants in Brooklyn alone checked "have you ever served in the military" on their arrest intake form. A common story we hear at America Works is "I just got out of prison, hopped on a bus and came to New York." Under the previous Mayoral administration, America Works had a partnership with HRA

in regards to ex-offenders. Inmates coming out of Riker's Island were sent to America Works for employment services.

America Works recently partnered with the Manhattan Institute to conduct a study of recidivism and job placement. The study's key finding was that training designed to quickly place former inmates in jobs significantly decreases the likelihood that ex-offenders with nonviolent histories will be rearrested. Only 31.1 percent of nonviolent ex-offenders who received enhanced training were arrested during the 18 to 36 months in which they were tracked, compared with 50 percent of similar participants who received standard training. The Department of Corrections should track veterans in the prison system and have work connected with their transition back into society. Capturing veterans transitioning out of the prison system will have a positive impact on preventing veterans form becoming homeless.

Work is a common theme throughout our testimony today because we believe the lack of work is a primary contributor to veterans' homelessness. Not only is a stable income necessary to survive, but America Works has found that once a person has a job other aspects of their life fall into place. Work brings a sense of purpose which is especially important to the veteran community. Thank you for your time and we'll yield the remainder of our time to questions.

Testimony in Support of New York City on Veteran Homelessness New York City Council Committees on Veterans and General Welfare

November 12, 2015

In Support of New York City's Work

As a veteran, I am proud to be support the Mayor's commitment to ending veteran homelessness in NYC. I want to personally thank all advocates that have been restlessly keeping the City aligned with its commitment to the veteran community. The new Department of Veteran Affairs will open the much needed funding doors and opportunities to the veteran community that will hopefully allow the augmentation to non-profits that support this commitment.

As a veteran and after experiencing once again the camaraderie during the Veteran's Day parade, it's imperative to emphasize the importance of the role of peer-to-peer support and the unbreakable bond that is existent among veterans. The peer to peer model has been adopted by MOVA, and should be embraced by all entities who has a commitment to the veterans. No one is more adept at supporting veterans than another veteran. I remain committed to supporting veterans in my role as Director of Human Resources and Veteran's Affairs at Fountain House, a community mental health organization, who in 2014 received the Hilton Humanitarian Award and is part of the World Health Organization. On a personal level, I am and will remain committed to the veteran community and will do whatever is needed to help veterans succeed after all ... once in service ... Always In Service!!!

Jennifer Rivera Fountain House, Inc. Director of Human Resources & Veteran's Affairs 425 West 47th Street New York, NY 10036





The Supportive Housing Network of New York is pleased to submit testimony to the City Council in support of the City's effort to end veteran homelessness by 2015 in New York City. The Network is a member organization representing over 220 nonprofit organizations that build, manage and provide services in more than 50,000 permanent supportive housing apartments throughout New York State, including 32,000 units in New York City. For the most vulnerable homeless individuals and families in the City's shelter system and on its streets, supportive housing is the most effective and cost-efficient intervention, providing both the permanent housing and the social services needed to enable individuals and families to find stability and begin rebuilding their lives.

The Network is proud to have been a member of the Veteran's Task Force since it was formed in 2013. The City's Veterans Task Force, a committed group of nonprofit agencies, local and federal government partners, and other leaders in the field of housing and homelessness have been working to end veteran homelessness in New York City. Our community has made enormous strides in ending veteran homelessness, especially chronic and street homelessness, but we need to keep up our sustained effort to reach our goal. The Task Force is working to ensure that the remaining veterans who are homeless have quality, affordable, stable housing so they can regain their footing in the community and continue to live their lives and achieve their personal goals with dignity.

Supportive housing is an invaluable resource in ending veteran homelessness. In the last week alone, 65 units of new supportive housing opened for formerly homeless veterans. Since June of this year, supportive housing providers have been prioritizing veterans for all vacancies in their buildings, both supportive and low income units. As new units open and existing units become vacant, our providers are working with the Department of Homeless Services and the Human Resources Administration to ensure those units are designated for veterans. In New York City there are many providers dedicated solely to serving veterans, including Services for the Underserved, Jericho Project, Volunteers of America Greater New York, HELP USA and many others.

In addition to supportive housing, the City is using every possible resource to get veterans housed immediately and we are pleased to work with them on such a vital initiative. The challenges for the City lie in the large number of people in the homeless shelters, multiple referral and tracking systems and multiple housing placement systems. In addition, the New York City rental market for affordable housing is in crisis. These obstacles have slowed, but not stopped, our efforts and progress in meeting our goal.

With weekly case conferences with veterans to determine placements, constant communication among the Veterans Task Force, dedicated local and federal resources and strengthening relationships with our private partners, The Network and the Veterans Task Force will continue the great work of housing our homeless veterans in New York City.

Submitted by: Laura Mascuch, Executive Director Supportive Housing Network November 12, 2015

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