

**Testimony of the
New York City Department of Housing Preservation and Development
to the New York City Council
Joint Oversight Hearing on Supportive Housing
January 19, 2017**

Chairman Levin, Chairman Williams and members of the General Welfare and Housing & Buildings Committees, thank you for the opportunity to testify today on the New York City Department of Housing Preservation & Development's ("HPD") efforts to create and preserve supportive housing. My name is Jessica Katz, and I am the Associate Commissioner for New Construction at HPD.

I would like to begin with my sincere thanks to the Council for your ongoing support. Your leadership is critical for expanding supportive housing, which will in turn reduce homelessness in the neighborhoods you serve.

Supportive housing is a cost-effective solution for homeless and disabled New Yorkers; it is permanent, affordable housing combined with on-site services. It is a proven solution for people with long histories of homelessness and other challenges including mental illness, addiction, or HIV/AIDS. Peer-reviewed research on supportive housing found that for every unit of supportive housing, taxpayers save more than \$10,000 per year in public resources such as shelters, emergency rooms, jails, and psychiatric facilities. In fact research has even shown that contrary to popular belief, supportive housing increases property values in the surrounding area.

The projects themselves provide amenities such as community spaces and computer rooms, all while incorporating innovative design elements making these buildings vibrant places to live. Most importantly, supportive housing provides its tenants with rent stabilized leases, and all the same rights and responsibilities as any other tenant in a rental apartment in New York City.

Anyone who has visited one of our supportive housing projects can hear personal stories of tenants who previously lived in shelter, often for many years, but who are now reconnecting with family, addressing their health needs, and finding employment. There are many reasons for why we see such successful outcomes in supportive housing including the dedication of staff and their social services delivery, but at its core the model is successful because the home is affordable and provides the services that the tenant needs.

Supportive housing projects are almost always a mix of supportive units with other affordable apartments. A typical supportive housing project includes a 60/40 split between supportive housing units and other affordable units available to any household that income qualifies. Typically, incomes for a single person household applying to live in one of the general affordable units would be capped at \$38,100 (60% AMI), an income which encompasses a broad range of City residents in entry level or part-time jobs.

Supportive Housing is THE solution to homelessness - and the Council is a critical partner in helping us build more of it. HPD is extremely grateful to the Council Members here today for helping us educate New Yorkers about the benefits of supportive housing and for welcoming a

number of wonderful supportive housing developments throughout the neighborhoods you represent. When proposing a new supportive housing project, we often hear unfounded assumptions about how a supportive housing project will impact the surrounding neighborhood, or questions about how we chose a specific site and whether we are building supportive housing exclusively in low income neighborhoods and communities of color. We need your help to address these neighborhood concerns and shatter any myths that supportive housing is bad for communities or concentrated in certain neighborhoods. Today I would like to highlight a few of the supportive housing projects developed by HPD and our non-profit partners.

For example, today we are in Cobble Hill, Brooklyn, in Chairperson Levin's district. The building we are sitting in is a 217-unit supportive housing project in the heart of brownstone Brooklyn that opened in 2009. The building was created when the developer of the luxury townhouses on the same site approached Breaking Ground about a partnership. The building blends into the neighborhood and is a community asset.

As you may know, Breaking Ground is the developer of The Schermerhorn. Breaking Ground is internationally recognized as a leader and innovator in the supportive housing field. Their supportive housing portfolio in New York City accounts for over 2,500 units across three boroughs. All of their supportive housing buildings contain a mix of supportive and general affordable units, and many of them are located in committee members' districts, including:

Council District 2, Manhattan (Council Member Rosie Mendez)

The Lee is a 262 unit supportive housing project in the Lower Eastside, on the site of a former Boy's Club in Council Member Mendez's district.

The Prince George is a 416 unit supportive housing project in Gramercy also in CM Mendez's district that opened in 1999. The building includes a rooftop garden, art studio, and computer lab and event space housed in the restored Prince George Ballroom. The Ballroom on site has hosted events including New York Fashion Week and even a Real Housewives Reunion special.

Council District 3, Manhattan (Council Member Corey Johnson)

The Times Square Hotel in CM Johnson's district is a 652 unit supportive housing project that opened in 1991. The building is listed on the National Register of Historic Places and if you have ever grabbed an ice cream cone at the Ben and Jerry's in Times Square, you did so in the largest supportive housing project in the country.

The Christopher is a 207 unit supportive housing project in Chelsea. The building was the site of the original McBurney YMCA, and the inspiration for the Village People song that generations have danced to. The project dedicates 40 of its units to the Foyer program, which serves young adults aging out of the foster care system or who are homeless.

Council District 8, Bronx (Council Speaker Melissa Mark Viverito)

The Brook is a 190 unit supportive housing project that opened in 2010. The project and has ground floor retail and community space available to residents and neighborhood organizations, and received a LEED Silver certification. In addition, the project has a gym, computer lab, and an outdoor garden. Tenants are able to take advantage of case management services and workshops provided on site by BronxWorks.

Council District 16, Bronx (Council Member Vanessa Gibson)

Boston Road is a 155 unit supportive housing project that opened in 2016. The project includes high efficiency mechanicals, a green roof, and case management services and programming for residents.

We are proud to work with a range of skilled development teams across the city with deep roots, serving a range of different communities, all with critical needs. Development partners include Community Development Corporations serving local neighborhoods, faith based groups, veterans organizations, and organizations serving LGBTQ youth.

In 2015, the Mayor announced a major commitment of \$1 billion in City capital over the next 15 years that will fund 15,000 units of supportive housing. Approximately half of these units will be new construction units, supported through HPD financing. The Administration is committed to including supportive housing as an integral part of our housing stock and fully embraces supportive housing. This increased funding has allowed us ensure that a wide range of people who need supportive housing have access to it.

HPD's Supportive Housing Loan Program (SHLP) has long been the primary financing tool for the city's supportive housing production. Last week the Mayor announced our recent achievements with respect to housing development, and I am proud to say that since the beginning of Housing New York (Jan 1, 2014), we have financed the construction or preservation of approximately 2,430 supportive housing units.

While a typical affordable housing deal depends on multiple sources of funding, supportive housing deals often rely on even more sources. It is not unusual to see five, six, or more sources of capital financing listed for one project. Most deals include a combination of city capital through HPD's Supportive Housing Loan Program, low income housing tax credits, and private debt. Rental assistance is typically federally funded through HUD Section 8, Shelter Plus Care or HUD-VASH vouchers.

I'd like to reiterate our appreciation to the Council for today's hearing and for the ongoing attention to this important topic. Supportive housing serves a critical need in New York City, and Councilmembers are critical partners in bringing together all of pieces necessary this housing a reality.

I would be happy to answer any questions you may have.

**Testimony Of Daniel Tietz, Chief Special Services Officer, New York City Human
Resources Administration**

**Oversight Hearing regarding Supportive Housing in New York City before the Committee
on Housing and Buildings jointly with the Committee on General Welfare**

January 19, 2017

Good morning. Thank you Chairman Williams and members of the Committee on Housing and Buildings and Chairman Levin and the members of the General Welfare Committee for giving us the opportunity to testify today regarding supportive housing in New York City.

My name is Daniel Tietz and I am the Chief Special Services Officer of the New York City Human Resources Administration (HRA). I am joined by Michael Bosket, Deputy Commissioner for HRA's Customized Assistance Services; Kristin Misner-Gutierrez, Deputy Commissioner for HRA's Supportive and Affordable Housing and Services; and Craig Retchless, Assistant Deputy Commissioner in HRA's Customized Assistance Services. We are also joined by Jessica Katz, Associate Commissioner for New Construction at Housing Preservation and Development, and Myla Harrison, Assistant Commissioner for the Bureau of Mental Health at the Department for Health and Mental Hygiene.

I also want to take this opportunity to thank The Schermerhorn for hosting us today as we discuss our progress with regard to supportive housing. The Schermerhorn is a great partner in working to end homelessness and addressing the barriers that prevent stable housing for vulnerable New Yorkers, such as those with mental illness, substance use disorders and other chronic conditions, as well as New Yorkers with HIV/AIDS, and young adults aging out of foster care. This housing, coupled with the on-site services provided by another great partner, Center for Urban Community Services (CUCS), provides supportive services to address the needs of vulnerable and high-need residents and at-risk populations for those housed in the 116 units of stable and affordable supportive housing units. The remaining affordable units are dedicated to low-income working adults from the arts and entertainment industry. The supportive services include both mental and physical healthcare access, as well as alcohol and substance use programs. Breaking Ground partners with CUCS and The Actors fund to provide case management, recreational activities, and self-sufficiency workshops to residents.

Supportive housing is a proven model and this Administration's landmark commitment made in November 2015 through NYC 15/15 builds on decades of experience implementing the model along with research, evaluation, and lessons learned since the first units were created in the 1980s.

The Mayor's NYC 15/15 plan to create 15,000 units of new supportive housing over the next 15 years includes more units than the combined number of units from the three previous New York/New York supportive housing agreements and is more than any other supportive housing effort in the country. From decades of research, we know that this sweeping and comprehensive plan will benefit New Yorkers in need, including homeless veterans, domestic violence survivors, and street homeless individuals.

This cost-effective approach to deliver stable and permanent housing to New Yorkers struggling with mental illness, homelessness, and substance use is worth every penny of investment. Supportive housing reduces our reliance on homeless shelters, hospitals, mental health institutions, and incarceration.

Permanent supportive housing provides individuals and families transitioning from a period of homelessness with a continuum of care, integrated services and quality affordable housing options that address the immediate and long-term social, economic, emotional and physical needs of some of the most vulnerable New Yorkers. These residential apartment buildings are in communities spread across the five-boroughs, are equipped with on-site case management and supportive services and adhere to safety and quality standards in accordance with local, state, and federal laws and regulations.

The low-income tenants sign a standard lease and receive rental assistance payments to help defray the high-cost of New York City rents. The continuation of tenancy is not subject to any special rules or participation in any particular or specialized services; and tenants pay 30 percent of any earned or unearned income toward rent.

The two primary types of supportive housing are:

- Single-site (also referred to as congregate), which is a designated building where each individual or family has private living and sleeping quarters and may share kitchens and/or common rooms, recreational rooms or other facilities; and
- Scattered-site, which are units in apartment buildings spread throughout a neighborhood or community. These units are designated for specific populations and accompanied by supportive services.

The combination of affordable housing and comprehensive support services is rooted in best practices developed from evidence, data and outcomes, and is designed to help families and individuals achieve stability and sustained recovery, as well as lower the incidence of shelter reentry, following periods of chronic homelessness, hospitalization, incarceration or, for youth, aging out of foster care.

Support services are voluntary, strength-based and customized to meet the individualized needs of each resident. A care management team is responsible for implementing service plans and

modalities, monitoring client progress and adherence to treatment, developing a person-centered assessment and connecting residents to comprehensive support services including:

- Case management;
- Educational, vocational, and other recovery-oriented services;
- Medication management and counseling;
- Assistance in gaining access to government benefits, such as food stamps;
- Referrals to medical services, mental health care, and treatment for drug and alcohol use; and
- Recommendations for other needed services, such as legal support.

Following the historic announcement of NYC 15/15, the Mayor assembled a 28-member expert Task Force who developed 23 specific recommendations on ways the plan could expand and improve upon the previous NY/NY agreements. Starting in January 2016, Task Force co-chairs Steve Banks, the Commissioner of the Department of Social Services (DSS); Vicki Been, the Commissioner of Housing Preservation and Development (HPD); and Laura Mascuch, the Executive Director of the Supportive Housing Network of New York (The Network), and their representatives, hosted meetings in which four working groups focused on the following topics:

- data review and target populations;
- the referral process;
- service models; and
- streamlining development.

The recommendations of the Task Force are the result of months of work carried out by leaders in delivering housing and services to vulnerable and homeless New Yorkers, including experts from city agencies, nonprofit organizations, social service practitioners, and clients. The Task Force's work and recommendations were announced in December 2016 with the release of a public report. The result of this research and these meetings are the following recommendations.

Data and Evaluation

1. Target units to three broad populations – adults, families, and youth – and incorporate a vulnerability index to target housing to those most in need.
2. Expand access to the current application for supportive housing (the “HRA 2010e”) to include a broad range of referral sources, in addition to the Department of Homeless Services (DHS).
3. Proactively identify applicants using data analytics to identify homeless individuals and families using multiple systems of care.
4. Create a City Oversight Committee to monitor NYC 15/15 implementation.
5. Develop a cross-agency plan to evaluate the outcomes of NYC 15/15.

Referral Process

1. Allow additional professionals, such as licensed clinical social workers and psychologists, to complete the required mental health evaluations for the HRA 2010e supportive housing application.
2. Modify the project-based Section 8 voucher approval process to expedite placements of homeless clients.
3. Align Public Assistance and the housing process so that individuals and families are not waiting in the shelter system.
4. Streamline the HRA 2010e application to include automatic uploads of supporting documents, such as the client's social security card and income documentation.
5. Create a referral process to match homeless clients who do not fit a NY/NY designation to appropriate housing that has some support services, called general population units.
6. Align definitions of chronic homelessness developed by the U.S. Department of Housing and Urban Development (HUD) and New York City.
7. Create a standardized assessment tool that matches tenants to appropriate housing options.
8. Pre-populate an existing HRA 2010e application using data from various city agencies.

Service Models

1. Utilize evidence-based and evidence-informed practices and support ongoing staff development across supportive housing providers.
2. Implement a holistic family approach to deliver comprehensive services to the entire family.
3. Create supportive housing options for youth that are not time limited and use the "Moving On" model to help young adults transition to independent housing.
4. Develop a better assessment tool to assist workers in determining which clients will be most successful in scattered-site housing programs.
5. Provide greater flexibility to account for major life changes; standardize the process for clients to transfer to other supportive housing programs that may be better suited to their current needs, for example, between family and single supportive housing.

Streamlining Development

1. Review landlord incentives for scattered-site supportive housing.
2. Address issues in the rent stabilization law and enforcement that affect scattered-site supportive housing programs.
3. Create a dedicated and nimble pool of capital to use for down payments on sites to develop supportive housing buildings.
4. Separate the rent from the services subsidy, with HPD managing the rental subsidy at Fair Market Rent (FMR). Increase the term of the rental subsidy to match the 15-year

term for the Low Income Housing Tax Credit (LIHTC), a common tool to build affordable housing.

5. Build-in regular increases to the rental subsidy over the course of 15 years.
6. Improve community engagement for new supportive housing projects.

Role of DSS/HRA

The New York City Human Resources Administration/Department of Social Services (HRA/DSS) is dedicated to fighting poverty and income inequality by providing New Yorkers in need with essential benefits, such as Food Assistance and Emergency Rental Assistance. As the largest local social services agency in the country, HRA helps over 3 million New Yorkers through the administration of more than 12 major public assistance programs, with more than 14,000 employees and an operating budget of \$9.7 billion. HRA also plays a critical role in preventing homelessness and in rehousing those who are homeless.

In order to prevent homelessness, the work of HRA is focused on providing supports to those who are working, but with income insufficient to support a family. By providing temporary assistance and training to those in search of work and providing a safety net for those unable to work HRA strives to ensure that clients do not find themselves facing homelessness. The agency now oversees Homebase, which was formerly under the Department of Homeless Services, thereby expanding our comprehensive prevention services. Additionally, since the beginning of this Administration, we have invested over \$60 million in tenant legal services (targeting eviction and landlord harassment) and the total City commitment to fund civil legal services will exceed \$100 million, the largest of any municipality in the country.

It is worth noting that increasing the availability of housing and, most critically, affordable housing, alone will not address the homelessness crisis the city is experiencing. Some New Yorkers face challenges in securing and maintaining employment and stable housing due to psychosocial, intellectual, physical health, and/or other conditions. For these New Yorkers, HRA plays a vital role in connecting them to a continuum of care and support services. HRA's successes are not only in moving these vulnerable New Yorkers into stable housing but ultimately to assist them in transitioning to the workforce. However, this stability in housing and, for some, the opportunity to work, would be impossible without the cost-effective intervention of supportive housing.

For those coping with mental health challenges, substance use disorders, or other housing barriers, they are eligible for stable housing accompanied, as needed, with an array of comprehensive services. These services can include connection to mental health and substance use treatment, employment, and education. Through this powerful intervention these vulnerable populations are able to address the multiple barriers they face when trying to obtain and maintain stable housing and to live with independence and dignity.

The City's 15,000-unit plan expects to create 7,500 newly-developed congregate units, similar to that of The Schermerhorn, and 7,500 scattered site units. The plan will cost \$2.6 billion in capital funds over the next 15 years to develop the 7,500 congregate units. Of the total capital costs, approximately \$1 billion will be a City cost – and all but \$380 million has already been budgeted through Housing New York. The remaining capital costs – approximately \$1.6 billion – will be offset with low-income tax credits and other private sources. There is also approximately \$96 million in net operating costs over the Financial Plan (through Fiscal Year 19) – starting at \$8.8 million annually in the first year and ramping-up. HPD's testimony will provide further detail concerning the financing of this plan and supportive housing more generally.

As we've testified in the past, a Department of Health and Mental Hygiene study showed that NY/NY III clients who were placed in supportive housing used public benefits, Medicaid, psychiatric institutions, jails, and shelters less than clients not residing in supportive housing, resulting in net-cost savings.

The City agencies before you today work in close partnership to address housing insecurity and homelessness, as well as to provide housing options for vulnerable clients who are eligible for supportive housing through this and other housing initiatives.

Role of DOHMH

The NYC Department of Health and Mental Hygiene (DOHMH) provides a lead role in contracting, oversight, and evaluation of services for individuals in many of the City's supportive Housing units, including 3,850 of the total 9,000 NY/NY III units¹, and an additional 4,500 supportive housing units developed over the course of the past 30 years.

To date, DOHMH has awarded provider contracts to 99 percent of the 3,850 NY/NY III sites for which we have responsibility. Some of these contracts have been awarded in advance of completion of the buildings. In terms of occupancy, 3,098 of the 3,850 sites are now filled. The remaining 752 units are either currently being built or are recently completed and are now accepting applications.

In addition to overseeing services, DOHMH's work includes a thorough evaluation of the City's supportive housing services. As part of this evaluation, DOHMH coordinates with other City and State agencies to capture a broad range of quantitative and qualitative data. DOHMH gathers health, social service and financial impact data in addition to surveying providers and tenants on their experience with the program. The NY/NY III interim evaluation report showed a net savings to the system of more than \$10,000 per year for housed single adults.

¹ Services in 1,000 units for individuals with HIV/AIDS are overseen by HRA, and in the other 4,150 units by state agencies.

DOHMH is also working in coordination with HRA and the Mayor's Task Force on supportive housing to develop the NYC 15/15 units. HRA will procure the units and ensure the Task Force recommendation are implemented while DOHMH will help provide technical assistance and contract management to programs to ensure that residents receive services that are evidence-based and focused upon the recovery of the family and the individual.

Progress to Date

Since announcing a commitment to fund 15,000 units over the next 15 years, City agencies quickly implemented a number of initiatives to keep the pipeline going. First, we added 525 units to the DOHMH open-ended congregate request for proposals (RFP) so that providers could continue to apply for and receive services awards for congregate units. We also added over 150 units to the HRA HIV/AIDS Services Administration (HASA) RFP.

Next HRA released an RFP for scattered-site units. We reviewed and awarded 550 units to 11 organizations in record time and are in the process of negotiating those contracts and getting them registered.

The City is also in the process of implementing the aforementioned recommendations from the Task Force.

Reforms to HRA's Supportive Housing Application and Eligibility Process

HRA's supportive housing system permits referring agencies to electronically submit the HRA 2010e to HRA's Office of Health and Mental Health Services/Placement, Assessment, and Client Tracking Unit (OHMHS/PACT). In order to apply for supportive housing, the HRA 2010e must be submitted by a service provider who has been trained by HRA's Customized Assistance Services (CAS) program. Upon submission of the supportive housing application, the provider receives a username and password.

The HRA 2010e application packet is designed to gather a comprehensive clinical and housing history to determine if the individual/applicant meets the criteria for any category of supportive housing. Relevant information submitted as part of the application includes: demographic information, benefits history, current treatment and service providers, history of hospitalizations, housing and homelessness, health and treatment history, an assessment of day-to-day functional challenges, applicant housing preferences, and recommendations for the level of housing support needed. Additionally, the packet requires a current comprehensive psychiatric evaluation completed by a licensed psychiatrist or psychiatric nurse practitioner and a psychosocial summary, each of which is to be completed within the last six months. Service providers have the option to utilize the Comprehensive Mental Health Report in lieu of a separate psychosocial summary and psychiatric evaluation. Supportive housing applications are mostly prepared by a mental health professional from a variety of referral sources, such as hospitals, correctional facilities, homeless shelters, outpatient programs, care coordinators, and community-based

organizations. Other individuals, including family members, are also able to assist with the applications process.

One of the recommendations from the Task Force was to streamline the HRA 2010e application process to include automatic uploads for supporting materials, such as an applicant's social security card and income documentation. I am pleased to report this enhancement has already been completed and it should make the process easier for the clients and providers. Additionally, the recommendation to allow licensed clinical social workers and psychologists to complete the required mental health evaluations for the HRA 2010e will be implemented by April 2017.

The U. S. Department of Housing and Urban Development (HUD) is urging localities to develop a Coordinated Assessment and Placement System (CAPS) to streamline access to homeless services and prioritize assistance based on an individual's assessed vulnerability and the severity of service needs. New York City has many and complex housing resources – 56 funding sources are available for capital, operating, and services for various types of supportive housing and multiple rental assistance programs from City, State, and Federal resources.

Each adds a layer of complexity to the process of placing homeless individuals and families into permanent housing. Working with the New York City Continuum of Care CAPS Steering committee, HRA has begun development of the Coordinated Assessment Survey, which is a universal tool to assist case managers and housing specialists working with individuals and families in understanding the different types of supportive housing and rental subsidies for which their clients may be potentially eligible.

The Coordinated Assessment Survey will be the entry point to begin the process of assisting homeless individuals and families to determine the best fit in permanent housing. Survey results will be used to inform the client's housing plan, determine the best option for placement, and provide guidance for pursuing the type of housing placement chosen.

The survey will be accessed in the HRA supportive housing system along with the HRA 2010e application, which is available City-wide to 10,000 users, 3,000 programs, and 1,000 organizations. This system is currently being piloted in seven homeless shelter programs for individuals and families and the feedback has been very encouraging.

HRA is also working with the CAPS Steering committee to develop and implement a vulnerability index in order to prioritize the highest need individuals and families approved for supportive housing.

Supportive Housing Utilization

The largest challenge with supportive housing in the City is that there simply is not enough of it, which is why the Mayor made the unprecedented commitment to provide 15,000 additional units.

Based on HRA's data, in FY16, 23,629 supportive housing applications were submitted with 14,648 or 62 percent approved. There are currently approximately 32,000 supportive housing beds in New York City.

As of December 2016, HRA's HASA program has:

- A contracted supportive housing portfolio of 5,683 units of which 5,387 units are occupied. HASA spends about \$135.7 million annually for these units.
- 2,672 scattered-site units, including NY/NY III and non-NY/NY III, of which 94% (2,506) are occupied. The average annual cost per unit is \$24,115. HASA anticipates that this cost will increase due to increasing rents.
- 2,181 permanent congregate units, including both NY/NY III and non-NY/NY III, of which 96% (2,091) are occupied. The average annual cost per unit is \$22,620.
- 830 transitional units, 95% (790 units) of which are occupied. The average annual cost per unit is \$26,489.

In addition to supportive housing units, HASA is expecting to spend about \$44,105,074 in this year for clients residing in emergency housing. As of December 2016, of the 2,614 units available, HASA clients occupied 2,526 units, an occupancy rate of 97%.

We know stable housing like supportive housing is integral to improving health outcomes, reducing re-incarceration among returning offenders, and lowering costs for high-needs, high-cost Medicaid recipients with serious behavioral health and/or other disabling conditions. Moreover, supportive housing can help avert preventable events and health crises, such as arrest, incarceration, relapse and hospitalizations, thereby additionally reducing costs.

Results to Date

It took many years to reach this level of homelessness and it will take time to reduce it. But we can already point to several concrete successes with our rental assistance programs with increasing placements in affordable housing.

Since the beginning of the Administration through the end of the last fiscal year, over 25,000 low-income households have received eviction and anti-harassment legal assistance, including working heads of households, and this level of prevention services will increase to almost 33,000 households per year, including well over 113,000 people.

We have also helped more people with emergency rent assistance, keeping thousands of New Yorkers in their homes. In FY15, HRA provided rent arrears to 53,000 households at a cost of \$180 million. Comparatively, in FY16, HRA provided rent arrears to nearly 57,000 households at a cost of \$206 million. The 14 percent increase in spending was due to 4,000 more households being found eligible as well as rising rents. Another major driver was the increase in Homebase

and legal services enrollments to prevent eviction and homelessness where clients are also referred for assistance with rent arrears.

As a result of these prevention efforts, evictions by Marshals have decreased by 24% since 2013.

I also want to reemphasize that these programs are cost-effective. In FY16, the average cost of emergency rent assistance was \$3,608 per case, and the average cost of a legal services case was \$2,000. These investments were much less than the average cost of almost \$41,000 per year for a family in homeless shelter.

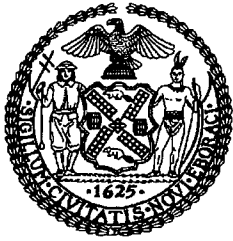
Partnering for the Future

No price can be put on the human and social costs of homelessness. We know that an ounce of prevention is worth a pound of cure and we are diligently working to ensure that the tools of government that can prevent and alleviate homelessness are accessible and readily available to those who are in need. We also know that investment in these preventive and restorative services is money well-spent.

Moreover, the Mayor's historic announcement of NYC 15/15 and its swift implementation will provide permanent and stable housing and essential social services for literally thousands of eligible New Yorkers.

We have accomplished a great deal, but we know that we have much more work to do and look forward to partnering with you during the coming year.

Thank you and I'm happy to answer your questions.



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The New York City Council

Committee on Housing and Buildings/Committee on General Welfare

January 19, 2017

Community Board 3 Manhattan encompasses Lower East Side and Chinatown and has roughly 152,000 people. Our District ranks second highest in the City for a high diversity ratio between lower income and higher income residents, and we are the third most gentrifying District.

Affordable housing has always been a priority in CB 3. Traditionally, this meant affordable for low income residents although we are now also concerned about loss of moderate and middle income housing. Affordable housing has also always included supportive housing as a priority for CB 3, and the board has consistently advocated for it. I made a list of supportive housing locations in CB 3 and came up with 14, though I am sure this is not complete. We additionally have over 15 shelters and a few safe havens - also a priority for CB 3. Supportive housing works well in our community, and I will discuss some reasons that may be responsible.

The Supportive Housing Task Force included in its recommendations to “improve community engagement for new supportive housing projects”, which is always an important factor and something we do well in CB 3. All the Supportive Housing projects in CB 3 are sponsored or partnered with organizations that are well known and established in the District. We have settlement houses with over 100-year histories. We work with the organizations to provide many services including after school programs, senior services, arts and other programs. We all know who they are, and they are part of our community. The CB has an ongoing dialogue with most of these organizations, and we often work with them on taskforces and other issues important to the District. Some even have members on the Community Board.

We think it is a very important factor that sponsoring organizations are established in the community. We know and trust them. If there are issues that require attention, there is already an on-going dialogue. Some of these facilities provide meeting space to the community board and to community groups. There is not a sense of isolation of these facilities from the rest of the community. On rare occasion there is an unfortunate event. We can immediately meet with the community and our elected officials, who are always very supportive, and immediately give good information and keep concerns very focused.

There is always complete transparency. Organizations come to the community board and discuss projects at public meetings, often from the earliest concept. The Board and public are included from the beginning for any comments or feedback.

In addition to providing meeting space, some facilities offer services for the community such as medical and drug store services, workforce development, and NA and AA open to the public.

One point that I have never heard mentioned is the added benefit of stabilization of diversity of income levels in the community. We are grappling with rapid gentrification and losing middle and moderate income housing due to harassment and displacement, while gaining market rate and luxury housing. We need a stable mix of middle to low income housing to ensure there will be services such as affordable groceries and other necessities available to a diverse population.

The last time a number of community members organized against a supportive housing project was in the early 90's. In the last several years, there have been a few comments at CB meetings against projects –but the sponsoring partner organizations were long-time community based organizations and fears were not picked up by community. Now, facilities have been open for a few years and, like most supportive housing, do not have a noticeable impact on community that is different from any other housing.



Testimony of

Chad H. Gholizadeh
Senior Policy and Advocacy Associate for
Economic and Housing Stability

Before the

New York City Council
Committees on General Welfare and Housing and Buildings

Oversight Hearing:

Supportive Housing in New York City

January 19, 2017

Good morning. My name is Chad H. Gholizadeh and I am the Senior Policy and Advocacy Associate for Economic and Housing Stability at Citizens' Committee for Children (CCC). CCC is a 73-year-old independent, multi-issue child advocacy organization dedicated to ensuring every New York child is healthy, housed, educated and safe.

I would like to thank Chair Levin, Chair Williams, and the members of the Committees on General Welfare and Housing and Buildings for holding today's oversight hearing on supportive housing, and Breaking Ground for hosting this hearing at The Schermerhorn. There is no more appropriate place for this hearing to be held and we thank the Council for arranging for us to have this hearing in the community itself.

We are grateful for the Mayor and City Council's long-standing support for supportive housing and the development of additional units of supportive housing to help homeless New Yorkers secure permanent housing.

We know homelessness, housing and supportive housing needs are not challenges that the city can face alone. CCC is strongly urging the Governor and the State Legislature to sign the MOU and finally release the desperately needed \$1.97 billion in funding for supportive and affordable housing provided for in last year's state budget.

Background on Supportive Housing

Since the 1980s, supportive housing has been an important tool in the City's efforts to house chronically homeless New Yorker's who also struggle with issues such as mental illness and substance abuse.

Supportive housing combines affordable housing with supportive services to help people use housing as a platform for recovery following periods of homelessness, hospitalization, incarceration or for youth aging out of the foster care system.¹ Housing is permanent, tenants have leases, and they are responsible for paying rent. Importantly, the rent is affordable and tenants typically pay only 30% of their income on rent and utilities.² Supportive housing also provides on-site services for tenants as well as linkages to the community for additional resources. Supportive housing is funded by a blend of Federal, State and City dollars and buildings and programs are owned and administered by non-profit partners.³

The first New York/New York (NY/NY) Agreement was signed by Mayor Dinkins and Governor Mario Cuomo creating a groundbreaking City and State partnership to create 3,615 units of supportive housing for the mentally ill homeless in New York City. A second agreement was signed in 1999 creating an additional 1,500 units of supportive housing for homeless people suffering from mental illness.

¹ New York City Department of Health and Mental Hygiene, *Supportive Housing*. Available at: <http://www.nyc.gov/html/doh/html/mental/housing-services.shtml>

² The Supportive Housing Network of New York, *Elements of Supportive Housing*. Available at: <http://shnny.org/learn-more/what-is-supportive-housing/elements-of-supportive-housing/>

³ *Id.*

In 2005, NY/NY III was signed, which created an additional 9,000 units.⁴ For the first time, NY/NY III expanded eligibility for supportive housing to chronically and at-risk families, as well as youth existing the foster care system. Additionally, families and individuals facing other barriers to housing were allowed to apply and supportive housing became an affordable housing option for more than just mentally ill single adults.

Supportive housing has been proven to be a cost effective and efficient means to address homelessness. Placement in supportive housing reduces the use of costly emergency services such as shelters, emergency rooms and correctional facilities.⁵ An analysis by the City's Department of Health and Mental Hygiene (DOHMH) found that NY/NY agreements reduced the use of shelters, hospitals, psychiatric centers and incarceration for an average savings of \$10,100 for every unit of supportive housing annually.⁶

While thousands of units of supportive housing were created under the previous NY/NY agreements, homelessness in New York City has recently reached a historic levels and the need for additional supportive housing units is dire. In fact, homelessness in New York City has reached levels not seen since the Great Depression. As of January 11, 2017, there were 13,017 families with over 23,000 children living in New York City shelters administered by the Department of Homeless Services (DHS).⁷ Families with children are also living in shelter for increasing long periods of time. The average length of stay in DHS shelters for families with children has grown from 375 days in Fiscal Year 2013 to 431 days in Fiscal Year 2016.⁸ **Shelter is not the ideal place for a child to grow up and increasing available supportive housing units for families would help many families be able to exit the shelter system.**

Recommendations

CCC is so pleased that the City has committed to creating 15,000 additional supportive housing units over the next 15 years. We hope this commitment is start of a concerted effort, in cooperation with the State, to ensure that New York City and New York State have the supportive housing units needed.

CCC respectfully submits the following recommendations:

- ***The State Legislature and the Governor must finalize and sign the MOU to release nearly \$2 billion in funding for the creation of affordable and supportive housing. City leaders must continue to pressure State leaders.***

CCC continues to call on the State Legislature and the Governor to come to an agreement on the nearly \$2 billion in funding for affordable and supportive housing, and to release those funds as soon as possible. CCC urges the Governor and the State Legislature to

⁴ The New York/NY III agreement expired in 2014.

⁵ The Supportive Housing Network of New York, *Funding the Solution to Homelessness: An Analysis of the New York/New York III Agreement*. Available at: <http://shnny.org/images/uploads/Funding-the-Solution-to-Homelessness.pdf>.

⁶ Campaign for New York/New York Housing, *What are the NY/NY Agreements*. Available at: <http://www.nynycampaign.org/what-are-the-nyny-agreements>

⁷ New York City Department of Homeless Services. Daily Report 1/12/17. <http://www1.nyc.gov/assets/dhs/downloads/pdf/dailyreport.pdf>. Accessed 1/13/17.

⁸ Fiscal 2016 Mayor's Management Report, Department of Homeless Services, p. 197. <http://www1.nyc.gov/assets/operations/downloads/pdf/mmr2016/dhs.pdf>. Accessed 1/13/17.

include 10,150 units for families and 1,500 units for youth in any state-wide supportive housing agreement.⁹ We appreciate the City Council's efforts to date and urge you to continue to push your State counterparts to expedite the release of these funds and the start of housing development.

- ***Ensure the new supportive housing units include sufficient units for families with children and youth aging out of foster care.***

The City's supportive housing recommendations include a call to create a vulnerability index to target the housing applicants most in need of supportive housing. Families with children are now 70% of the people living in DHS homeless shelters. In addition, youth aging out of foster care are struggling to maintain housing in the City. Unfortunately, under previous NY/NY agreements families and youth aging out of foster care were eligible for only a limited number of supportive housing units.

First, CCC urges the City to ensure that the roll-out of new units of supportive housing includes a significant number of new units for families and youth aging out of foster care.

In addition, CCC calls on the city to ensure that any vulnerability index takes into account the barriers to housing that all members of the family face, including the mental or developmental disabilities of a family's children and whether a family is involved in the child welfare system, in order to accurately assess their vulnerability. The Coordinated Assessment and Placement (CAPS) system currently being developed by the NYC CAPS Steering Committee would offer an opportunity to identify families who would benefit from supportive housing. This will ensure that the supply of affordable housing will truly be able to serve the families and individuals most in need.

Thank you for the opportunity to testify.

⁹ Campaign 4 NY/NY Housing, Platform, p.2 .
https://static1.squarespace.com/static/537e2643e4b0ef07d069369c/t/586ffb65197aea419f403822/1483733862578/Campaign+4+NY+NY+Housing+Platform_1-6-2017_342_names.pdf. Accessed 1/17/17.



**L E G A L
S E R V I C E S
I N C O R P O R A T E D**

TESTIMONY

“Oversight: Supportive Housing”

PRESENTED BEFORE:

**THE NEW YORK CITY COUNCIL’S
COMMITTEE ON GENERAL WELFARE, COMMITTEE ON HOUSING AND
BUILDINGS**

PRESENTED BY:

**CHLOE HOLZMAN
STAFF ATTORNEY
MFY LEGAL SERVICES, INC.**

January 19, 2017

I. Introduction

MFY Legal Services, Inc. (“MFY”) envisions a society in which there is equal justice for all. To make this vision a reality, for over 50 years MFY has provided free legal assistance to residents of New York City on a wide range of civil legal issues, prioritizing the needs of people who are low-income, disenfranchised or have disabilities. We do this by providing the highest quality direct civil legal assistance, providing community education, entering into partnerships, engaging in policy advocacy, and bringing impact litigation. We provide advice and representation to more than 10,000 poor and working poor New Yorkers each year, benefitting over 20,000 people.

While every project at MFY serves people with mental illness, MFY’s Mental Health Law Project and Adult Home Advocacy Project specifically address the needs of people with mental illness in the five boroughs of New York City. The Mental Health Law Project works in partnership with inpatient and outpatient behavioral health providers throughout the city and seeks to prevent homelessness, stabilize income, support employment, and promote recovery for adults living with mental illness. Last year, the Mental Health Law Project served over 15,000 clients with mental illness. The Adult Home Advocacy Project advocates for the rights of adult home residents and works to end the unnecessary segregation of people with psychiatric disabilities in large adult homes. Together with MFY’s general housing practice, the Mental Health Law Project and Adult Home Advocacy Project witness daily the power of supportive housing to positively transform and stabilize the lives of our clients.

This testimony is being submitted to comment on the joint examination by the Committee on General Welfare and the Committee on Housing and Buildings of the continued need for supportive housing units in New York City, including progress on New York City’s November 2015 commitment to create 15,000 units of supportive housing over the next 15 years, and the status of the State and City collaborating on a fourth “New York/New York Agreement” to create permanent supportive housing. We appreciate the Committee’s work on this critical issue and submit this testimony to highlight the importance of supportive housing for our client population.

II. Additional Supportive Housing is Necessary in New York City

A. There is a severe lack of affordable housing for people with mental illness and other disabilities

MFY supports the expansion of supportive housing for people with mental illness in New York City. The current supply of housing simply does not meet the needs of persons with mental illness living in the city. Federally subsidized public housing continues to be extremely limited and the cost of private apartments remains unaffordable for those relying on public benefits for income.

People with disabilities are more than twice as likely to live in poverty as people without disabilities.¹ In New York in 2014, the poverty rate for people with disabilities was 28.6%.² Many New Yorkers with disabilities rely solely on public assistance or Supplemental Security Income (SSI) to meet their expenses. Public assistance provides only a \$215 monthly allowance for shelter in households without children under age 18, an amount that has not increased since 1990 and is grossly inadequate.³ SSI beneficiaries living alone receive \$822 monthly, which includes an \$87 supplement paid by New York State.⁴ A 2012 report found that an SSI recipient in the New York City area would have to pay 152% of her income for the average efficiency apartment.⁵ Similarly, a 2016 report found that in New York City, 35% of people with disabilities (over 311,000 individuals) are paying more than 50% of their income for rent, compared to 25.9% of people without disabilities.⁶

People with disabilities are employed at far lower rates than other New Yorkers; while the general employment rate is 70%, only 29% of people with disabilities are employed full or part-time, and the employment gap is greater in New York City than it is at the State or national level.⁷ Yet even full-time work at minimum wage only pays approximately \$419 weekly before taxes.⁸ With rents increasing faster than wages, many people with disabilities, even those who are employed, cannot afford the rising New York City rents.⁹

B. Supportive Housing is a critical resource for individuals with mental illness and other vulnerable populations

The creation of additional supportive units will help more vulnerable New Yorkers be able to afford safe, stable housing. People with mental illness benefit most from housing that is integrated in the community, rather than in shelters or institutional settings.¹⁰ Likewise,

¹ Nicole Levy, *New York Lags Behind Nation on Helping People With Disabilities: Study*, DNAinfo.com (July 26, 2015), <https://www.dnainfo.com/new-york/20150724/astoria/new-york-lags-behind-nation-on-helping-people-with-disabilities-study>.

² Press Release, Gov. Andrew M. Cuomo, *Governor Cuomo Signs Executive Order Establishing Commission to Create Employment First Policy for New York* (September 17, 2014) available at <http://www.governor.ny.gov/news/governor-cuomo-signs-executive-order-establishing-commission-create-employment-first-policy-new>.

³ *Jiggetts v. Grinker*, 75 N.Y.2d 411, 416 (1990) and available at http://benefitsplus.cssny.org/system/files/benefit-tools/attachments/Cash%20Assistance_0.pdf.

⁴ New York State Office of Temporary and Disability Assistance, *SSI and SSP Benefit Levels Chart effective January 1, 2017* (October 24, 2016) available at <https://otda.ny.gov/programs/ssp/2017-Maximum-Monthly-Benefit-Amounts.pdf>.

⁵ Technical Assistance Collaborative Inc., *Priced Out in 2012: The Housing Crisis for People with Disabilities* (May 2013), p. 30.

⁶ Center for Independence of the Disabled, New York and Disability Rights Advocates, *ADA at 26 in New York City* (2016) available at <http://www.cidny.org/resources/ADA%20at%2026%20in%20NYC.pdf>.

⁷ *Id.*

⁸ See New York State Department of Labor, <https://labor.ny.gov/workerprotection/laborstandards/workprot/minwage.shtm> (last visited January 18, 2017).

⁹ NYU Furman Center, *NYU Furman Center & Capital One Release Affordable Rental Housing Landscape Illustrating NYC Rental Housing Trends* (April 24, 2014) available at http://furmancenter.org/files/pr/NYUFurmanCenter_NYCRentalLandscape_23APR2014.pdf.

¹⁰ See *Olmstead v. L.C. ex rel. Zimring*, 527 U.S. 581, 600–01, 119 S. Ct. 2176, 2187, 144 L. Ed. 2d 540 (1999).

providing stable housing reduces hospitalizations, incarcerations, and unnecessary institutionalization. Studies examining the cost effectiveness of supportive housing have found that public investment in supportive housing results in long-term savings.¹¹ Funding of additional supportive housing improves the lives of individuals living with mental illness, and ultimately saves taxpayer money. Our experience has shown that stable housing is crucial to positive outcomes for people living with mental illness. Two other common options for people with mental illness—adult homes and three-quarter houses—are not conducive to recovery.

1. Adult Homes

Many individuals with serious mental illness are unnecessarily institutionalized in adult homes. Residents often enter adult homes from nursing homes or hospitals and find themselves unable to leave. The adult home system has been criticized for being abusive, discriminatory, and expensive – more expensive than supportive housing. Many adult homes in New York City have hundreds of residents, almost all of whom are people with mental illness. Adult homes often have restrictive environments where residents receive services they do not want or need. Residents of adult homes must abide by regimented schedules for eating, taking medication, and other aspects of daily life. They are subject to curfews and have little to no private space or freedom. Not only does this system create unnecessary expenses, it also infringes upon the rights of those residents who wish to, and would be able to, live independently.

MFY's advocacy and litigation helped bring widespread public attention to the plight of adult home residents and the lack of viable community-based housing and supports for people exiting New York State's psychiatric hospitals. Over the years, numerous reports have raised questions about overbilling, unnecessary medical services, and Medicaid abuse in adult homes.¹²

On July 23, 2013, three adult home residents, represented by MFY and our co-counsel, filed a class-action lawsuit on behalf of themselves and similarly situated residents against New York State. The U.S. Department of Justice filed a similar lawsuit at the same time. Both cases alleged that New York State violated the Americans with Disabilities Act (ADA) by failing to give adult home residents an opportunity to live in the most integrated setting appropriate to their needs. The cases were settled, ensuring that thousands of residents of large adult homes will have the opportunity to live in their own homes with the services they need to succeed and be part of their communities.

During the fairness hearing to determine the adequacy of the settlement, one of the plaintiffs, Ilona Spiegel, described in a poem what the move from an adult home to supported housing meant to her. It ended with this testimonial for supported housing:

¹¹ Dennis Culhane et al., *Public Service Reductions Associated with Placement of Homeless Persons with Severe Mental Illness in Supported Housing*, Housing Policy Debate, Vol. 13, Issue 1 (2002) available at http://repository.upenn.edu/cgi/viewcontent.cgi?article=1067&context=spp_papers.

¹² See, e.g., *Disability Advocates, Inc. v. Paterson*, 653 F.Supp.2d 184 (E.D.N.Y. 2009); New York State Commission on Quality of Care and Advocacy for Persons with Mental Disabilities (CQC), *A Review of Assisted Living Programs in "Impacted" Adult Homes* (2007); CQC, *Health Care in Impacted Adult Homes: A Survey* (2006); CQC, *Adult Homes Serving Residents with Mental Illness: A Study on Layering of Services* (2002); The New York Times, *Broken Homes* (April 28-30, 2002).

This place is my home, my haven
my shrine
It's special most of all this
Place is mine!

On March 17, 2014, the Court approved the settlement. As a result, qualified residents with serious mental illness in 23 New York City adult homes will have the opportunity to move to supported housing if they want to move. The State will fund at least 2,000 units of supported housing for adult home residents and more if needed. Every adult home resident who qualifies will have the choice to move to community housing within five years.

This settlement followed years of litigation in a related case, *Disability Advocates, Inc. v. Paterson*. In 2009, after a trial, a federal court held that New York's practice of segregating thousands of people with mental illness in large adult homes is discrimination in violation of the ADA. The court emphasized that "Adult Homes bear little resemblance to the homes in which people without disabilities normally live."¹³ In contrast, supported housing provides a "home" where "people with mental illness live much like their peers who do not have disabilities."¹⁴ The court concluded that "supported housing is a far more integrated setting than an Adult Home." One witness, who moved into supported housing after living in an adult home for sixteen years, summarized the difference between the two settings: "I can limit what I eat or I can expand my choices. I can have as much salad as I like. I can have as little grease as I like. I can eat foods that were not permitted in the home. . . . I do my own shopping. I do my own food selection. It's free. It's freedom for me. It's freedom. It's being able to actually live like a human being again."

2. Three-Quarter Houses

In addition, the lack of affordable housing options has led to an underground industry of unlicensed houses that hold themselves out as transitional residences for individuals coming out of prisons, jails, and substance abuse programs.¹⁵ These so-called "three-quarter houses" are usually one of the few options available for thousands of single adults who rely on the \$215 HRA shelter allowance to pay for their housing. The houses tend to be drastically overcrowded, with multiple housing code violations. The houses are rife with harassment and abuse, including illegal lockouts and mandated substance abuse treatment programs even for residents who do not need treatment.¹⁶ There appears to be a financial relationship between the houses and the

¹³ *Disability Advocates, Inc.*, 653 F.Supp.2d at 200.

¹⁴ *Id.* at 219 ("Scattered site supported housing is a "normalized" residential setting. In other words, it is a setting much like where individuals without disabilities live. It is a person's home.").

¹⁵ Prisoner Reentry Institute, John Jay College of Criminal Justice, *Three Quarter Houses: The View from the Inside* (hereinafter "PRI Report") 5-6 (October 2013), available at <http://johnjayresearch.org/pri/files/2013/10/PRI-TQH-Report.pdf>. For background on policies that fed the growth of three quarter houses, see Coalition for the Homeless, *Warehousing the Homeless: The Rising Use of Illegal Boarding Houses to Shelter Homeless New Yorkers* (hereinafter "Warehousing the Homeless") 5-7 (January 2008), available at http://coalhome.3cdn.net/ddc8dd543ded03ff12_lpm6bh1cr.pdf.

¹⁶ Jake Bernstein, *Inside a New York Drug Clinic, Allegations of Kickbacks and Shoddy Care*, ProPublica (September 9, 2013) (detailing complaints by former staff at an outpatient program of payments to a three quarter house operator); PRI report *supra* note 15 at 25-26.

outpatient treatment programs, which bill Medicaid. A tenant who fails to attend a program or who successfully completes it is unlawfully evicted with no notice and no court process, enabling the house to bring in a new Medicaid-eligible tenant.¹⁷ This revolving door creates instability and disruption in the lives of individuals attempting to rebuild their lives following incarceration, substance abuse treatment, and homelessness.

MFY's Three-Quarter House Project, which began in September 2009, provides advice, counsel, and representation to residents on housing and related legal matters and conducts workshops for residents on their rights. Our work to defend residents of three-quarter houses and end abusive practices was recognized in a major exposé in the New York Times.¹⁸ The article exposed how operators exploit tenants, get kickbacks from treatment providers, and force tenants to “relapse” and re-enter treatment in order to keep their room. Following the publication of this article, Mayor de Blasio appointed a multi-agency taskforce to conduct emergency inspections of three-quarter houses and allocated \$5 million to taskforce efforts.

People like three-quarter house residents with criminal justice histories have been ignored in every supportive housing agreement to date. As a result, very few supportive housing units in New York City have been targeted at this population, which has forced many into these three-quarter houses. The need is growing, as the proportion of inmates diagnosed with mental illness who have no housing to go to upon discharge has climbed dramatically over the last decade. In Rikers, for example, 40 percent of inmates have mental illness.¹⁹ Mayor de Blasio and Governor Andrew Cuomo should not only finalize a new City-State supportive housing agreement, but should also dedicate 15% of new supportive housing resources to individuals and families with criminal justice histories. New York City should also create a supportive housing pilot program for 18-25 year olds with juvenile justice or criminal justice involvement.²⁰

III. The Supportive Housing Program Should Be Improved

A. Access to supportive housing should be expanded.

In addition to funding more supportive housing units, MFY supports improved access to the application process for individuals with disabilities. Presently, the process for applying to supportive housing is inaccessible for many consumers. The supportive housing application, called the HRA 2010e, is a computerized form that must be filled out by someone who has received special training. Even if an individual is connected to services, his or her service providers have often not received training on how to fill out the application. By denying the actual consumer a way to submit the application by him or herself, this process inserts a third-party as gatekeeper to the consumer's autonomy, choices, and security. At the least, the

¹⁷ *Id.*

¹⁸ Kim Barker, *A Choice for Recovering Addicts: Relapse or Homelessness*, N.Y. Times, May 30, 2015, https://www.nytimes.com/2015/05/31/nyregion/three-quarter-housing-a-choice-for-recovering-addicts-or-homelessness.html?_r=0.

¹⁹ Michael Winerip and Michael Schwartz, *For Mentally Ill Inmates at Rikers Island, a Cycle of Jail and Hospitals*, N.Y. Times, April 10, 2015.

²⁰ Corporation for Supportive Housing, *Unbarred: Improving Access to Stable, Permanent Housing for New Yorkers with Criminal Justice Histories* (October 2016) available at http://www.csh.org/wp-content/uploads/2016/10/DRAFT_2016_CJHousingPlatformRecommendations_10_21.pdf.

application should be revised to reflect the reality of current mental health service delivery, by allowing mental health professionals besides psychiatrists, such as licensed clinical social workers and psychologists, to complete mental health evaluations for the 2010e application.

The HRA 2010e application should also be improved to allow more flexibility regarding required documentation and expiring paperwork. Presently, the HRA 2010e approval and referrals expire after six months. This means that the applicant must start the process all over again if any of the documentation or the application itself is over six months old. We have seen cases where a person was approved for housing, was accepted to a particular supportive housing program from a long waiting list, and then had to re-submit all of her documentation because the six month time frame expired. The process should be reformed to allow for flexibility, case-by-case determinations regarding whether additional documentation is needed from an applicant, and provision of assistance in obtaining that documentation, if needed – particularly where such documentation is already in the possession of other city agencies.

The supportive housing program should also expand its targeted priority populations. If an individual is not a member of a target population, he or she may be unable to access supportive housing. The program currently targets a number of populations, including chronically homeless individuals suffering mental illness or substance abuse problems. However, people with a mental illness facing imminent homelessness are not prioritized under the current system. As a result, a person facing eviction must often actually become homeless in order to access supportive housing.

Requiring someone to enter a shelter before accessing supportive housing makes little sense, considering the physical, emotional, and financial toll of entering the shelter system. The Mayor's Task Force for Supportive Housing has proposed incorporating a "vulnerability index" to the supportive housing referral process to target housing to those most in need.²¹ MFY supports this goal to the extent it incorporates consideration of those in imminent need such as individuals facing eviction or who are exiting hospitals or institutions. Accordingly, we also support the Task Force's recommendation that access to the current 2010e application be expanded "to include a broad range of referral sources in addition to the Department of Homeless Services."²² Moreover, as noted above, the new City-State supportive housing agreement should dedicate 15% of new supportive housing resources to individuals and families with criminal justice histories.

B. Supportive housing providers must have the resources to ensure that the housing they maintain is stable and truly supportive.

The most cost-effective and integrated form of supportive housing is supported housing, also referred to as scattered site housing. Supported housing is an apartment in the community that comes with rent assistance and support services. Eligible individuals can live alone or with

²¹ New York City's Supportive Housing Task Force, NYC 15/15 Initiative: 15,000 New Units of Supportive Housing Over the Next 15 Years 7 (December 7, 2016), available at <http://shnny.org/uploads/SHTaskforce-report-low-res-12-07-2016.pdf>.

²² *Id.*

roommates. Support services can include visits from case managers and help with moving, health care, shopping, cleaning, medication, or personal care. Almost 20,000 individuals with mental illness are served in supported housing statewide,²³ and over 12,000 in New York City alone.²⁴

The current New York City scattered-site supported housing rate is \$15,874 per client per year.²⁵ This amount includes not only the rent subsidy, but also the housing-related case management that a resident needs. Unfortunately, given the increases in rent in New York City, this amount is no longer adequate. Inadequate funding for supportive housing providers may, in turn, lead providers to cut support services, face higher staff turnover, rent housing units in poorer condition, and seek to terminate consumers from the supportive housing program without first exhausting other problem-solving approaches. Such actions undermine the Housing First model which is essential to making supportive housing a stable and cost-effective alternative to homelessness.²⁶ Contract rates for supportive housing therefore must be sufficient to allow providers to access safe and habitable housing, train and retain staff, and provide the appropriate wrap-around services to clients that are inherent to the long-term success of this type of housing.

Finally, supportive housing providers should enhance the housing stability of their residents by offering leases directly in the residents' names. Residents of supported housing live much like other tenants. They live in their own apartments with privacy and choice of activities. They tend to these and other daily needs to the degree they are able, with supportive services offered to them by case managers and others as needed. These programs are designed to foster independence and recovery and to enable individuals to become as self-sufficient as possible.

However, the supported housing program is flawed in at least one respect—the tenant of record is often the supported housing provider instead of the person with mental illness. Although the Supported Housing Guidelines recommend that the lease be in the tenant's name, it is not required.²⁷ Based on our experience representing many residents of supported housing, the lease is often in the supported housing provider's name. This leads to a number of legal problems. When the supported housing provider is the lessee, the landlord can treat the provider as a corporate tenant and refuse to renew the lease at the end of the lease term. We have seen this

²³ Office of Mental Health, Residential Program Indicators Report, available at http://bi.omh.ny.gov/adult_housing/reports?p=rpi&g=Statewide&y=2013&q=Dec+31.

²⁴ The Supportive Housing Network of New York, New York City Scattered Site Housing: Policy Brief 2 (December 14, 2015), available at http://shnny.org/uploads/Network_Scattered_Site_Position_Paper_FINAL.pdf.

²⁵ *Id.* at 3.

²⁶ Housing First is a proven approach to homelessness prevention that focuses on providing people with permanent housing as quickly as possible, and then providing voluntary supportive services as needed. See U.S. Interagency Council on Homelessness, <https://www.usich.gov/solutions/housing/housing-first> (last visited January 18, 2017) (“[Housing First] is based on overwhelming evidence that all people experiencing homelessness can achieve stability in permanent housing if provided with the appropriate levels of services. Study after study has shown that Housing First yields higher housing retention rates, reduces the use of crisis services and institutions, and improves people's health and social outcomes.”).

²⁷ Office of Mental Health, Supported Housing Guidelines 7 (2015), available at https://www.omh.ny.gov/omhweb/adults/SupportedHousing/supported_housing_guidelines.pdf (“All recipients should be granted a lease for Supported Housing, preferably directly between the recipient and the landlord. If a direct lease is not used, the Provider should enter in a sublease with the recipient.”).

happen over and over, as NYC neighborhoods become gentrified and a landlord wants to take advantage of higher rents. This results in the provider having to find new housing for the mental health consumer, and the mental health consumer losing a sense of stability and staying in their home for the long-term. This also results in the unnecessary loss of affordable housing because the landlord can refuse to renew a lease with a corporate entity and turn over the apartment every two years. Most importantly, it means that contrary to the program's design, supported housing residents are often not "afforded the same rights and responsibilities as other tenants."²⁸ When the lease is in the name of the mental health consumer, assuming the apartment is rent stabilized, he or she is protected under the law and can renew the lease perpetually so long as he or she is complying with the terms of the lease.

IV. Recommendations

MFY strongly supports the creation of at least 30,000 additional supportive housing units in New York City over the next ten years. The current stock of affordable housing for people with mental illness and disabilities is simply insufficient, and funding of additional units is crucial for our clients to avoid homelessness and unnecessary institutionalization. In addition, as described above, MFY recommends several improvements to the supportive housing program to expand access to people seeking supportive housing, and to allow additional security for the vulnerable New Yorkers who already rely on it.

V. Conclusion

We thank the Committee on General Welfare and the Committee on Housing and Buildings for holding this hearing and considering our testimony. The shortage of affordable housing in this city is a serious problem affecting the most vulnerable of New Yorkers. MFY remains committed to improving housing for people with mental health needs and we encourage the Committees' continued attention to this important issue.

²⁸ *Id.* at 9.

Testimony of Housing Works
before
The New York City Council
Committees on General Welfare, Housing and Buildings
regarding
Supportive Housing in NYC
January 19, 2017

Thank you Chairman Levin, and members of the Committees on General Welfare and Housing and Buildings for the opportunity to speak this afternoon. My name is Jaron Benjamin, and I am the vice president for community mobilization at Housing Works—a healing community of people living with and affected by HIV/AIDS. Our mission is to end the dual crises of homelessness and AIDS through relentless advocacy, the provision of lifesaving services, and entrepreneurial businesses that sustain our efforts. Currently, we are working to implement the New York State *Blueprint for Ending the AIDS Epidemic* by the year 2020. Expanding access to supportive housing is an integral part of that plan.

Housing Works supports the City's efforts to create a NY/NY IV agreement between the City and the State. We applaud Mayor de Blasio's historic commitment yesterday to create 15,000 new supportive housing units in New York City (NYC) over the next 15 years, as well as the expansion of HIV/AIDS Service Administration (HASA) eligibility to people living with HIV. This is an important and necessary step for a city that has seen the number of its homeless people residing in shelters almost double over the past 10 years, from approximately 32,000 in September, 2005 to over 59,000 today.ⁱ We call on Governor Cuomo to match this investment by creating 15,000 additional units of housing in NYC and to create an additional 5,000 units in the rest of the state—for a total of 35,000 units statewide.

Based on the previous NY/NY agreement, we expect that up to 20% of new units created through a robust NY/NY IV agreement could be targeted to homeless people with HIV (PWH) and co-occurring behavioral health issues—or up to 7,000 new units for homeless and unstably housed PWH across NYS.

Over the past decades, Housing Works has relentlessly worked to provide homeless and unstably housed New Yorkers with stable housing and health care. At Housing Works, we have long proven that “housing *is* health care.” Expanding supportive housing can do more than combat the homelessness crisis. It can also greatly improve public health and even help end New York's HIV/AIDS epidemic. On April 29, 2015, Governor Andrew Cuomo released and endorsed a *Blueprint for Ending the AIDS Epidemic*, which sets a goal of reducing the number of new HIV infections in NYS from approximately 3,000 this year to 750 or fewer by the end of the year 2020.

Ending AIDS in New York State will require increased efforts to retain persons diagnosed with HIV in health care and on effective anti-retroviral (ARV) therapy that sustains good health and prevents ongoing HIV transmission. The 2015 *Blueprint* recognizes that effective efforts to maximize HIV viral suppression must include new action to ensure that low-income PWH are able to meet basic subsistence needs—the safe housing, food, and transportation necessary to manage chronic illness

Last year – before HASA eligibility expansion – an estimated 6,000 PWH in NYC are homeless or unstably housed, including 700 to 1,000 PWH who use NYC shelters each night. In addition, the

September 2015 NYC HIV/AIDS Services Administration (HASA) fact sheet reports that over 1,900 PWH with advanced HIV disease are relegated to inappropriate commercial single room occupancy hotels. HIV housing supports are even more limited upstate and on Long Island, leaving an additional 4,000 to 6,000 PWH homeless or unstably housed.

A comprehensive study just published in the *American Journal of Public Health* —“Housing Status, Medical Care, and Health Outcomes Among People Living With HIV/AIDS: A Systematic Review”—reviews 152 peer reviewed articles on the association between housing status, medical care, and health outcomes among people living with HIV. The findings reviewed provide overwhelming evidence that a lack of stable, secure, adequate housing is a significant barrier to consistent and appropriate HIV medical care, access and adherence to antiretroviral medications, sustained viral suppression, and transmission risk reduction.ⁱ As the report explains, “Housing comprises more than just physical shelter. Where we live is where our personal, social, and economic lives come together. People who lack stable, secure, adequate housing lack a protected space to maintain physical and psychological well-being—finding themselves consistently in stress-producing environments with consequences for mental health and immunological functioning.”ⁱⁱⁱ

This review also confirms our understanding of the impact of housing supports on the health of PWH. Improved housing status for people with HIV is strongly linked to reduced viral load and better health outcomes and has been found to reduce avoidable health care spending on emergency and inpatient care. Improved housing status is also independently linked to reduced risk of ongoing HIV transmission, which prevents infections and leads to significant savings in avoided lifetime treatment costs.

Public investments in safe, stable housing for homeless and unstably housed New Yorkers with HIV will save both lives and money—producing net savings of at least \$1 billion in public spending between now and 2020, according to one estimate, including savings in Medicaid spending from improved HIV health outcomes and averted HIV infections, as well as at least \$120 million in savings from reduced reliance on inappropriate NYC shelters.^{iv}

A fourth NY/NY agreement would decrease homelessness, support efforts to end the NYS AIDS epidemic, and save money for the City and the State. We stand ready to become the first jurisdiction in the world to end its AIDS epidemic, but to do that, we will need significant investments in housing supports. We applaud the Mayor’s bold action and call on the Governor to complete a NY/NY IV agreement through which the City and the State can invest in housing, optimize healthcare, and work towards an AIDS-free New York.

Thank you for your time.

ⁱ Coalition for the Homeless. Number of Homeless People in NYC Shelters Each Night.

<http://www.coalitionforthehomeless.org/the-catastrophe-of-homelessness/facts-about-homelessness/>

ⁱⁱ Aidala et al., Housing Status, Medical Care, and Health Outcomes Among People Living With HIV/AIDS: A Systematic Review. *American Journal of Public Health*, November 2015. Available online first at:

<http://ajph.aphapublications.org/doi/pdf/10.2105/AJPH.2015.302905>

ⁱⁱⁱ *Ibid.*

^{iv} Housing Works, Treatment Action Group. Ending the HIV Epidemic (ETE) in NYS: Projected Fiscal Impact of Recommended Expansions of HIV Prevention, Antiretroviral Treatment, and Housing Supports. March 2015.

^v *Ibid.*



TESTIMONY
New York City Council Oversight Hearing
Supportive Housing
Presented by Moshe Sugar

January 19, 2017

Good Morning. My name is Moshe Sugar. Thank you to both Committees for having this hearing on supportive housing.

I have lived in Urban Pathways' Ivan Shapiro House for close to four years now. Ivan Shapiro House is a supportive housing residence in midtown Manhattan. Each resident has their own studio apartment with their own kitchen, bathroom and bedroom space. We also have an indoor and outdoor common space for groups, relaxing and events. Most importantly, we have 24-hour support. We have security always on site. We also have case managers who make sure I take my medication, go to my PROS program and keep my appointments. If I have a problem, there is always someone to talk with to nip it in the bud and take care of it before it overwhelms me.

Before Ivan Shapiro House, I was in and out of the hospital all my life. The last time I was there, my doctor said let's try something different and would only discharge me to supportive housing. He would not let me out of the hospital otherwise. I did not want to go to supportive housing. I wanted to go home to my wife and kids, but he insisted that supportive housing was the only option.

Now I'm very happy that the doctor suggested discharging me to supportive housing. It's been almost four years that I have been out of the hospital and not returned. If I would have not been in supportive housing, I would have been back in the hospital a long time ago.

With the help and support of Ivan Shapiro House, I have changed for the better. Before I entered Ivan Shapiro, I did not regularly visit my doctors, and when I did I was not medication compliant. But now with their help and support, I regularly keep my appointments and take my medications as prescribed. Also, before Ivan Shapiro House, I relied on drugs and alcohol to numb my pain but now with their help and support, I am thank God sober and clean. I am also working on anger management and how to reduce my anxiety and stress. This results in me making better, more rational decisions and less mistakes. I am also calmer. As a result, I am able to be employed part-time, editing Hebrew books. I also volunteer in the community, visiting individuals in the hospital.

To those who oppose supportive housing, they should know that it is a building like any other on the block. In fact, on the outside, it actually looks nicer. Sometimes, when I'm in front of Ivan Shapiro House, people stop me and ask me how to get an apartment in the building.

I thank you for the opportunity to testify on supportive housing. It has been valuable for me, and it can be valuable for others.

Moshe Sugar
Resident, Ivan Shapiro House



TESTIMONY

New York City Council Oversight Hearing
Supportive Housing
Presented by Nicole Bramstedt

January 19, 2017

Good Morning. My name is Nicole Bramstedt. I am the Director of Policy at Urban Pathways. Thank you to the New York City (City) Council Committee on General Welfare and the Committee on Housing and Buildings for holding this hearing on supportive housing and the opportunity to testify.

Urban Pathways will testify on the issues we encounter as a supportive housing provider since we opened our first residence in Midtown Manhattan in 1997. We will also provide recommendations for ensuring the City more robustly utilizes supportive housing to address homelessness. These include: (1) ensuring development of the City's 15,000 supportive housing units are not delayed due to community resistance; and (2) ensuring optimal operation of supportive housing via sufficient City government investment and continuation of the Mayor's Supportive Housing Task Force.

About Urban Pathways

Since 1975, Urban Pathways has worked to engage the City's most vulnerable – chronically homeless individuals – and provide them with “a way home”. Our continuum of programs in four of the five boroughs include six street outreach programs, the Olivieri Drop-in Center, Hegeman and Travelers Safe Havens, eight supportive housing residences, and scattered site supportive housing units.

Background

In Fiscal Year (FY) 2016, Urban Pathways assisted over 500 individuals via supportive housing. This includes over 200 individuals in scattered-site supportive housing - affordable, permanent market rate apartments “scattered” throughout Manhattan, Brooklyn and the Bronx, accompanied by services. This also includes about 300 individuals in congregate supportive housing - affordable, studio apartments in one building with on-site support services:

- 85 individuals in the 16th district of Council Member Gibson - 55 individuals at Clinton Avenue Apartments and 30 individuals at Boston Road Apartments;¹
- 55 individuals at Ivan Shapiro House in the 3rd district of Council Member Johnson;
- 55 individuals at Hughes House in the 17th district of Council Member Salamanca;
- 52 individuals at Cluster House in the 7th district of Council Member Levine; and
- 50 individuals at Hallet's Cove in the 22nd district of Council Member Constantinides.

The first part of my testimony will address the issues we have faced since opening our first supportive housing residence- Ivan Shapiro House - in midtown Manhattan in 1997.

The City and State Have Insufficiently Utilized Supportive Housing to Address Homelessness.

The City and State have not employed supportive housing as robustly as they should. While advocates called for at least 10,000 units for NY/NY II, the 1999 NY/NY II agreement developed 1,500 units. In June 2010, the City Independent Budget Office reported that after four years, the NY/NY III agreement

¹ This complex also includes 38 low income apartments for community residents.

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had produced 1,200 fewer units than planned.² And, for over one year now, we have urged the State to execute the MOU and release \$2 billion for the creation of affordable and supportive housing.

This failure to rapidly develop supportive housing has been detrimental to those New Yorkers we strive to assist. Without a robust supportive housing portfolio, individuals bottleneck in drop-in centers, safe havens and shelters, as is currently occurring. According to the FY16 Mayor's Management Report, individuals stayed increasingly longer in City shelters from FY12 to FY16. Single adults stayed 29 percent longer - 275 to 355 days. Adult families stayed 35 percent longer, from 416 to 563 days. Families with children stayed 28 percent longer, from 337 to 431 days.

Also, without more permanent supportive housing, our clients bottleneck in transitional supportive housing beyond the recommended stay. This prevents vacancies in these units for those in shelters, safe havens and drop-in centers. It also impairs the progress of those in transitional supportive housing who strive to live more independently but cannot due to a lack of permanent supportive housing.

While We Engage with the Community, We Still Encounter Resistance to Our Supportive Housing.

Recognizing our important role as a community member, Urban Pathways engages the community during pre-development, development and operation of our supportive housing.

During pre-development, we spend about a year and a half engaging the community. We outreach to local elected officials including the City Council Member and Borough President. We also engage with the community board during pre-development. We meet with them and present on the proposed residence. Here, we enter with a concept and a general feasibility plan versus exact design. This provides the community the opportunity to provide input and have ownership in the residence. We offer to create a community advisory group to better integrate into the community and again, create shared ownership. We also offer a tour of our existing residences. This acquaints them with our supportive housing and demonstrates our competence in such.

We continue to engage with the community board during development and operation. During development, we offer the district manager a tour of the residence. We forward job listings to the community board to continue to involve it and have staff living in the community. We work with the community board to fill low-income units, forwarding the housing application. During operation, we strive to be a good neighbor, promptly responding to community concerns. The program director attends community board meetings and is involved in the precinct community council.

Despite this engagement, we encounter resistance, particularly in pre-development. An example is our Hallet's Cove supportive housing residence in Astoria, Queens. In 2008, after we and the NYS Office of

² New York City Independent Budget Office. *After Four Years, New York/New York III Pact Has Produced Less Housing Than Planned*. <http://www.ibo.nyc.ny.us/iboreports/nyny3feb92010.pdf>. February 2010.

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Mental Health (OMH) proposed it, the Council Member wrote a letter in opposition to OMH and Governor Paterson.³ He also initiated a community petition drive in opposition.⁴ In late 2008, Community Board 1 voted against it 35 to 1.⁵ The opposition continued into 2011, when during development, the Council Member asked Governor Cuomo to repurpose it.⁶

Those in opposition opined the area was not suitable for incoming residents.⁷ They also thought it would deter waterfront development.⁸ However, as Hallet's Cove enters its fifth year, these concerns have not materialized. Local residents confirm its low profile, and the former Council Member reports no complaints.⁹ During a site visit, Queens Borough President Office staff commented that it looked better than adjacent luxury apartments. Also, the waterfront development is happening. And the current Council Member Constantinides has graciously awarded discretionary funds for a biweekly arts group, which enables residents to utilize arts therapy to move forward.

These prolonged NIMBY battles have detrimental consequences. They increase risk to developers who must develop in a set time to qualify for federal low-income housing tax credits. They invest pre-development dollars, which are not reimbursed until the project is sited and funded. They also slow development, sometimes ending it altogether. In a 2009 Department of Buildings hearing, former Supportive Housing Network of NY Director Ted Houghton testified that the primary cause of the 74 percent delay in the projected schedule of NY/NY III was community opposition.¹⁰ This delays housing for those who need it, keeping individuals in crisis instead of moving forward in cost-effective housing.

Government Inadequately Invests in Supportive Housing Capital Repairs, Services and Staff.

Another consistent challenge we face in operating supportive housing is inadequate government investment that complicates our ability to run residences. This insufficient investment comes in the

³ The Times Ledger. *Shelter Not a Good Fit for Astoria: Vallone*.

http://www.timesledger.com/stories/2011/40/atshelter_at_2011_10_06_q.html. October 6, 2011.

⁴ Queens Ledger. *Thanks but No Thanks*. http://www.queensledger.com/view/full_story/331062/article-Thanks--But-No-Thanks. October 30, 2008.

⁵ Queens Gazette. *Board 1 Opposes Urban Pathways Building*. <http://www.qgazette.com/news/2008-12-24/features/013.html>. December 24, 2008.

⁶ The Times Ledger. *Shelter Not a Good Fit for Astoria: Vallone*.

http://www.timesledger.com/stories/2011/40/atshelter_at_2011_10_06_q.html. October 6, 2011.

⁷ NY Daily News. *Housing for Mentally Ill Irks Astoria*. <http://www.nydailynews.com/new-york/queens/housing-mentally-ill-irks-astoria-article-1.358346>. December 23, 2008.

⁸ NY Daily News. *Residents Furious Over Shelter for Mentally Ill Set to Be Built Across from City Housing Project*.

<http://www.nydailynews.com/new-york/queens/residents-furious-shelter-mentally-ill-set-built-city-housing-project-article-1.963046>. October 13, 2011.

⁹ City and State New York. *After the Shouting, do Homeless Shelters Harm Neighborhoods?*

<http://www.cityandstateny.com/articles/politics/new-york-city/after-the-shouting,-do-homeless-shelters-harm-neighborhoods.html#.WHkNtU0zWM9>. February 23, 2015.

¹⁰ Testimony of Supportive Housing Network of NY Director Ted Houghton. <http://shnny.org/images/uploads/DOB-2009.pdf>. March 6, 2009.

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form of City and State contracts with nonprofit supportive housing providers that underfund contract lines critical to a residence's success. One example is an underfunded Other Than Personal Services (OTPS) line of City funded nonprofit human services contracts.

OTPS is a significant part of the budget of nonprofit supportive housing providers. We rely on OTPS to upgrade a residence's technology, make capital repairs, feed the residents, and ensure staff receives benefits and development. While the cost components of OTPS continually rise, City contract allowances remain flat. However, our housing like any other housing, breaks and requires maintenance. Elevators, particularly critical to the accessibility of the location, break and require fixing.

Recommendations

In light of these issues, we make the following recommendations to ensure the City more robustly utilizes supportive housing. There are lessons learned from supportive housing development and operation that we should apply going forward. Repeating mistakes hurts all New Yorkers.

(1) We Must Ensure the Development of the City's 15,000 Supportive Housing Units Are Not Delayed.
In November 2015, Mayor de Blasio announced an unprecedented City commitment of 15,000 supportive housing units over 15 years. Before these new units go online, the City must do all it can to ensure development is not delayed as occurred during the NY/NY agreements.

1. The City Should Educate Communities on Supportive Housing.

The City needs to get out in front of potential community resistance to the siting of the supportive housing units. To do so, the City should conduct a community education campaign. The campaign should have two components. First should be a NYC-wide community education to all New Yorkers. Second should be community-based efforts involving local elected officials, community boards and supportive housing providers. The campaign should clarify what supportive housing is given the misidentification of it as shelter. It should also include an introduction to providers and residences.

2. The City Should Require Community Board Notification, Not Approval, for Siting.

Our supportive housing developments are as of right, financed with either City or State dollars. Thus, the role of community boards in siting a residence depends on if it is built with City or State dollars. Supportive housing financed with City dollars requires community board approval. In contrast, supportive housing financed with State dollars requires notification.

The City needs to synchronize its siting policy with the State. Specifically, Housing Preservation and Development should require community board notification for siting supportive housing. Two different policies foster confusion. Nonprofit supportive housing providers are transparent and accountable, with extensive scrutiny already. The State policy also constitutes less of a hurdle to development, thus ensuring more rapid development of the 15,000 units. Had our Hallet's Cove

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Residence in Queens been subject to community board approval, those 55 individuals who reside in their own apartment may still be languishing in crisis and instability.

The City should sit down with communities and dialogue about a change in siting policy. Communities are an important part of the success of supportive housing. In place, the City could require the supportive housing provider to offer to establish a community advisory board, which meets regularly with program management. This would help the provider and community maintain much-needed dialogue. The City could also ensure coordination of proposed projects to prevent multiple providers proposing sites at the same time in the same neighborhood.

(2) We Must Ensure Optimal Operation of the City's 15,000 Supportive Housing Units.

For the 15,000 supportive housing units and the residents occupying them to succeed, we need to ensure providers and their workforce can develop and run residences to their fullest capabilities. We provide two recommendations.

1. The City Government Must Invest in the Services, Staff and Infrastructure of Supportive Housing.

Supportive housing providers have consistently incurred chronic government underinvestment. The time is now to reverse this trend. We urge the Administration to include in the January Plan a funding increase in City funded nonprofit human services contracts. We thank Council Member Rosenthal for championing this important fight.

2. The City Should Continue the Mayor's Supportive Housing Task Force as the 15,000 Units Are Developing and Operating.

As the City develops supportive housing, it should continue the Supportive Housing Task Force. We commend the City for the Task Force and quickly implementing much-needed changes. In particular is the redesign of scattered-site supportive housing contracts to include annual rent escalations. We urge the City to continue the Task Force. Continuing it will aid all involved. It will give providers an ear responsive to their concerns. It will help the City monitor challenges arising in development and operation, thus ensuring the best experience for the residents and community.

Conclusion

Urban Pathways thanks the Committees for the opportunity to testify on supportive housing and to provide recommendations for ensuring it is more robustly utilized to address the homeless crisis.

Nicole Bramstedt
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**Comments of the Corporation for Supportive Housing
The New York City Council**

**Joint Hearing of the Committee on General Welfare and Committee on Housing & Buildings
January 19, 2017**

My name is Kristin Miller, and I am the Director of the New York Program at the Corporation for Supportive Housing (CSH). CSH's mission is to advance solutions that use housing as a platform to deliver services, improve the lives of the most vulnerable people, and build healthy communities. CSH has 25-year track record of innovation and investment in New York City. Since 1991, CSH has made over \$138 million in loans to supportive housing developers for the creation of over 15,000 permanent supportive and affordable housing units in NYC and NY State.

CSH is deeply committed to sustaining and increasing access to permanent housing solutions in New York and would also like to thank Chairman Steven Levin for your leadership and support of the Campaign for NY/NY Housing. CSH supports Mayor de Blasio's commitment to establishing the NYC 15/15 Initiative and I am grateful for the opportunity to highlight the importance of a multi-year permanent supportive housing production initiative.

As you all know, New York City is experiencing record homelessness and over 60 thousand New Yorkers, including 23 thousand children, spent last night in shelter. We are at a critical moment to address this crisis and invest in the most cost-effective strategy proven to solve homelessness for those with the greatest needs: supportive housing, which pairs permanent affordable housing with supportive services.

- **Supportive housing is an evidence-based solution to improve the lives of the most vulnerable people.** Combining permanent, affordable housing with social services allows individual and families to live stably in communities, just like any other New Yorker. We know that supportive housing stops people from cycling between many crisis systems. For example, CSH's Keeping Families Together supportive housing program targeted homeless families who were also involved in the child welfare system. An evaluation of KFT demonstrated a 90% housing stability rate, the closing of the majority of child welfare cases, and children attended 25 more days of school per year.
- **Supportive housing results in reductions in the shelter population.** In the first five years of the New York/New York III supportive housing agreement, chronic homelessness among adults was reduced by 47 percent. Providing permanent, affordable and supportive housing options for people living in shelters will increase the positive exits from shelter. And we know these placements stick, given the low-turnover (vacancy rates) in supportive housing.
- **Supportive housing improves neighborhoods.** The Furman Center for Real Estate and Urban Policy studied the impact of 123 supportive housing residences in New York and found that properties closest to



supportive housing increased in value and experienced strong and steady growth in the years after the supportive housing opened. Tenants of supportive housing actively participate in their communities by volunteering and joining civic and faith organizations. They are invested in their neighborhood because it is their new home. Conversely, across the city, neighborhood organizations such as community boards, scout troops, and block associations use the community space in supportive housing buildings to hold their meetings, fully using this needed resource.

We support this effective intervention and we put our money where our mouth is. Last year alone, CSH invested \$33 million in new supportive housing development in New York. But the permanent supportive housing production pipeline is drying up. Supportive housing developers need a multi-year funding commitment, including the capital, operating, and service funding that is required to build new supportive housing. **We are asking for your support in fully funding the Mayor's 15/15 Initiative and promoting the siting of new supportive housing apartment buildings to give our most vulnerable New Yorkers a place to call home.**

Please don't hesitate to contact me at (kristin.miller@csh.org) or call (212.986.2966 x231) with questions. Thank you for your consideration.



Testimony of Craig Hughes

Policy Analyst

Coalition for Homeless Youth

RE: Oversight – Supportive Housing

New York City Council

Committees on General Welfare & Housing and Buildings

January 19 2017

Introduction

Thank you Chairs Levin and Williams, and members of the Committees for the opportunity to testify before you today. My name is Craig Hughes and I am the Policy Analyst at the Coalition for Homeless Youth, also known as the Empire State Coalition of Youth and Family Services. The Coalition for Homeless Youth has advocated for the needs of homeless youth for nearly 40 years. Our coalition is comprised of 67 providers of services to homeless youth across New York State, including 29 members in New York City. We commend the City Council for scheduling a truly necessary oversight hearing on supportive housing.

Our members include both providers of supportive housing and programs that refer homeless youth into supportive housing. For the purposes of this presentation, with limited exception, we will focus on challenges with referral and access into supportive housing, as well as concerns about eviction procedures.

Background

Without question supportive housing has been a decisive intervention into the continued housing and homeless crisis in New York City. It is a simple truism that absent supportive housing the crisis of homelessness in New York City would be far worse than it currently is. We are deeply grateful for the Mayor's commitment to 15,000 units of supportive housing and look forward to seeing these units expeditiously get off the ground and provide the necessary housing to move people out of shelters, off the streets and into their own homes.

While we acknowledge the strength of New York City's strong, long-term commitment to providing supportive housing, we must also acknowledge the many difficulties that pervade the world of supportive housing. We will briefly address those in this testimony.

It is also important that we provide some key context here. According to the most reasonable and comprehensive study on the matter, there are more than 3,800 homeless youth in New York City on any given night. Currently, homeless youth are one of the only homeless sub-populations in New York City that has been left with virtually no option for permanent housing to exit homelessness. Youth relying on DYCD's homeless youth programs have no access to local housing subsidies like LINC. These young people do not receive any priority access to NYCHA units, or priority access to Section 8 subsidies. Youth eligible for supportive housing also face significant barriers to accessing a

unit. As a result of this dearth of permanency options, many very vulnerable young people continue to cycle in and out of homelessness.

City data shows that in FY16 less than one percent of those discharged from DYCD crisis beds moved into their own apartment. Only about 10% of those discharged from longer-term transitional beds moved into their own apartment. For youth in crisis beds, nearly 30% of those discharged were sent directly back into crisis beds, while the destinations of more than 23% of these young people was simply unknown. Given the lack of truly affordable housing in New York City and the fact that homeless youth have been left without access to any rental subsidies in a rapidly gentrifying housing market, there is a significant chance they will transition from youth homelessness into adult homelessness.

For young people with disabilities and those exiting foster care, supportive housing can be a lifesaver. Yet, young people face significant barriers if they apply for supportive housing, which makes it even harder for them avoid landing in adult homeless services. For those who do get into supportive housing units, many face the grim prospect of exiting supportive housing and entering back into homelessness. We discuss some specific challenges below.

Challenges

1. There needs to be an acknowledgment that New York City has a *chronically* homeless youth population, and many of these individuals would greatly benefit from supportive housing. Often we speak of supportive housing for youth solely as it relates to the many young people exiting foster care without housing options. Yet, there is also a significant population of homeless young people who have been homeless for long periods of time and struggle with serious mental illness. New York City provides only a handful of beds specifically for these young people and must provide more. As importantly, young adults should not be limited to age-specific units – our providers have often found that young people in supportive housing buildings that are not age-specific fare very well.
2. Creaming and cherry picking of applicants by providers is a pervasive issue that needs to be addressed. Sometimes young people are denied for supportive housing due to their age, though it's not written that way. Creaming also occurs by screening out applicants through quick, highly-subjective and surface-level claims of issues such as “lack of insight” into his/her or their mental illness, or being “non-complaint” with medication, or because an applicant has a recent history of substance use, or because they are simply deemed too mentally ill. One way of looking at this is that many of those most in need may be least likely to access this resource.

There is a need for oversight of denials and a mechanism to ensure that eligible applicants aren't being inappropriately screened out of permanent housing via questionable assessments. There is also a need for some type of mechanism through which applicants can challenge denials. It is of note that supportive housing denials are not subject to fair hearings or any other administrative procedure of further review. Advocating for a client whose denial appears inappropriate is typically an exercise in futility.

3. Homeless young adults relying exclusively on DYCD resources appear to have a harder time getting referred for interviews than young adults in DHS shelters. DHS controls the interview-referral process for Population A units and DYCD providers are not typically looped into changes in referral process, nor pro-actively alerted when new buildings are opening, or the specific requirements of said buildings. There must be a mechanism put in place to ensure homeless youth providers can help the young people they serve gain access to buildings as they come on line, and understand the often-complicated eligibility requirements of each development.
4. Youth-specific units are often not-subsidized with permanent housing subsidies that have the potential to become mobile (e.g. Section 8) and youth going into their mid-20s often find themselves being pushed to leave without a clear option in front of them. For future youth-specific units, if they are age-limited, there needs to be access to an ongoing rental subsidy upon exit, and significant aid in helping these young people find a safe and stable place to live.
5. Finally, supportive housing providers are sometimes heavy-handed with tenants who suffer from disabilities that impact their daily functionality. For example, some supportive housing landlords are quick to move for evictions over issues where a more appropriate response is supportive and compassionate. Other supportive housing providers move much slower toward eviction and tend to focus on providing supports and assistance rather than a threatening warning letter. We would hope that the city, in its efforts to support the housing of vulnerable people, will encourage best-practices that emphasize the 'support' in 'supportive housing.'

Conclusion

To conclude, the Coalition for Homeless Youth is appreciative of the new supportive housing units planned to come on line, and very appreciative for this hearing. We are in hopes that the challenges mentioned above will be taken into account in all forthcoming units and in the current supportive housing access and exit processes.



New York City Council's General Welfare Committee Hearing on Supportive Housing

Testimony Of Breaking Ground For the New York City Council

January 19, 2017

Hello, my name is Brenda Rosen. I am the President and CEO of Breaking Ground, New York City's largest supportive housing developer and provider to low income and chronically homeless New Yorkers. We currently operate 15 buildings (over 3,000 units) of permanent and transitional housing in Manhattan, Brooklyn, the Bronx and Queens –and have a development pipeline of 1,000 more units over the next five years. We also manage the street outreach program, Street to Home, in Brooklyn, Queens and nearly one third Manhattan, which connects the most entrenched, long-term homeless individuals with housing and other critical supportive services. Over the last 26 years, we have helped over 12,000 people escape homelessness, including veterans, seniors, artists, youth aging out of foster care, those living with addiction and chronic illnesses, and many more.

- For the chronically homeless, we create safe, secure housing, with essential on-site support services to help them address the psychosocial, mental, and physical health problems that are obstacles to independent living.
- For individuals who find themselves at the edge of homelessness, our affordable housing provides an all-important safety net.
- 99% of our residents remain stably housed; less than 1% of our residents leave us each year because of some unresolvable behavior or financial issue.

Strengthening communities is core to Breaking Ground's mission. We create neighborhood assets that promote social inclusion. Our buildings preserve historic landmarks, transform neglected properties, and introduce new resources and opportunities to surrounding communities.

Breaking Ground frequently partners with nationally recognized architects to create buildings that integrate into a community's fabric. Not only does good design improve the success rate with residents, it also helps rally the surrounding community's support. When people hear "homeless housing" the image that comes to mind is an unattractive emergency shelter – a threat, rather than an asset, to the community. When we're able to take people into a LEED-certified building that looks like market rate housing, it changes people's minds.

Whenever possible, we incorporate storefronts with community-serving retail or accessory community facility uses.

- The Schermerhorn contains 217-units of supportive housing and is home to the Brooklyn Ballet, which has a storefront space on the ground floor. The theatre we are in today is available to the Brooklyn Ballet and local arts groups seeking affordable rehearsal and performance space.

- The Prince George, located in Manhattan, contains 416-units of supportive housing and operates the historic Prince George Ballroom, an event venue used by private companies and community organizations alike. Additionally, the Prince George runs a Community Supported Agriculture (CSA) program which enables our low-income residents and their neighbors to afford good quality, healthy produce, available at their doorstep.
- The Hegeman, located in Brownsville, Brooklyn contains 161-units of supportive housing and features an expansive, enclosed garden on the ground level for building residents and a beautiful green space adjacent to the building that we created for use by both residents and the broader community.
- La Central, a 160-unit upcoming supportive housing project in the Bronx, will house a YMCA, day care and retail space.

Guaranteeing the safety of our residents and neighbors is of highest importance. Our buildings feature 24/7 security, outdoor and indoor cameras and lights – all which have been proven to help deter crime. We develop and maintain close relationships with local NYPD, FDNY and EMS to ensure we are responding to issues quickly and effectively. Studies of supportive housing's impact on communities have found that it plays an important role in reducing crime and increasing neighborhood quality of life.

Additionally, Breaking Ground proactively forges relationships with community boards, block associations and elected officials to address specific concerns or needs. We regularly host and participate in events/meetings organized by these stakeholders. This helps us be seen as a community asset while also facilitating awareness of our work.

Gaining support from local organizations and elected officials has helped boost our reputation in communities that have historically met us with resistance. For example, East Brooklyn Congregations (EBC) played an essential role in helping us secure community support to develop two buildings in Brooklyn's CB16. Additionally, without the strong backing of South Bronx Churches (SBC), an affiliate of EBC's, Breaking Ground would not have secured sufficient support to move forward with The Brook, our first building in the South Bronx. These local institutions are often helpful in marketing apartments and employment opportunities to local residents. For example, posting open positions through Brooklyn's CB16, resulted in filling more than half of the staff with residents from Brownsville or the immediate surrounding neighborhoods.

Supportive housing has proven to be both a positive and stabilizing force in communities and an effective solution to addressing chronic homelessness. The City needs more of this type of housing and the Mayor's 15/15 initiative is an important component in addressing the City's homeless crisis.

On behalf of Breaking Ground, thank you for this opportunity to testify. Your interest and deep commitment to this critical issue is greatly appreciated.

Respectfully submitted by:
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Testimony to the NYC Council
Supportive Housing
January 19, 2017
Submitted by
Tony Hannigan, CEO
Center for Urban Community Services (CUCS)

Good afternoon.

My name is Tony Hannigan, and I am the CEO and President of the Center for Urban Community Services (CUCS), a non-profit organization, and our mission is to provide housing and help rebuild the lives of homeless and low-income families and individuals. I have been with CUCS since 1981, and I am one of the originators of the supportive housing model. CUCS is widely recognized for having a particular expertise in providing supportive services to people who have a persistent major mental illness, such as schizophrenia and serious depressive disorder. I would like to talk about the supportive services that are provided in supportive housing, but before doing that, I want to give you one minute of context.

When I started working in homelessness in 1981, homelessness was beginning to become increasingly visible. Much of this had to do with the ongoing elimination of privately owned SRO's or welfare hotels where many of the people discharged en masse during deinstitutionalization from inpatient psychiatric facilities had lived. It also had to do with the community mental health system not keeping pace with the rate of discharges. At its peak, in 1955, there were about 94,000 people living in NYS psychiatric facilities. In 1984, that number was at 34,000. Today, it is under 4,000.

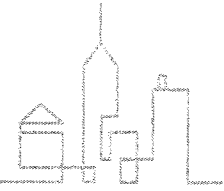
The people who are and had been in state psychiatric facilities represent only a fraction of those who depend upon the public mental health system, but the staggering decline in the number of those on inpatient wards is tell tale of the need for residential options for people who live with serious psychiatric and other medical problems.

Supportive housing is a critical component of NY's community mental health system. Supportive housing is where people have a lease, can live permanently and receive needed mental health and other services on-site. As the housing is integrated with individuals who are not living with mental illness, it is progressive and, being only a small fraction of the cost of hospitalization, it is highly cost-effective.

CUCS provides supportive services to approximately 2,000 apartments. Our on-site service staff includes psychiatrists, licensed social workers, nurse practitioners, job coaches, primary care physicians, and para professional case management staff who assist tenants, when necessary, with various activities of daily living (such as doing laundry and food shopping). When individuals first move into supportive housing, it is typically after years of being homeless. They have minimal if any social contacts, are cut off from family, have medical issues in addition to mental illness and, if a woman, likely suffering from trauma having been victim of domestic and other physical violence. Most all of the individuals have not had any consistent medical or mental health treatment services for years on end.

Our services include individual counseling and supportive services that are tailored to the needs of the individual. Unlike clinic and hospital based services, where individuals are not uncommonly lost to care, each tenant is assigned to a team of social workers and case managers with a caseload of 25 tenants. In addition, the tenant will be able to see the same psychiatrist and medical staff, without the constant turnover often experienced in other mental health settings. Supportive housing provides the opportunity to work with people over time, addressing not just mental health and medical concerns, but also quality of life issues, such as reuniting with family, rejoining the community, and for many, getting a job. CUCS' Career Network, which specializes in job and career opportunities for people with mental illness, helped place 180 people living in supportive housing into jobs in 2016 with an average wage for full-time employment of \$12 per hour.

In conclusion, I want to emphasize that violent and aberrant behaviors are exceedingly rare among supportive housing tenants. Instead, supportive service providers are addressing years of isolation, poverty, loss, illness, and the incalculable hardships of having been homeless.



**Testimony to the
New York City Council
Committees on General Welfare & Housing and Buildings
Submitted by the Supportive Housing Network of New York
January 19, 2017**

My name is Rebecca Sauer and I am the Director of Policy and Planning at the Supportive Housing Network of New York. The Network is a membership organization representing approximately 200 nonprofit developers and operators of supportive housing statewide, as well as other professionals who contribute to the advancement of this important model. Supportive housing is permanent affordable housing with embedded social services for vulnerable individuals and families, people who are homeless and living with disabilities and/or other barriers to maintaining stable housing. Social services include case management, job training, mental health and substance abuse counseling.

New York City is the proud birthplace of supportive housing, a model which has been replicated across the country and the world. It is both humane and cost-effective. It thrives on public-private partnerships. As you will hear in other testimony today, it provides people the platform to positively transform their lives and achieve their potential.

Supportive housing was created by innovative New Yorkers in the late 1970s and early '80s as single room occupancy (SRO) hotels disappeared, which drove extremely poor people – who often also experienced mental illness – into homelessness. Decades later, what started as the conversion of a few SROs has become a robust and agile community that adapts to meet the most pressing needs of our city. Individuals and families, youth aging out of foster care, veterans and seniors have all been buoyed by supportive housing. Today there are nearly 50,000 units of supportive housing across the state and 32,000 in New York City. Of those, 12,000 represent scattered-site units, which are rented in the community. 20,000 represent units in purpose-built supportive housing, which today is integrated with affordable housing for low-income New Yorkers.

Everyone in this room is deeply aware of the magnitude of the homelessness crisis we are facing. There are over 60,000 people in the City's shelter system. Of course not all of these people need supportive housing. Some merely need access to housing they can afford. However, there are thousands who are experiencing mental illness, substance disorders, and HIV/AIDS, who would not be able to maintain stable housing on their own. Without supportive housing, the alternatives are costly homeless shelters, hospitals, psychiatric institutions, and jails or prisons. A 2013 study of the NY/NY III supportive housing agreement conducted by the NYC Department of Health and Mental Hygiene showed that costs for NY/NY III tenants were \$10,100 less than those for unplaced individuals for all services, benefits, and jail

use tracked by the evaluation.¹ 87% of tenants in NY/NY III housing remained housed after one year. Of those who moved out, only 6% returned to shelter and 0.5% to the street.²

Despite the staggering need for supportive housing and the evidence of its effectiveness, many people are apprehensive about it being built in their neighborhood. That is understandable. Most of those people have not had the opportunity to visit a residence like the Schermerhorn, the beautiful building where we are meeting today. Community residents can also be comforted by research that shows that supportive housing buildings have neutral or positive effect on property values. According to research from the Furman Center for Real Estate and Urban Policy at NYU, properties nearest to new supportive housing buildings actually increased in value in the years after supportive housing opens. These findings were the result of a rigorous study examining 7,500 units of supportive housing built over a twenty year period and the sales prices of nearby properties.³ Studies done in Columbus,⁴ Philadelphia,⁵ Fort Worth,⁶ Toronto,⁷ and six Connecticut communities⁸ show similar results.

The great challenges New York faces today – including homelessness, mental health, addiction, and neighborhood change – require a renewed commitment to proven strategies and creative solutions for the future. The Network applauds the city for its bold leadership in introducing the NYC 15/15 initiative: 15,000 units of supportive housing over the next 15 years. Along with that initiative, the Mayor convened a task force of practitioners and experts, whose work culminated in the release of 23 recommendations in December 2016. Building on the past and transforming all of these ideas into a reality will require true partnership across many sectors. One of the biggest obstacles to developing new supportive housing is finding adequate and attainable sites. The Network is working closely with city agencies, lenders and investors, supportive housing developers, and other stakeholders to address these challenges. We invite all members of the Council to partner with us and with your communities to help our city meet this critical need. Many Council members and their staffs have toured supportive housing in their districts. Please get in touch if you wish to schedule a tour or meeting. We are always happy to assist.

Thank you for the opportunity to testify today.

¹ NYC Department of Health and Mental Hygiene, with NYC Human Resources Administration and New York State Office of Mental Health, “New York/New York III Supportive Housing Evaluation: Interim Utilization and Cost Analysis,” 2013. Available at: <http://shnny.org/images/uploads/NY-NY-III-Interim-Report.pdf>.

² NYC Human Resources Administration, “New York/New York III Agreement Year End Progress Report through December 31, 2015,” 2016.

³ Furman Center for Real Estate and Urban Policy, “The Impact of Supportive Housing on Surrounding Neighborhoods: Evidence from New York City,” 2008. Available at: http://furmancenter.org/files/FurmanCenterPolicyBriefonSupportiveHousing_LowRes.pdf.

⁴ Arch City Development and Urban Decision Group, “National Church Residences: Permanent Supportive Housing Impact Analysis,” 2013. Available at: <http://shnny.org/uploads/Columbus-NIMBY-Study-2013.pdf>.

⁵ Econsult Corporation, “Project H.O.M.E.’s Fiscal Impact on Philadelphia Neighborhoods,” 2007. Available at: <http://shnny.org/research/property-values-in-philadelphia/>.

⁶ City of Fort Worth, “Our Neighbors, Our Neighborhoods,” 2008. Available at: http://shnny.org/uploads/Our_Neighbors_Our_Neighborhoods.pdf.

⁷ Wellesley Institute, “We Are Neighbors: The Impact of Supportive Housing on Community, Social, Economic and Attitude Changes,” 2008. Available at: http://shnny.org/uploads/We_Are_Neighbours.pdf.

⁸ Arthur Anderson LLP, University of Pennsylvania Health System, Kay E. Sherwood, TWR Consulting, “Connecticut Supportive Housing Demonstration Program: Final Program Evaluation Report,” 2002. Available at: http://shnny.org/uploads/Connecticut_Supportive_Housing_Demonstration_Project.pdf.

Respectfully submitted by:

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**Testimony by
Elizabeth Strojan
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**For the Committees on Housing & Buildings and General Welfare
Oversight Hearing – Supportive Housing**

January 19, 2017

Thank you Chair Williams, Chair Levin and members of the New York City Council Committees on Housing & Buildings and General Welfare for the opportunity to provide testimony today on the benefits of supportive housing.

My name is Elizabeth Strojan, and I direct policy and communications for the New York office of Enterprise Community Partners. At Enterprise, we understand that a shortage of housing affordable to the lowest-income New Yorkers is a leading cause of our city's homelessness crisis. And we know that many homeless people, especially the chronically homeless, need supportive services to remain stably housed. Supportive housing is a proven effective model that combines permanent affordable housing and on-site services to end homelessness for people with some of the highest barriers to housing, like mental illness and addiction.

Enterprise commends the Mayor on his commitment to create 15,000 units of supportive housing in the next 15 years. We applaud the City Council for continuing to highlight and support this work.

Supportive housing is a triple bottom line solution. First, it ends chronic homelessness. The vast majority of homeless people placed in supportive housing remain housed. They are off the street and are able to stabilize and turn their lives around, often reconnecting with family, securing employment and becoming mentors to their peers.

Second, property values improve on blocks where supportive housing is located. As noted in a policy brief by the Furman Center for Real Estate and Urban Policy, the prices of properties within close proximity of a completed supportive housing project experience strong and steady growth after it opens¹. The Furman Center's research refutes a common

¹ The Impact of Supportive Housing on Surrounding Neighborhoods: Evidence from New York City

but unfounded fear that supportive housing developments will reduce the price of surrounding properties over time.

Finally, supportive housing saves public money. The public pays a steep price for homelessness in the form of emergency shelter, hospital visits, and jail stays. The government spends more than \$51,000 per year to support people who are eligible for supportive housing but unable to find it. Even after the cost of housing and services are added in, supportive housing saves over \$10,000 per unit per year.²

We hope that all of the Council Members will welcome supportive housing in your districts, especially in those where it is currently underrepresented. Permanent supportive housing is key to ending homelessness and reducing the need for homeless shelters. We encourage the Council to work with developers of supportive housing and service providers to bring the community's needs and perspective into these developments.

We look forward to working with the City Council to ensure that all communities share in the benefits that supportive housing brings.

² New York/New York III Supportive Housing Evaluation Interim Utilization and Cost Analysis



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New York City Council Committees on General Welfare and Housing and Buildings
Oversight Supportive Housing
January 19, 2017

Testimony of Homeless Services United respectfully submitted by
Catherine Trapani
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Good morning, my name is Catherine Trapani and I am the Executive Director of Homeless Services United (HSU). HSU is a coalition of over 50 non-profit agencies serving homeless and at-risk adults and families in New York City. HSU provides advocacy, information, and training to member agencies to expand their capacity to deliver high-quality services. HSU advocates for expansion of affordable housing and prevention services and for immediate access to safe, decent, emergency and transitional housing, outreach and drop-in services for homeless New Yorkers.

Homeless Services United's member agencies operate hundreds of programs including shelters, drop-in centers, food pantries, HomeBase, and outreach and prevention services. Each day, HSU member programs work with thousands of homeless families and individuals, preventing shelter entry whenever possible and working to end homelessness through counseling, social services, health care, legal services, and public benefits assistance, among many other supports.

On behalf of HSU, I would like to thank the City Council for holding this hearing. Supportive Housing is a vital resource that has helped thousands of New Yorkers escape homelessness and live independently. Single adults who are chronically homeless with complex behavioral health

needs have been particularly well served. Because they have had access to supportive housing, many have enjoyed better health, improved relationships with family and friends and have remain stably housed for years.

There are other groups who also benefit from supportive housing such as families with heads of household or children with special needs, individuals and families fleeing domestic violence, homeless youth, youth aging out of foster care, persons who are medically frail (too ill for shelter and too well for nursing homes) and, the formerly incarcerated. While supportive housing models supporting these groups are only just emerging, available evidence suggests that supportive services can end episodic homelessness and prevent or end chronic homelessness, promote family stability, improve health outcomes and, reduce recidivism.

From the perspective of groups working with homeless individuals and families, the biggest challenge associate with supportive housing is that there simply isn't enough of it. For every six approved supportive housing applications there is only one available vacancy. Those numbers don't include the hundreds of households who don't even bother putting in an application because they and their housing specialists know there simply won't be an available housing unit on the other side. This is particularly true for families who have been traditionally underserved by supportive housing programs. In fact, fewer than 10 families exiting domestic violence shelters were placed in NY/NY III supportive housing in the first 9 years of the housing agreement's operation.

The scarcity of available housing units can lead to problems with application and tenant selection procedures. In the interest of fairness given overwhelming demand, officials controlling access to this scarce and precious resource must be absolutely certain that available units are going to the neediest people. To prove that one is "neediest" a lot of documentation is required including identifying documents, proof of homelessness including documentation of time spent on the streets, documentation of medical conditions including recent psychiatric evaluations and psycho social assessments, proof of income including public benefits and more. For those who are the most ill and struggling to manage their mental illness or addiction simply getting through the various appointments and assessments can be overwhelming if not

impossible. In addition, clients are required to sign multiple consents to release confidential information like psychiatric records to City officials in order to be considered for a placement. For persons who may be paranoid or fear surveillance, obtaining informed consent can be a challenge. Dedicated housing specialists and counselors at shelters and homeless services programs throughout the City work hard to guide persons through this process but sadly sometimes the most vulnerable are “noncompliant” with this onerous process and unable to make it through the application. The intention of the rigorous process is to reserve units for those who need it most yet, the process itself can weed out those very people. The result is that shelter, safe haven and street outreach programs are the only supports available to persons who would benefit most from a more stable environment. We need to identify housing solutions for such persons by streamlining access to supportive housing for them. Others, with the support of outreach workers and community based and shelter programs many do eventually make it through to the approval stage but their struggle to gain access to housing doesn’t end there.

In order to move in to a supportive housing unit the application must not only be approved by the referring agency (HRA) but also the supportive housing provider. Many providers have flexible criteria meeting applications “where they are at”. This is especially true of organizations who provide homeless outreach and other support services to homeless people in addition to supportive housing. Still, there are times when a person is rejected for supportive housing because they “do not have insight into their mental illness” or because they arrived to the interview late, appeared disheveled or disorganized and weren’t able to effectively communicate with the interviewer. Given that most persons who qualify for supportive housing have been homeless for at least a year and suffer from severe health conditions including mental illnesses and substance abuse disorders and, are not yet living in a stable enough situation to help them function as well as others, such things ought not be grounds for rejection from housing. Persons who struggle with the interview process are likely the ones who would most benefit from supportive housing. HSU urges the City to track how often such persons are rejected for housing placement to determine if there is some sub-set of people who are systematically passed over for placement. If this is the case, immediate action must be taken to ensure that such persons are able to access appropriate housing.

HSU understands the need to balance the needs of an applicant with the ability to effectively run a supportive housing residence but, the reality is that if the same group of homeless people with complex needs gets passed over for placement over and over again there is a group of people who will be permanently relegated to the street or the shelter system where a right to a bed is given to all regardless of their perceived level of compliance or functioning. Shelters are not designed to house people permanently so, if it is the case that some clients aren't being served by current supportive housing programs then, a new permanent housing program must be created that can accommodate persons requiring a level of care that is at once too acute for supportive housing and not acute enough for a hospital stay leaving them to languish in shelters indefinitely.

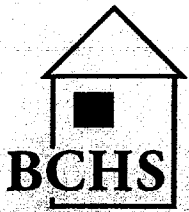
The City has already taken some steps to address some of these issues and we would like to thank them for their work. The new Coordinated Assessment Placement System (CAPS) and accompanying vulnerability index that will be created to score applications could streamline the application process, reduce reliance on paper records produced by applicants (particularly in cases where the person is already known to City systems and has records on file) and reduce agency and provider discretion thus ensuring that those with the highest needs are first in line for an available unit. HSU is participating in the pilot program and we have been impressed by early feedback. Once fully implemented, some barriers associated with the application process will be reduced thus simplifying access to housing. Other protections can and should be built in on the placement side to help persons who don't present as well as others a chance as a placement following an interview.

The vulnerability index, if properly designed, could also promote fairness by allocating resources to those who score as neediest rather than those who are the easiest to serve within a larger category of needy persons who qualify for a particular housing type. HSU looks forward to partnering with the CAPS committee to inform the design of vulnerability index such that the scoring appropriately triages assistance and, makes it possible for those in need of supportive housing but who are currently underserved by it, to qualify. Scoring on issues like domestic violence, caring for children with disabilities, physical health issues, criminal justice system

involvement and similar vulnerabilities must be considered and weighted alongside traditional supportive housing criteria such as mental illness, in order to determine which households would be best served by housing with supportive services.

Supportive housing only works to the extent that those who need it are able to access it. We need to continue the work of the CAPS committee to ensure that 1) applicant burdens are reduced, 2) admission criteria is transparent and low barrier while factoring in risk factors like age, medical frailty, domestic violence risk, family stability and systems involvement, 3) that housing providers are not turning away persons who may be challenging to work with and 4) that housing models are flexible and appropriately funded to adequately care for persons seeking housing enriched with supportive services, even those with complex needs who struggle with the current framework.

Supportive housing has been an incredibly important resource in the fight to end homelessness. HSU is glad to see the City is committed to building on its success and hopes that some of the concerns raised to today will be addressed by the ongoing work to create new supportive housing resources. I also hope that as the City moves forward with plans to create more supportive housing that they can commit to tracking progress in these areas so we can be accountable to the most vulnerable citizens who so desperately need supportive housing to move beyond homelessness. I would like to thank the City Council for the opportunity to testify and welcome any questions you may have.



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Testimony Provided by
Jeff Nemetsky, Executive Director
Brooklyn Community Housing and Services, Inc.

For

The New York City Council
General Welfare Committee and Housing Committees

January 19, 2017

Good afternoon. My name is Jeff Nemetsky and I am the Executive Director for Brooklyn Community Housing and Services, a not-for-profit supportive housing agency headquartered in Fort Greene.

I would like to thank the General Welfare and Housing Committees for organizing this important hearing today, and the members of these committees for being such robust advocates for supportive housing, both now and throughout recent years.

My organization, BCHS, was founded in 1978 by a group of local clergy from Downtown Brooklyn, and is committed to ending homelessness in Brooklyn. We now serve nearly 1,000 formerly homeless and at-risk residents a year through a range of short-term, transitional and permanent supportive housing, and provide a continuum of related services.

This past Saturday a family from Fort Greene reserved the community room at our Brooklyn Gardens supportive housing building to celebrate their daughter's Quincenera: the proud family and their friends danced to festive music and brought in delicious, home cooked delicacies. A week before, the community room was reserved by a family who had just lost a beloved uncle and held a large repast and memorial service in his honor. On Friday nights, Saturdays and Sundays throughout the year, this community room is used by Fort Greene residents for baby showers and birthday parties, family reunions and graduation celebrations, and even, from time to time, a wedding. During the week this community room plays host to regular a/a meetings that are attended by people from throughout the area – including residents from nearby NYCHA public housing, teachers, and construction workers, as well as bankers, lawyers and finance professionals who live in the beautiful brownstones located on the other side of Myrtle Avenue.

I highlight these few examples because I think they illustrate that supportive housing is not just sited at a location, it is an integral part of the fabric of a community, both helping to strengthen that community as well as being strengthened by it.

BCHS has a "Good Neighbor" policy that we adhere to at all our locations: We have 24/7 security and our buildings are well lit, ensuring that the blocks they are on remain safe and

comfortable walk ways for pedestrians. We make sure that our buildings are clean, calm and stable, that music is never too loud in the evenings and that groups of people do not congregate or loiter outside. We participate in forums with other local businesses and civic groups, discussing neighborhood issues and supporting efforts to help local business owners and other local institutions. And like many supportive housing buildings, our structures are also architecturally sophisticated and enhance and beautify the streetscape.

Most importantly, our buildings are staffed by highly qualified social service professionals who are also available 24/7, enabling residents to have a positive experience. Indeed, even though the majority of BCHS' supportive housing residents had been homeless for a long time before they came to us, 95% either maintain their housing with BCHS or move on to even greater independence each year.

In 1991, our Brooklyn Gardens housing facility opened its doors at a time when Fort Greene was being hit hard by the crack epidemic, which had fueled a great deal of crime and dislocation. Our presence was seen by community members as an important step in helping to improve public safety and stabilize that area. In 2012, we helped open the Navy Green supportive housing building right outside the Brooklyn Navy Yard and as part of the larger mixed use Navy Green development. Our presence once more helped a neighborhood that had been dotted by abandoned buildings, vacant lots and empty storefronts to experience a new range of opportunities, and a new vitality.

What we have seen in both instances is that well designed, well maintained, and well run supportive housing not only helps formerly homeless individuals achieve stability and independence, but marks the blocks and neighborhoods where they are present as attractive and desirable places to work and live.

Thank you.

CATHOLIC COMMUNITY RELATIONS COUNCIL

80 Maiden Lane, 13th Floor, New York, New York 10038

**Testimony before the New York City Council Committee on General Welfare and the
Committee on Housing and Buildings on Supportive Housing
Joseph Rosenberg, Executive Director, Catholic Community Relations Council
January 19, 2017**

Good morning Chair Levin, Chair Williams and members of the City Council Committees on General Welfare and Housing and Buildings. I am Joseph Rosenberg, the Executive Director of the Catholic Community Relations Council ("CCRC") representing the Archdiocese of New York and the Diocese of Brooklyn and Queens on local legislative and policy issues. I am pleased to testify today on the need to support and expand this important program which is a lifeline to many of our fellow New Yorkers.

Housing advocates, governmental entities, not-for-profits and faith-based organizations all agree that supportive housing is a successful and cost effective model. It provides affordable housing and on-site services to those living in substandard conditions and confronting the daily threat of homelessness.

Supportive housing serves not only homeless families and homeless singles, but also victims of domestic violence, veterans, youth aging out of foster care, the elderly, and individuals receiving nursing home care who can make the transition to independent living. It is the most successful means of providing low-income New Yorkers with a home and on-site social services to help them rebuild their lives. It is absolutely crucial that existing programs serving these populations be preserved and expanded, and that new programs be created to meet this pressing and growing need.

Sheltering the homeless and helping the needy have always been among the primary missions of the Catholic Church. Consistent with that principle, the Archdiocese of New York and the Diocese of Brooklyn through Catholic Charities, parishes and affiliates have constructed and preserved thousands of apartments for the poor and the homeless throughout our City. This commitment continues to this day with the Catholic Church being the largest faith-based provider of low-income senior citizen housing in New York City and working with our governmental partners to construct and preserve thousands of units of affordable and supportive housing.

The supportive housing development selected last January by Mayor de Blasio to announce his plan to develop and preserve 15,000 supportive housing units over the next 15 years is the Bishop Joseph Sullivan Residence. This Bedford Stuyvesant development is owned and operated by Catholic Charities of the Diocese of Brooklyn and Queens. Through the receipt of over \$21.7 million in State funding, and with the assistance of Federal and City agencies, this substantial rehabilitation project preserved 76 apartments for the formerly homeless and created 22 units designed specifically for formerly homeless veterans, one of the most vulnerable groups of New Yorkers amongst us.

In Morrisania, the Catholic Charities Affiliate of the Archdiocese of New York, the Institute for Human Development, is developing 112 units of low-income housing with 35 studio units of supportive housing at the St. Augustine Apartments. Financed primarily by the City and with State tax credits and State Office of Mental Health funding, these special needs units target individuals with chronic mental illness and will be supported through an array of on-site services provided by the Catholic Charities behavioral health affiliate, Beacon of Hope House, which serves close to 300 individuals in its supportive housing programs throughout New York City.

These developments are only two examples of how creative financing and long term commitment lead to the construction and preservation of successful supportive housing. There is much more to be done to provide housing to our fellow New Yorkers who are most at risk in falling through the cracks and ending up on our streets and in our shelters.

Last year, for example, the State Legislature and the Governor agreed upon a budget that appropriated over \$2 billion for the development and preservation of supportive and affordable housing in New York State. That money, however, remains unavailable due to the inability of the State Legislature and the Governor to finalize and sign a Memorandum of Understanding ("MOU") that would release the funds to support the creation of 6,000 supportive housing units over the next 5 years, as well as finance the production and preservation of 94,000 affordable housing units. We urge that all parties negotiate a final MOU as soon as possible so the money can be used to provide housing for the most vulnerable in our society as the State Legislature and the Governor clearly intended.

There are many economic and social challenges that must be surmounted to address the homeless crisis in New York City. The support and expansion of the supportive housing model is one clear, humane, cost effective and proven means of confronting this challenge. In short, it saves and rebuilds lives.

Thank you.

Testimony of
Coalition for the Homeless
And
The Legal Aid Society

On

Oversight – Supportive Housing

Presented before

The New York City Council
Committee on General Welfare
Committee on Housing and Buildings

Giselle Routhier
Policy Director
Coalition for the Homeless

Joshua Goldfein
Staff Attorney
The Legal Aid Society

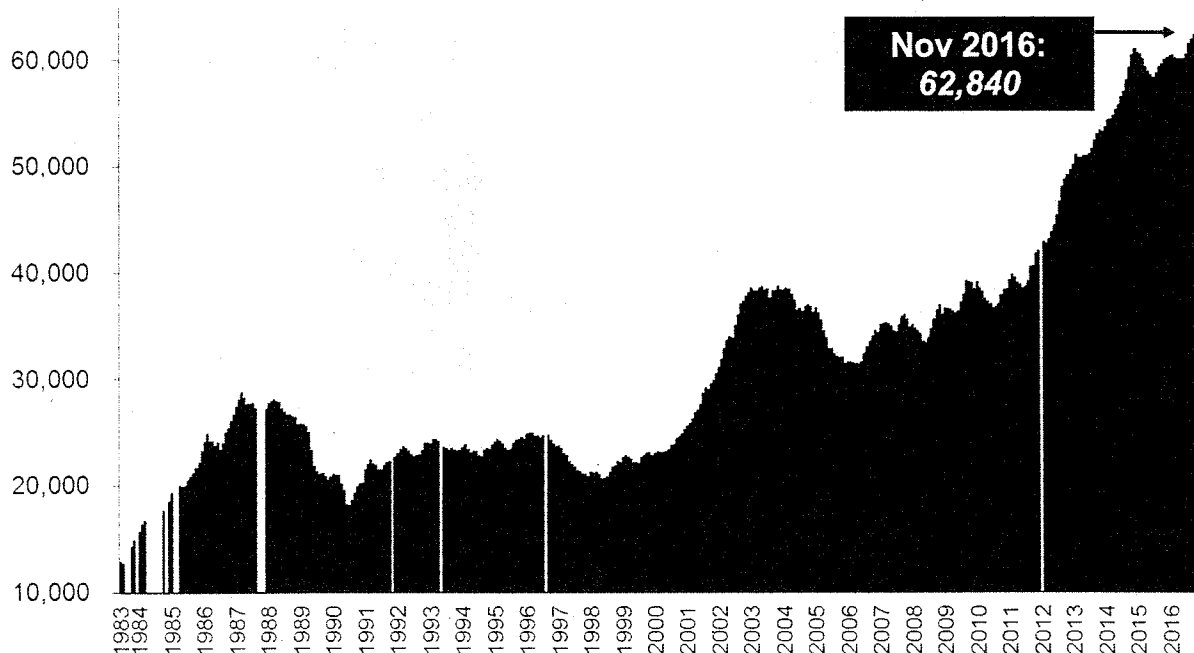
January 19, 2017

Coalition for the Homeless and The Legal Aid Society welcome this opportunity to testify before the Committees on General Welfare and Housing and Buildings regarding supportive housing.

Background: Homelessness in NYC and the Critical Need for Supportive Housing

New York City remains in the midst of the worst homelessness crisis since modern mass homelessness began. In November 2016, an all-time record 62,840 men, women, and children slept in shelters each night on average. The number of people in shelters now is roughly double what it was in the years preceding the Great Recession.

Number of Homeless People Each Night in the NYC Shelter System, 1983-2016



Source: NYC Department of Homeless Services and Human Resources Administration and NYCStat. shelter census reports

Homeless individuals experience increased rates of severe mental illness compared with rates within the general population.^{1,2} A quarter of all homeless individuals suffer from severe mental illness, and rates are significantly higher for those that are chronically homeless. Among families, mothers experience extraordinarily high rates of depression and posttraumatic stress disorder.³ Homeless children also experience higher rates of emotional and behavioral problems than low-income children living in permanent housing.⁴ There are more individuals in homeless shelters with severe mental health needs than available placements in shelters augmented with onsite mental health services designed to assist them. Even more urgent, less than one in five eligible homeless applicants for supportive housing will find an available unit.

Supportive housing is a proven cost-effective solution to homelessness for individuals and families living with a disabling mental illness or other disability. Supportive housing provides

stable, permanent housing with onsite support services for these individuals and families in need of extra support. But in addition to saving lives, it also provides financial savings of over \$10,000 per unit through reduced use of shelters, hospitals, psychiatric facilities, and jails, as well as improving neighborhoods and property values for areas adjacent to new supportive housing developments.

City and State Commitments to Supportive Housing

The creation of most of the supportive housing in NYC has been funded under a series of multi-year City-State agreements referred to as the “New York/New York Agreements.” Indeed, these agreements were initiated as New York distinguished itself as the birthplace of supportive housing. The third of these agreements, NY/NY III, expired in 2016 and placements into supportive housing have reached an all-time low as a percentage of all single adults in shelters.

Through the steadfast advocacy of hundreds of our partners in the Campaign 4 NY/NY Housing, including the great majority of elected state and City legislators and hundreds of faith leaders, we succeeded in winning promises from both Mayor de Blasio and Governor Cuomo last year to create a total of 35,000 units of supportive housing in the next fifteen years. The City has already awarded 550 scattered site units toward the Mayor’s 15,000 unit commitment. Additionally we are awaiting the imminent release of a services and operating RFP for congregate units.

While the State has made some conditional awards for some of its units as well, Governor Cuomo has thus far failed to follow through on the commitment he made a year ago to fund a long-term commitment of 20,000 supportive housing units over the next fifteen years. Nearly \$2 billion was allocated in last year’s budget for the first 6,000 of these units, but it was unnecessarily subjected to a Memorandum of Understanding to be signed by the Governor and legislative leaders. Because of this unnecessary and self-imposed obstacle, the Governor has yet to follow through and fulfill his promise. We continue to call on the Governor and legislative leaders to release this money immediately so the critical work of building state-funded supportive housing can begin in earnest. Record homelessness highlights the extreme urgency of the need and the necessity of the immediate release of the promised funds.

We thank the Council for the opportunity to testify. We look forward to working together on our mutual goal of ending homelessness in New York City.

About Coalition for the Homeless and The Legal Aid Society

Coalition for the Homeless: Coalition for the Homeless, founded in 1981, is a not-for-profit advocacy and direct services organization that assists more than 3,500 homeless New Yorkers each day. The Coalition advocates for proven, cost-effective solutions to the crisis of modern homelessness, which is now in its fourth decade. The Coalition also protects the rights of homeless people through litigation involving the right to emergency shelter, the right to vote, and life-saving housing and services for homeless people living with mental illness and HIV/AIDS.

The Coalition operates 11 direct-services programs that offer vital services to homeless, at-risk, and low-income New Yorkers. These programs also demonstrate effective, long-term solutions and include: Supportive housing for families and individuals living with AIDS; job-training for homeless and formerly-homeless women; and permanent housing for formerly-homeless families and individuals. Our summer sleep-away camp and after-school program help hundreds of homeless children each year. The Coalition's mobile soup kitchen distributes over 900 nutritious hot meals each night to homeless and hungry New Yorkers on the streets of Manhattan and the Bronx. Finally, our Crisis Intervention Department assists more than 1,000 homeless and at-risk households each month with eviction prevention, individual advocacy, referrals for shelter and emergency food programs, and assistance with public benefits as well as basic necessities such as diapers, formula, work uniforms, and money for medications and groceries.

The Coalition was founded in concert with landmark right to shelter litigation filed on behalf of homeless men and women (*Callahan v. Carey* and *Eldredge v. Koch*) and remains a plaintiff in these now consolidated cases. In 1981 the City and State entered into a consent decree in *Callahan* through which they agreed: "The City defendants shall provide shelter and board to each homeless man who applies for it provided that (a) the man meets the need standard to qualify for the home relief program established in New York State; or (b) the man by reason of physical, mental or social dysfunction is in need of temporary shelter." The *Eldredge* case extended this legal requirement to homeless single women. The *Callahan* consent decree and the *Eldredge* case also guarantee basic standards for shelters for homeless men and women. Pursuant to the decree, the Coalition serves as court-appointed monitor of municipal shelters for homeless adults, and the City has also authorized the Coalition to monitor other facilities serving homeless families.

The Legal Aid Society: The Legal Aid Society, the nation's oldest and largest not-for-profit legal services organization, is more than a law firm for clients who cannot afford to pay for counsel. It is an indispensable component of the legal, social, and economic fabric of New York City – passionately advocating for low-income individuals and families across a variety of civil, criminal and juvenile rights matters, while also fighting for legal reform.

The Legal Aid Society has performed this role in City, State and federal courts since 1876. It does so by capitalizing on the diverse expertise, experience, and capabilities of more than 1,100 lawyers, working with some 800 social workers, investigators, paralegals and support and administrative staff. Through a network of borough, neighborhood, and courthouse offices in 26

locations in New York City, the Society provides comprehensive legal services in all five boroughs of New York City for clients who cannot afford to pay for private counsel.

The Society's legal program operates three major practices — Civil, Criminal and Juvenile Rights — and receives volunteer help from law firms, corporate law departments and expert consultants that is coordinated by the Society's Pro Bono program. With its annual caseload of more than 300,000 legal matters, The Legal Aid Society takes on more cases for more clients than any other legal services organization in the United States. And it brings a depth and breadth of perspective that is unmatched in the legal profession.

The Legal Aid Society's unique value is an ability to go beyond any one case to create more equitable outcomes for individuals and broader, more powerful systemic change for society as a whole. In addition to the annual caseload of 300,000 individual cases and legal matters, the Society's law reform representation for clients benefits more than 1.7 million low-income families and individuals in New York City and the landmark rulings in many of these cases have a State-wide and national impact.

The Legal Aid Society is counsel to the Coalition for the Homeless and for homeless women and men in the Callahan and Eldredge cases. The Legal Aid Society is also counsel in the McCain/Boston litigation in which a final judgment requires the provision of lawful shelter to homeless families.

¹ SAMHSA. (2011). Current Statistics on the Prevalence and Characteristics of People Experiencing Homelessness in the United States

² National Institute of Mental Health (2014). Serious Mental Illness (SMI) Among U.S. Adults. Available online: <https://www.nimh.nih.gov/health/statistics/prevalence/serious-mental-illness-smi-among-us-adults.shtml>

³ SAMHSA. (2011). Current Statistics on the Prevalence and Characteristics of People Experiencing Homelessness in the United States

⁴ Routhier, G. (2012). Voiceless Victims: The Impact of Record Homelessness on Children. Available online: <http://www.coalitionforthehomeless.org/wp-content/uploads/2014/06/BriefingPaper-VoicelessVictims9-25-2012.pdf>

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Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: MADGE RODENBERG

Address: 170 W. 67 St NY 10023

I represent: CB7

Address: 250 W. 87 St NYC

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Date: _____

(PLEASE PRINT)

Name: Jennifer Gaeris

Address: 160 Schermerhorn St #828

I represent: _____

Address: SAME

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Date: 1.19.17

(PLEASE PRINT)

Name: Elizabeth Stojan

Address: _____

I represent: Enterprise Community Partners

Address: 1 Whitehall St.

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Date: _____

(PLEASE PRINT)

Name: MOSHE SUGAR

Address: 459 W. 46 ST. N.Y.C. N.Y. 10036

I represent: URBEN PATHWAYS

Address: 575 8 AVE. NYC NY 10018

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Date: 1/19/17

(PLEASE PRINT)

Name: Nicole Bramstedt

Address: _____

I represent: Urban Pathways

Address: 575 8th Avenue 16th Floor

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☐ in favor ☐ in opposition

Date: 1/19/17

(PLEASE PRINT)

Name: Rebecca Sauer

Address: 247 W. 37th St., 18th fl. NY, NY 10018

I represent: Supportive Housing Network of New York

Address: _____

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Date: _____

(PLEASE PRINT)

Name: CLARE SHEEDY

Address: 505 Eighth Ave NY NY

I represent: Breaking Ground, a provider

Address: 505 Eighth Ave

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Date: _____

(PLEASE PRINT)

Name: Giselle Routhier & Josh Goldfein

Address: 1

I represent: Coalition for the Homeless & Legal Aid

Address: _____

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☒ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: TONY HANNIGAN

Address: 198 East 121st St. NY NY

I represent: Center for Urban Community Services

Address: 198 E 121st Street

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Date: _____

(PLEASE PRINT)

Name: Kristin Miller

Address: 61 B'way

I represent: CSH

Address: 61 B'way, NYC

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☐ in favor ☐ in opposition

Date: 1/19

(PLEASE PRINT)

Name: Jeff D'Amico

Address: BEHNSWANGS Co-1ton Ave BKNY NY

I represent: Brooklyn Community Hsg + Services

Address: 1481 Conker Ave

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☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Josh Gelfin + Giselle Routhier

Address: 199 Water St NY NY 129 Fulton St NY NY

I represent: Legal Aid Coalition for the Homeless

Address: same

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☐ in favor ☐ in opposition

Date: 1/19/2017

(PLEASE PRINT)

Name: Tabatha Kenz

Address: _____

I represent: Manhattan Community Board 3

Address: 59 E 4th St NY, NY 10003

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☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Joseph Rosenberg

Address: 80 Maiden Lane

I represent: Catholic Community Relations Council

Address: _____

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☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Catherine Trapani

Address: 446 W. 33rd St

I represent: Homeless Services United (HSU)

Address: _____

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I intend to appear and speak on Int. No. Supp. Hrg. Res. No. _____

☐ in favor ☐ in opposition

Date: 1/19/17

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Name: Craig Hughes

Address: 408 E. 119th St #4 NY NY 10035

I represent: Coalition for Homeless Youth

Address: _____

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☒ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: JARON BENJAMIN

Address: 57 WILLOUGHBY ST 2ND FL, BK

I represent: Housing Works, INC

Address: _____

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☐ in favor ☐ in opposition

Date: 1/19/17

(PLEASE PRINT)

Name: Chloe Holzman

Address: 100 Woodruff Ave 4R Brooklyn NY

I represent: MFY Legal Services, Inc.

Address: 299 Broadway, 4th fl

New York, NY 10007

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☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Chad Ghulizadeh

Address: 14 Wall St.

I represent: Citizens' Committee for Children

Address: _____

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☒ in favor ☐ in opposition

Date: 01/

(PLEASE PRINT)

Name: Rima Begum

Address: 130 Crosby Street

I represent: Housing Works Inc

Address: 57 William St

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Appearance Card

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☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Jessica Katz, NYC HPD

Address: 100 Gold Street, NY, NY

I represent: NYC HPD

Address: 100 Gold Street, NY, NY

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☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Craig Ratchek

Address: _____

I represent: HRA

Address: _____

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☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Kristin Misner Gutierrez

Address: _____

I represent: HRA

Address: _____

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Date: _____

(PLEASE PRINT)

Name: Mike Bosket

Address: _____

I represent: HRA

Address: _____

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Date: _____

(PLEASE PRINT)

Name: Daniel Fictz

Address: _____

I represent: HRA

Address: _____

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