

**STATEMENT OF OLEG CHERNYAVSKY
DIRECTOR, LEGISLATIVE AFFAIRS
NEW YORK CITY POLICE DEPARTMENT**

**BEFORE THE NEW YORK CITY COUNCIL PUBLIC SAFETY COMMITTEE
COUNCIL CHAMBERS, CITY HALL
THURSDAY, APRIL 6, 2017**

Good Morning Chair Gibson and Members of the Council. I am Oleg Chernyavsky, the Director of Legislative Affairs for the New York City Police Department (NYPD). I am joined here today by my colleague Sergeant Frank Maiello from the NYPD's Domestic Violence Unit. On behalf of Police Commissioner James P. O'Neill, we wish to thank the City Council for the opportunity to discuss nonconsensual disclosure of sexually explicit images from a police perspective, as well as the legislation under consideration today, Intro. 1267 and Intro. 927-A.

Nonconsensual disclosure of sexually explicit images, commonly referred to as "revenge porn," is the practice of publically sharing private sexually graphic images of individuals without their consent. As social media has continued to grow, the public dissemination of private sexually explicit images without the subject's consent has become all too common.

Current law in New York protects an individual from this behavior if they are unaware that images are being taken. Unfortunately, someone may provide an intimate image to another person in the context of a mutual relationship with the expectation that it will remain private. When the relationship ends, the spurned partner has a means to humiliate the other by sharing those intimate images with literally millions of strangers as well as with the person's family, neighbors, friends, employer and co-workers. Such actions can have a devastating impact on a person's family, career, and well-being and the current state of the law provides little recourse to these victims.

Moreover, this phenomenon has also taken shape in the domestic violence arena as abusive partners can and do threaten the disclosure of these intimate images to prevent victims from leaving the relationship or reporting abuse. It is a significant tool for abusive partners to utilize in order to gain and maintain control over their victims.

Intro. 1267 would create a new section in the Administrative Code to prohibit the nonconsensual distribution of intimate images of another person, unless such distribution is a matter of public interest. The bill would make it unlawful for a person to disseminate, or cause the dissemination, of an intimate image of another identifiable person with the intention to cause economic, emotional, or physical harm.

The bill represents a constructive effort to address the current legal gaps associated with this phenomenon and the Police Department supports the creation of criminal sanctions to hold perpetrators accountable for such nonconsensual dissemination. We welcome the opportunity to collaborate with the Council on achieving the goal of this legislation which is to deter this behavior and withstand scrutiny under the First Amendment. We appreciate the Council's efforts to expand the

enforcement options available to our officers and we look forward to further discussions on this legislation.

Turning to the second bill under consideration today, Intro. 927-A, which covers an entirely different subject area. Intro. 927-A requires the development and maintenance of a system that would allow the Police Department, the Law Department, the Comptroller, the Civilian Complaint Review Board, and the NYPD Inspector General to share information regarding civil actions.

The Police Department believes this bill is a thoughtful means to facilitate regular information-sharing with each of the named agencies. We look forward to further discussions on this bill and on partnering with the Council and the affected agencies on this legislation.

Thank you for the opportunity to speak with you today, and my colleagues and I are pleased to answer any questions you may have.

**STATEMENT OF THOMAS GIOVANNI
CHIEF OF STAFF AND EXECUTIVE ASSISTANT FOR GOVERNMENT POLICY
NEW YORK CITY LAW DEPARTMENT
BEFORE THE NEW YORK CITY COUNCIL
COMMITTEE ON PUBLIC SAFETY**

APRIL 6, 2017

Good morning. My name is Thomas Giovanni, and I serve as the Chief of Staff and Executive Assistant for Government Policy at the New York City Law Department. I am pleased to be here to offer the Law Department's comments regarding Intro 927-A, which is before you today. I am joined by Nancy Savasta, the Deputy Chief of the Tort Division in charge of Risk Management, and Beth Nedow, the Litigation Support Director for Practice Management of the Litigation Support Division.

Intro 927-A would require the Law Department to compile, on at least a bi-weekly basis, certain information regarding civil actions filed in state or federal court against the Police Department, individual police officers, or both, that result from allegations of improper police conduct. This includes claims involving the use of force, assault and battery, malicious prosecution, and false arrest or imprisonment. Among the information required would be the court in which the civil action was filed, the name of the law firm representing the plaintiff, the name of the law firm or agency representing each defendant, the date the action was filed, the kind of improper police conduct alleged in the action, and, if the action has been resolved, the date of its resolution, the manner in which it was resolved, whether the resolution included a payment to the plaintiff by the City and, if so, the amount of such payment. The compiled information, along with other information provided by the Police Department, would then be entered into a system developed and maintained by a City department or office designated by the

~~Mayor that would be accessible by the Law Department, the Police Department, the Comptroller, the Civilian Complaint Review Board, and the NYPD Inspector General.~~

The information that would be required by Intro 927-A reflects the productive ongoing discussions between the Council and the Law Department that originated with the Council's proposed bill known as Intro 119-C, about which I testified last year before the Council's Committee on Oversight and Investigations. One of the key components of that bill, Intro 119-C, is its realistic and operationally feasible requirement that the Law Department post on its website, twice a year, the data required by that bill. During my testimony on Intro 119-C, I stated that that bill strikes an appropriate balance between our capability to produce the kind of data required by the bill and our mandate to maintain client confidentiality as legal counsel to City agencies, including the Police Department. I am glad to see that Intro 927-A requires the same information to be compiled and provided by us to whatever City department or office is designated to develop and maintain a system allowing for electronic access and information sharing.

The Law Department is supportive of the development of a system establishing information sharing between the City agencies specified in this bill. However, the bill before you proposes an approach that is quite different from the one reflected in the earlier bill, Intro 119-C, because Intro 927-A seeks to establish a system that will take significant time -- at the very least, two or three years -- to design, procure and build. The complexities of data sharing, even between City agencies, involve not only technological challenges regarding the integration of individual agencies' distinctive applications and formats, but also requires designing an infrastructure that accommodates the demands of security and confidentiality. I would be remiss if I did not mention that additional technology and support personnel will be required in order for

the Law Department to comply with the responsibilities assigned to us under this bill. As I am sure you can appreciate, the costs associated with our own compliance are only part of the equation, for we believe that whatever agency is tasked with establishing the data-sharing system will be faced with an exponentially larger financial commitment necessary for building a reliable and robust platform.

With respect to the system that is built, the frequency with which the data is generated should be carefully considered. In that connection, we believe that “at least bi-weekly” is not only an unrealistic expectation, but it would actually produce data that is not meaningful. Accurate information is developed over the course of litigation, but this development is measured in months, and sometimes years. Reporting on cases every two weeks will likely present a picture that is both under- and over-inclusive. For example, in the naming of police officers in a lawsuit, it is often the case that a complainant will name every officer who was in any way involved in an incident. As the case proceeds through the litigation stage, and it is learned that certain officers actually played no role in the incident, these officers may be dismissed from the case. On the other hand, an officer may only be identified as a “John Doe”, and that officer’s name might not be known for several months, until it is learned in the discovery process.

These examples illustrate the reasons why the Law Department believes that reporting every six months -- when there is a stronger likelihood that more accurate information will be obtained -- is the better course to take to satisfy the goals of this bill. For that reason, when we deliberated over the provisions of Intro 119-C, we agreed with the Council to provide data twice a year that is useful and reliable.

The Law Department is ready and willing to work with the Council toward accomplishing the goals of Intro 927-A so that agencies' decision-making is predicated on access to timely and accurate information. While we share the apparent goals of the proposal and are committed to helping develop a successful and workable system, we want to collaborate on crafting a process that is realistic, achievable, and results in the sharing of meaningful data.

Thank you for the opportunity to provide comments on Intro 927-A. My colleagues and I would be pleased to answer any questions you may have.



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April 6, 2017

Council Member Vanessa Gibson
Chair, Committee on Public Safety
New York City Council
250 Broadway
New York, NY 10007

Dear Chairwoman Gibson,

Please allow this to serve as the official testimony of the Richmond County District Attorney's Office as it relates to New York City Council Int. No. 1267.

As social media & the Internet have permeated all aspects of our society, so too have the dangers that accompany them. Among these dangers is the increasing rate of "revenge porn". Revenge porn is a serious and potentially life-altering crime committed against individuals victimized by someone they trust or trusted, or by a hacker who accessed private, intimate images or videos without permission of their creator. Those who disseminate these images destroy careers, lives, and cause undue emotional and mental harm to those whose privacy was violated.

In response to this, the majority of states across our nation have enacted statutes that criminalize this behavior, including some that recognize this conduct as a felony offense. New York State is not one of these states. Therefore, we thank the Sponsors of this legislation for their efforts to criminalize this behavior in our City.

There is no question in our mind that those who willingly and knowingly share the private, explicit images of another without their permission, regardless of how they came to possess them, should be held legally accountable. With that being said, revenge porn is a complex issue to legislate and as currently drafted, we believe that Int. No. 1267 is in need of revision.

Through their definition of "intimate image" the Sponsors are attempting to define something that is currently left up to case law and the circumstances under which a particular incident occurs. Specifically, we have serious concerns with the Sponsors' inclusion of the terms "sexual penetration" and "sodomy" within this definition. These terms do not exist anywhere within the New York State Penal Law, and their adoption into the New York City Administrative Code could have unintended consequences resulting in litigation. The term "sodomy" in particular has been replaced by "Criminal sexual act", otherwise known as Penal Law 130.4-130.5, a felony offense. We urge the Sponsors to consider replacing "sodomy" with "Criminal sexual act".

Perhaps most significant when debating the practical application of this legislation is determining what constitutes agreeing to the dissemination of an intimate image. We believe that what constitutes agreement needs to be explicitly stated for this to be an effective piece of legislation. If someone were to send an intimate image to their significant other **without** explicitly instructing them not to share the image, is there an implicit

understanding that this image is not to be disseminated? Or, does the sender have to explicitly state that they do not want their image to be shared in order for a prosecutor to argue that the disseminator is in violation of this law? This lack of clarity is of particular concern to us; we fear that any incident where this law applies will result in a case of "their word against mine" with no way to prove that the sender did not grant permission to disseminate the image. We believe a definition of "agrees to such dissemination" should be contained within this legislation.

We would like to reiterate our thanks to the Sponsors of this legislation for their commitment to justice for the victims of revenge porn. It is past time for New York to join the majority of the nation in passing legislation protecting those whose private images are disseminated without their consent. We believe that further work and amendments are necessary for this legislation to be complete, and look forward to the opportunity to work with the Sponsors to achieve that. We also thank you for sending up this bill in your Committee.

Thank you for allowing us to present these comments. If you have any questions about the foregoing or wish to discuss it further, please feel free to contact me. Wishing you a warm and wonderful holiday, I remain

Very truly yours,

A handwritten signature in black ink that reads "Michael E. McMahon". The signature is written in a cursive, slightly slanted style.

Michael E. McMahon
District Attorney
Richmond County



**TESTIMONY OF ANDREW STA. ANA, DIRECTOR OF LEGAL SERVICES,
DAY ONE
HEARING ON INT. No. 1267, CITY COUNCIL BILL TO ADDRESS
NON-CONSENSUAL PORNOGRAPHY**

Thank you Councilmembers Lancman, Garodnick, Richards, Chin, Dromm , Cumbo, Cornegy, Johnson, Crowley, Williams, Menchaca, Salamanca, Maisel and Gibson for holding this hearing to address the issue of non-consensual pornography. We applaud the intent to create legislation to address non-consensual pornography, and we would like to offer suggestions to enhance the bill based on our experience directing serving victims from around New York City.

Day One is the only New York organization committing its full resources to address dating violence among youth 24 years of age and under. Through a combination of services that include prevention, social services, legal advocacy and leadership development, we work to create a world without dating violence. We appreciate the opportunity to share our experiences and perspective on this legislation pending before the city.

Since 2003, Day One has combined prevention, direct intervention, legal advocacy and social services on behalf of young people to educate or assist annually more than 10,000 youth under the age of 24 who are experiencing or at risk of dating violence. We work to ensure that all of our services for youth are delivered within a framework that appreciates the intersectionality of identities and the complex dynamics of intimate partner violence. Our clients are young women and girls, LGBTQ people, people of color, immigrants, students, parents, siblings, children, and survivors of trauma and violence. At these intersections, we are mindful that not all survivors will



come forward to report abuse, and work towards creating a system that allows them to report abuse and to have a system be sensitive and responsive to that abuse.

Through that work we have learned a lot about young people, love, communication, boundaries, trust and violence. As young people, our clients are native users and early adopters of technology; whose knowledge far exceeds that of most adults in areas of social media, apps, and online communication. Because young people use technology as a primary form of communication, and that understanding is critical to our work, we offer a unique perspective on the abuse of technology in intimate relationships and through non-consensual pornography.

The same platforms that are used by our clients to explore, build and foster their relationships are also used by their abusive partners to isolate, manipulate, shame and silence them. Facebook, Instagram, Tumblr and messaging apps, once used to communicate with partners friends and community become weaponized. Abusive partners can post explicit material on Tumblr, on Private Group Facebook pages, and through the creation of fake ads on Craigslist, or fake profiles on Instagram, Grindr, or other communication apps.

Frequently, the abuse carries over into real life, as strangers can show up at a young person's house demanding sex because of a fake profile posted on craigslist; others are shamed by their friends and classmates. One client had printouts of naked pictures posted by her ex at her school, in her neighborhood, and in her family's apartment building. It is obvious that for some young people these actions can have ripple effects through their personal lives, their education, and their health. And no - the answer is not simply to block your ex-partner, change your email address and phone number, and log off of Facebook. Victims can also find strength, resources and support online, and we believe it is foolish to unilaterally determine how they should lead their lives.

In light of these survivor stories, the city council has an opportunity to act and pass the right bill, which is sensitive to the needs of a range of populations in a city as

diverse as New York. At Day One, our experience of working with young people tells us that the criminal legal system is not always uniform or neutral in its availability and its response. While some survivors will seek out a criminal justice remedy because of what it offers, others avoid it for the same reasons. Guided by the voices of our clients, and keeping those experiences centered, we have the following suggestions for any non-consensual pornography bill:

- 1. Young survivors need the ability to report Non-Consensual Pornography without self-incrimination.** The law as it is currently written, creates risk for young people. By reporting, they may be prosecuted for possession of child pornography. We want young survivors to report their victimization without running afoul of related laws. New York State with good reason, created a statutory framework and criminalization around the issue of child pornography. However, those laws as initially written did not imagine or conceive of the issue of young people exchanging messages by cell phone or social media. As such, without other changes in the law a young person reporting that they are a victim of nonconsensual pornography could face criminal prosecution themselves.
- 2. Create a civil remedy.** We recommend the creation of a civil remedy in the form of a family offense, so that this can be addressed in other forums without a criminal penalty, which is often not what our clients are seeking. There can be value to the creation of a new criminal law to address NCP. It can send a powerful message toward deterrence and accountability. It also works to change the perception that this behavior is without a victim or harmless. Through our years in this work we know that criminalization sends more than one message, and the numerous messages that it sends can be contrary to the goals of our clients. Indeed, our clients who have been victimized by non consensual



pornography seek to have the images of them contained and deleted, not necessarily that the person who posted these images be incarcerated.

3. Develop proactive education programs, trainings for schools, law enforcement and communities about Non-Consensual Pornography.

Through educating students, parents, schools, advocates and law enforcement, we can prevent this problem from continuing. As an organization that dedicates itself to the service of young people who are victims of violence - coupled with extensive community education programming -- we believe the law is only one access point to lasting cultural change. We believe any change in law should be linked with a preventive campaign to increase understanding of the risks and impact associated with this issue.

The bill has a laudable purpose and we commend the City Council for taking this on. Like all of you, and those who have testified, we recognize that a strong response to this problem is needed. Still, we want to ensure that any legislation also sends a reassuring and supportive message to youth, without alienating them from the path we make available: They need security in reporting and a non-criminal response that will increase the likelihood of their reporting and not overly criminalize behavior of young people..

As it stands, the bill is in need of clear language indicating that young people who report will not be prosecuted for their disclosure of victimization. We should not add a law to our books, which however well-meaning could include language that over-criminalizes the behavior of young people, and simply relies on prosecutors to “do the right thing” in not indicting them. Further, with only a criminal remedy available, we risk alienating or causing further harm to victims, who, for numerous reasons, do not want to involve the criminal legal system. With a criminal remedy that is not thoughtful about its application towards youth, we expose them to increased risk, shaming and



dismissal. In this case, however, the shaming and dismissal comes not from an abusive partner, but by a system they believed was supposed to help them.

Thank you for allowing us to speak to this issue. We would be honored to partner further with those of you who would like to examine this issue and develop a solution that addresses the problem for the serious danger it presents without excess criminalization and excess punishment of youth. We look forward to future partnership and collaboration on this issue.

Cyberharassment Clinic at the Institute for CyberSafety
New York Law School Legal Services Inc.
185 West Broadway, New York, New York, 1000

Thank you Councilmembers Lancman, Garodnick, Richards, Chin, Dromm, Cumbo, Cornegy, Johnson, Crowley, Williams, Menchaca, Salamanca, Maisel & Gibson for holding this hearing to address the pending bill to address the non-consensual dissemination of sexually explicit images.

I speak on behalf of the CyberHarassment Clinic at New York Law School. As part of the New York Law School's Institute for Cybersafety, the clinic is the first-of-its-kind law school pro bono clinic helping victims of cyberharassment obtain justice. In its inaugural year, the clinic has worked to raise awareness about the prevalence and threat of cyberharassment and to provide direct services to victims of nonconsensual pornography, cyberbullying, and other forms of online harassment, through legal advocacy and policy work. Our goal is to empower victims of cyberharassment, raise awareness about the impact and risk of cyberharassment, and related forms of violence such as non-consensual pornography, and use the law as an instrument of justice for victims.

Here's Why This Issue is Important

This issue and this bill are critically important in this moment. Technological advances have facilitated the ease and speed with which we consume information. People today rely on technology to facilitate even the most intimate of relationships. Unfortunately, even the most beneficial advancements can be used in ways that harm individuals. A recent survey from the Cyber Civil Rights Initiative has shown that one in four people have been victimized by non-consensual pornography.[1] Additionally, a survey by Cox Communications showed one in five teens, between the ages of 13 and 18, have admitted to sending sexually explicit images through text message or social media.[2] Due to these new trends the bill before us provides an important step in providing victims with an appropriate avenue for legal recourse not currently available.

Why This Matters to Victims of Cyberharassment

Based on our experience, we believe that a carefully drafted law criminalizing the non-consensual disclosure of sexually explicit images can be valuable to victims and

send a strong message of deterrence. Though victims of non-consensual pornography span the gender spectrum, the consequences stemming from publicizing intimate images overwhelmingly, and negatively, impact women and girls, the LGBTQ communities and other minority groups. We view the fight against non-consensual pornography as both a gender-justice & LGBTQ rights issue, and ultimately, an issue for our leaders to address through meaningful legislation. We believe victims of nonconsensual pornography should be able to pursue both civil and criminal actions against their perpetrators, and the law, in its current capacity, does not currently provide victims with adequate remedies.

The bill before the Council today, which imposes criminal liability on those who disseminate nonconsensual pornography, provides a pathway, if still somewhat obstructed, for victims seeking redress through the courts. Through our experiences with clients, we believe that existing laws only partially address this harm and can offer only imprecise and imperfect remedies to this problem. Additionally, we also recognize and believe that imperfections within the criminal justice system, such as fears of reporting, lack of enforcement, and very real concerns about negative impact to immigrant and minority groups, can prevent victims from coming forward. We are mindful that, in 2017, there are victims who believe reporting may do more harm than good.

Over the course of our inaugural year, the Cyberharassment Clinic has provided services to victims as diverse as New York City - to members of the LGBTQ community, young adults, parents seeking to protect their children, victims of domestic violence, professionals, college students, people of color, and artists. In one case, the Clinic worked with a young professional whose partner, in the course of their relationship, took numerous intimate photos of her without her consent. The intimate moments they shared were secretly recorded, collected and stored - all without her knowledge. When the relationship came to an end, our client feared the potential release of the images and the effects it could have on several aspects of her life, from her employment, to her personal relationships and social media presence. She feared, as she learned her ex did with other ex-partners, he would post her pictures online. We learned that some images appeared hundreds of times upon a simple Google Search. Our testimony is guided by the experiences of survivors that have contacted us seeking help.

Around the country, approximately 35 states have adopted laws that criminalize the non-consensual disclosure of intimate images. After our analysis of several state laws, we offer the following suggestions to strengthen the legislation before us today:

1. **Offer adequate protection to individuals under the age of 18** - We believe people should be able to report victimization, regardless of their age. Under existing New York State laws victims would not be able to come forward without subjecting themselves to potential prosecution. We want a law to address non-consensual pornography to fit within the larger statutory framework of the state to protect children and victims.
2. **Create a statutory Affirmative Defense for family members sharing baby photos** - Some states have thoughtfully allowed for provisions to allow for parents to share pictures of their infant children, with the understanding that there is no intent to harm the child. We believe that the law in Washington state can provide some guidance in addressing this issue.[3]
3. The language throughout the bill should reflect an understanding of the complexities of what victims experience when their images are disclosed without their consent. Often this disclosure and dissemination can go beyond peer-to-peer direct sharing and can occur through broader channels, which need to be accounted for. This amplifies the harm to the victim exponentially, and the normalization of this harmful behavior is also detrimental to the community as a whole.

We hope that thoughtful changes to the bill will more accurately address the potential harm victims face every time they turn on their computer, check their phone, or seek to connect on social media. We believe that the harm to them is real and that the dangers to them are ongoing. We hope that our feedback and suggestions have been helpful. We thank you for your time & for the opportunity to speak. Please keep us informed on this legislation going forward.

[1]Cyber Civil Rights Initiative's 2013 Nonconsensual Pornography Research Results

[2]Cox Communications Teen Online & Wireless Safety Survey, in Partnership with the National Center for Missing and Exploited Children (NCMEC) and Josh Walsh, May 2009

[3]9A RCA(5). Available at:

<http://lawfilesexternal.wa.gov/biennium/2015-16/Pdf/Bills/House%20Passed%20Legislature/1272-S2.PL.pdf>



TESTIMONY

The Council of the City of New York
Committee on Public Safety

A Local Law to amend the administrative code of the city of New York
and the New York city charter, in relation to the evaluation of civil
actions, claims, and complaints alleging improper police conduct

Proposed Int. No. 927

The Legal Aid Society
Special Litigation Unit
Criminal Practice
199 Water Street
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By: Julie Ciccolini &
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April 6, 2017

Good morning. I am Julie Ciccolini, Administrator of the Cop Accountability Database and Paralegal at the Legal Aid Society's Special Litigation Unit in the Criminal Practice, a specialized unit dedicated to addressing client problems with the criminal justice system.

We thank this Committee for the opportunity to provide testimony on Proposed Int. 927.

ORGANIZATIONAL INFORMATION

Since 1876, The Legal Aid Society has provided free legal services to New York City residents who are unable to afford private counsel. Annually, through our criminal, civil and juvenile offices in all five boroughs, our staff handles about 300,000 cases for low income families and individuals. By contract with the City, the Society serves as the primary defender of indigent people prosecuted in the State court system. For the past two years, we have initiated the Cop Accountability Project and Database. With over 10,000 officers and more than ten sources of misconduct, we have the capacity to produce textured reports about the state of police misconduct in New York City. Our staff has extensive experience with officer identifiers, coding and tracking lawsuits, disciplinary hearing reports, criminal court decisions, and more.

SUPPORT AND SUGGESTIONS FOR INTRO. 927

We support the amendments to the Administrative Code of the City of New York and the New York City Charter concerning the collection and analysis of civil actions and other complaints alleging police misconduct in order to improve the training, auditing, supervision and disciplining of police officers and other relevant operations, policies, programs, and practices of the NYPD. We believe that the collection and evaluation of this information is essential to the fairness and integrity of policing reform in New York City.

This bill is an important first step in identifying patterns and trends of police misconduct, and has the potential to improve both officer performance and police-community relations. By

coupling this data with an “Early Intervention System,” supervisors and senior officials within the NYPD can identify at-risk officers who may be in need of enhanced training and supervision. Although this data is not a perfect indicator of police performance, if collected and used properly, it can become a tremendous resource for the benefit of individual officers, the police department, community members, and the City at large.

However, we suggest the following amendments to the proposed legislation that would further enhance the benefits and capabilities of collecting the data at issue:

- A. Expand the type of data collected beyond those enumerated in Proposed Section 14-166 to include more detail from the complaints, plus add incredibility and suppression decisions from criminal court and declined prosecutions from District Attorneys as sources;
- B. Specify not only how data should be collected, but also how that data should be used; and
- C. Ensure transparency of the data collection, analysis, results, and consequences to improve legitimacy and trust of the police within the community to the fullest extent of the law.
- D. Other Concerns.

We discuss each of these proposed amendments in more detail below.

A. Expansion of Data Collection

In order to effectively help the department monitor problematic patterns we suggest the collection of additional information. Thus, we suggest expanding the type of data collected to include information taken from allegations plus evidence and testimony revealed during litigation, including without limitation: (1) the address where the incident occurred; (2) the date and time the incident occurred; (3) criminal accusations (if any) and their outcome; (4) whether racist, sexist, or homophobic comments were made; (5) whether the allegations describe an officer reacting to being recorded; (6) whether the allegations accuse officers of stealing property; (7) whether racial or otherwise biased profiling is alleged; (8) detail on any officer use

of force, including whether any weapons were brandished and/or used; (9) whether allegations described the police working overtime to process the arrest; (10) the command of the officers assigned in addition to the closest precinct where the incident occurred; (11) whether the incident occurred on the street, in NYCHA housing, in a private residence, on the subway, or some other distinctive location; (12) the arrest charge, if any, that had been imposed on the civilian plaintiff; (13) if it's a lawsuit, whether there was a parallel investigation by IAB or CCRB.

We have witnessed first-hand the impact of collecting this additional information. The Legal Aid Society has been extracting the above listed data points from lawsuits filed in federal court for the two years. For example, we can identify lawsuits based on topics that may concern city agencies at any given moment, like the use of tasers, interfering with recording or allegations involving chokeholds. With this type of granular data, the City could identify the specific problems that are leading to costly investigations and litigation, and help develop solutions to prevent future misconduct that may lead to additional waste of resources.

Additionally, two more sources should be added to this list: criminal court decisions (like suppression and incredibility decisions) and declined prosecutions. We can't emphasize strongly enough how important this information is. In the past year alone 72 officers known to Legal Aid, from over 20 different commands, were either found incredible or had evidence suppressed as a result of constitutional violations. Seventeen cases that were either Legal Aid cases or discussed in publications, were dismissed due to unlawful stops, six were dismissed due to unlawful entry, and nineteen were dismissed due to unlawful searches. Eleven cases in 2016 were dismissed due to other constitutional violations, including but not limited to unlawful checkpoints, coerced administration of BAC tests, unduly suggestive lineups, failure to read Miranda warnings, failure to grant right to counsel, and failure of the officer to recall circumstances of arrest.

For example, in People v. Akiel Simon¹ decided April 8, 2016, the Court found that Officer Richard Cleri unlawfully stopped the livery cab Mr. Simon was in without probable cause, pulled out the two passengers, including Mr. Simon, also without probable cause. The Court also found that Cleri's testimony, that he observed livery cab driver commit a traffic violation prior to the stop and that he smelled marijuana as he approached the car, was incredible.² The Court likewise found Officer Carlos Anton's testimony inconsistent and incredible.³

Similarly, in People v. Fidel Matos and Ramon Hernandez⁴, an October 11, 2016 decision, Officers Amadeo Oktrova⁵, Christopher McGrisken⁶, and Sergeant Robert Barnett⁷ observed young men running at night, ran after them without justification, stopped them without requisite suspicion and then subjected them to identification procedures unlawfully. The Court suppressed both physical evidence and the results of the subsequent identification procedure.⁸

In People v. Avanti Brock et al⁹, a July 25, 2016 decision, Officer Marvin Valdez¹⁰ along with other officers from the 123rd precinct unlawfully detained a group of individuals based only on the vague description "four male blacks and a black female." Officers James Wolfe¹¹ and

¹ 2016 NY Slip OP 50612(U)

² Shield No. 16063, Tax ID: 944034, City-Wide Anti-Crime Unit

³ Shield No. 6657, Tax ID: 948621, 73rd precinct. Officer Kevin Beasley (Shield: 15136; Tax ID: 951534; City-Wide Anti-Crime Unit), Officer Donald Sadowy (Shield: 13497; Tax ID: 947447; 73rd Precinct), and Sergeant Yancy Blowe (Shield No. 2316, 73rd Precinct) were also involved in the arrest.

⁴ 2016 NY Slip Op 51488(U)

⁵ Shield: 26126; Tax ID: 949413; 25th Precinct

⁶ Shield: 23173; Tax ID: 950865; Street Crime Bronx

⁷ Shield: 157; Patrol Borough Bronx

⁸ Officers Steven Lopez (Shield: 11248; Tax ID: 938880; Patrol Borough Bronx), Christopher Lopez (Shield: 17692; Patrol Borough Bronx), and Lieutenant Kevin To conducted the show-up identification which was suppressed.

⁹ 2016 NY Slip Op 51213(U)

¹⁰ Shield: 16301; Tax ID: 958136; 123rd Precinct

¹¹ Shield: 31784; Tax ID: 942719; 123rd Precinct

John Mavridis¹² conducted the show-up. The Court suppressed the results of the show-up and statements.

Many more similar constitutional violations like this are documented in criminal court decisions in all five boroughs. The City agencies should be aware of these in addition to the sources from which it already plans to collect information. Similarly, it should work with the City's District Attorneys to collect information on declined prosecutions to detect patterns of unlawful conduct or abusive arrest patterns.

B. Use of Data Collected

Whether this bill will accomplish its goals of improving policing in New York City depends not only on what is collected, but also what is done with the data that is collected. For this purpose, we recommend that, at the very least, the following steps be taken with the data collected pursuant to the proposed legislation:

1) Review of Data by Supervisors: This bill should be used to encourage supervisory involvement in officer development. In addition to collecting data regarding civil actions and other complaints alleging police misconduct, NYPD supervisors should review and analyze the data on a regular basis. Sergeants and lieutenants play a large and important role in the professional development of the officers under their supervision and the establishment of the culture of the entire Department. Thus, the bill should provide clarity on how these critical players should utilize the data for the benefit of the Department, the City, and the communities they serve. In particular, a social network analysis of data can give supervisors insight into which officers are repeatedly at the center of multiple misconduct allegations, and who is strung along due to assignment or coincidence. At a minimum, supervisors should identify officers who

¹² Shield: 18200; Tax ID: 943536; 123rd Precinct

raise performance concerns, based on their analysis of the data, for additional instruction, training, monitoring, or other intervention.

3) Baseline Standards for Intervention: As already stated, the Department should utilize the collected data to counsel, educate, re-train, and/or discipline officers, as needed. In this regard, we further recommend that more clarity be added to the bill beyond simply authorizing the Inspector General of the Department to “develop recommendations relating to the discipline, training, and monitoring of police officers and related operations, policies, programs, and practices of the police department.” For example, there is no standard to evaluate the seriousness of patterns among officers, squads, platoons or commands or direction as to what should happen once that pattern has been identified. Allegations, evidence, and testimony developed through civil rights litigation and other sources in this database should serve to supplement police departments’ personnel and policy evaluations, not to substitute them.

4) Post-Intervention Monitoring: The Department and the OIG should perform post-intervention monitoring to promote improvements or identify non-compliance. These assessments should be ongoing with an eye towards steady improvement of individual officers, as well as squads, platoons and even entire commands that may have had disproportionate numbers of incidents of alleged and/or substantiated misconduct.

5) Collaboration with Criminal Justice System: This data should be shared with the City’s District Attorney’s offices so that they may not claim ignorance concerning this information. Civil Rights Law 50-a specifically exempts District Attorneys’ offices and grand juries from the heightened subpoena requirements for police records and there is absolutely zero legal obstacle to sharing this information with them.

C. Transparency and Accountability of Data Collection

The effective collection, analysis, and use of the collected data can be instrumental in improving police accountability and engendering greater trust in police-community relations when the public is fully informed of such efforts. We, therefore, recommend that the City be transparent in its data analysis so that New York City residents can better understand the conduct of officers serving their community, how the City is using this data to identify trends and potential problems within the Department as a whole, the steps taken by the City to remedy identified problems.

To the extent that the Department can disclose this information, it should do so in a public-facing website. Much of the information being collected here is not subject to Civil Rights law 50-a secrecy because it is already public (lawsuits, published criminal court decisions, claims, etc.). Of course, the issue of police transparency and accountability cannot be fully addressed without discussion of repealing N.Y. Civ. Rights Law § 50-a, which, like no other statute in the country, affords police disciplinary data unparalleled secrecy regarding an officer's disciplinary history. Without repeal of Section 50-a, which we urge the City Council to support, it would difficult—if not impossible—to fully evaluate the City and the NYPD's accountability to the public.

D. Other Concerns

Commands, not precincts: Instead of “precinct” the bill should refer to “commands”. There are many officers assigned to commands (for example, Narcotics Bureau Brooklyn North) and not to precincts. Because commands operate separate and apart from precincts it is advisable to collect data on commands as well as precincts.

Tax Identification Numbers: Additionally, the City should also add officers' tax identification numbers to verify identities because some officers, for example, have the same name, same birthday and work in the same precinct. The Tax ID would be the only unique identifier and you would need it for your database to operate.

Date Range: The City shouldn't limit the date range. This information should be collected in an ongoing way and not only for the previous five years.

Thank you for your consideration of our comments to the proposed amendment to 927. Please feel free to reach out to myself or my colleague here at The Legal Aid Society's Cop Accountability Project and Database for questions or assistance.

Lindsey Marie Wallace, Esq.
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Testimony Before The New York City Council Committee on Public Safety
Concerning Proposed Bill Int. 1267-2016
April 6, 2017 10:00 AM

Good morning, members of the Committee on Public Safety. My name is Lindsey Wallace, and I am an attorney with Sanctuary for Families. Sanctuary is the largest organization in NY exclusively serving victims of gender-based violence, with the vast majority of our victims located within the five boroughs.

I want to thank Council Member Lancman for his strong leadership in fighting these heinous acts, as just described by one of our clients, Clara, and Chair Gibson for providing us the opportunity to share our testimony on how nonconsensual disclosure of intimate images terrorizes Sanctuary clients.

Through my work, I have seen the lives of countless domestic violence victims destroyed when abusers disclose or threaten to disclose their intimate images. Our clients affected by these acts range from teenagers to those in their 60s; those with elementary school education to those with graduate degrees; and span the spectrum of race, ethnicity, sexual orientation, nationality, immigration status, and more. The unifying factor in their stories remains the fear, shame, and horror they suffered as a result of the dissemination of their most private, intimate images. I'd like to share just a few of these many stories with you.

All victim names and identifying information have been changed for their privacy and protection.

- Thirty-year old Amanda's physically abusive husband threatened her that if she ever left him, he would send damaging photos of her to her coworkers, family, and friends, and if she ever filed for custody or divorce, Amanda would lose custody because the judge would see her as an unfit mother due to these photos. After summoning the courage to flee her abuser, he posted several naked images of her across social media— some he had taken of her without her knowledge, while she slept. Amanda now lives in a terrified, vulnerable state – she worries that future employers or her own children may see these images. She wants the Council to know, quote “I hope that issues like these are taken more seriously because it leaves us feeling defeated.”
- Twenty-year old Laura's ex-boyfriend used physical violence and threats to force her to take naked videos of herself. He then posted these videos to social media, and they spread rapidly. The abuser commented that it was not his intention to cause harm to Laura, but that he needed to teach her a lesson. When her naked videos went viral, spreading internationally, Laura had to flee New York and start a brand new life in another state. To this day, Laura is recognized from these videos, and the humiliation follows her. Despite prosecutor's interest in charging Laura's abuser for posting these videos, due to the lack of NY criminal law, the abuser was only prosecuted for the abuse that took place when he forced her to film the video, and not for the truly damaging acts of disseminating these explicit videos.

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Testimony Before The New York City Council Committee on Public Safety
Concerning Proposed Bill Int. 1267-2016
April 6, 2017 10:00 AM

- When 60 year old Betty broke up with her abusive ex-boyfriend, her abuser located an intimate photo she had shared with him and sent her this photo to multiple men who attempted to contact Betty online. Betty's abuser began threatening her at work and home, forcing her to leave her well-paid position as a professional nurse out of fear her abuser would continue to distribute the intimate photo to her coworkers. When Betty sought help from the police, she was told by a New York domestic violence officer that it was essentially her fault, because she should not have sent her abuser her intimate photo in the first place. Betty remains terrified of her abuser and his threats.

**Testimony Before The New York City Council Committee on Public Safety
Concerning Proposed Bill Int 1267-2016
April 6, 2017 10:00 AM**

By: Shira Kaufman, Esq.
Staff Attorney, Sanctuary for Families
NYC Family Justice Center – Manhattan
(212) 602-2881
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As you have just heard Cyber Sexual Abuse wreaks havoc on victims of domestic violence.

I am Shira Kaufman, also an attorney at Sanctuary for Families, and I work at the Manhattan Family Justice Center, run by the NYC Mayor's Office to Combat Domestic Violence.

I want to first and foremost praise Council Members Lancman and Garodnick for their tremendous leadership on this issue, as well as the bill's co-sponsors. Thank you to the Committee on Public Safety and City Council for holding this community dialogue. I want to particularly thank Committee Chair Vanessa Gibson for her incredible support of Sanctuary for Families.

We agree that New York City urgently needs a criminal law banning Cyber Sexual Abuse.

However, in order to properly address the various ways victims are harmed, we urge the Council to adopt five critical changes to this legislation:

First – incorporating a civil cause of action for damages and injunctive relief, similar to the one contained in the City's Administrative Law known as the Actions by Victims of Gender Motivated Violence (codified at Sections 8-901 through 8-907). Victims should have recourse even if the prosecutor does not take their case.

Second – prohibiting the *threat* to disseminate images. Abusers often use the threat of dissemination to control victims, and victims are willing to do almost anything to avoid the harm caused by publication, including staying in abusive relationships or entering into sex trafficking. The law must be able to prevent the dissemination, because once the image is out there, the permanent damage has been done.

Third – removing the requirement that the victim be "identifiable" in the image. Abusers should not have free reign because they blurred out the victim's face, or only posted the image where no one can identify the victim.

Fourth – prohibiting faked sexual images. Dissemination of spoofed images have caused victims to be disowned by family, lose jobs, and even attempt suicide. And how exactly does a victim prove that the naked body is not them? This abusive behavior is just as harmful.

Lastly - removing the requirement of an "intent to cause harm." The correct intent standard should be the intent to *do the act*, not a specific motive to cause harm.

- Realistically, such intent will be impossible to prove in many cases, and will likely require some other corroborating act before a prosecution can be brought. And it will be too easy

for abusers to claim they were motivated by something else, like profit, impressing their friends, flattery, it turns them on – and suddenly they're immunized from liability.

- Additionally, the harm – which is so grave to victims – is inherent in the act. An “intent to cause harm” is not required for many inherently harmful crimes, including robbery, sexual abuse, strangulation, or drunk driving, or for various criminal privacy protections, such as HIPAA.
- Now we understand there are concerns with the law being overly broad. But we believe such concerns are better addressed in other ways, such as the public interest exception in the present draft bill, as well as restricting liability to instances where the victim has a reasonable expectation of privacy, and differentiations for minors.
- Several other state laws on this issue do not contain this “intent to harm” element and we urge New York City to follow their lead.

Sanctuary for Families looks forward to working with the City Council to make sure not one more New Yorker becomes a victim of the heinous act of Cyber Sexual Abuse. Thank you.



DISTRICT ATTORNEY
RICHARD A. BROWN

QUEENS COUNTY DISTRICT ATTORNEY'S OFFICE
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April 5, 2017

Hon. Vanessa Gibson, Chairperson
Committee on Public Safety
The New York City Council

Re: Oversight – Examining Enforcement Issues with Revenge Porn

Dear Counsel Member Gibson:

Thank you very much for giving our office the opportunity to comment on the challenges prosecutors face when trying to address the non-consensual disclosure of sexually explicit images, sometimes referred to as “revenge pornography,” or “revenge porn.”

Our office has investigated numerous cases involving non-consensual dissemination or threats to disseminate still and moving images which were originally created with the consent of both adult parties. Many of these cases involved situations which arose after one party ended the relationship, leaving the other party angry.

Too often, we find ourselves unable to hold accountable those individuals who have posted or threatened to post intimate images because there are no criminal statutes that address this conduct. For instance, a woman came to our office explaining that she had taken intimate pictures of herself and shared them with a boyfriend, but after she ended the relationship, he posted the images on Twitter. In another situation, a woman and her boyfriend consensually made a private video of themselves engaged in intimate acts. When she ended the

relationship, he uploaded that video to a pornographic website and sent the link to the video to the woman's new boyfriend. In yet another scenario, a woman explained to us that she and her boyfriend made several intimate videos during their relationship, but when they broke up, he created an Instagram account in her name, posted the videos without her consent, and then sent links to the account to her friends. Sometimes the humiliation and psychological distress is compounded by material financial harm when the images are sent to a victim's employer; recently, for example, we worked with a victim who lost her job after her former boyfriend sent explicit private images to her workplace.

As illustrated, there are many permutations of this problem, but what they share in common is the pain and distress caused to the victims. These victims are women and men who have suffered devastating emotional and sometimes financial harm as a result of these actual or threatened non-consensual disclosures and their family, social and work lives have often been profoundly impacted. Although these victims may have originally consented to the creation of the images, they did so with the understanding the images would remain private and would not be shared outside the confines of the intimate relationship in which they were created. Frustratingly, more often than not, the situations do not meet the criteria for prosecution under existing criminal statutes in New York and we are powerless to stop the continued dissemination of the images or to hold accountable those who would engage in such anti-social behavior. While in rare instances we can charge the crime of Coercion under Penal Law Section 135.60(9), in the vast majority of situations, the elements of that charge do not fit the facts and the resulting harm, and the wrongdoers are beyond the reach of the criminal law.

Prosecutors at our office who are experts in computer crimes and sex crimes have devoted significant time over the past two years evaluating the problem and possible solutions. In doing so, they have sought input from prosecutors throughout New York State and from around the country, and they have worked with their colleagues at District Attorney's offices across the city to study ways to address and stop this all-too-common conduct. It is clear that crafting an effective revenge pornography statute is possible but challenging. First Amendment rights and other Constitutional concerns have to be taken into account. A statute would have to be narrowly tailored to describe clearly defined conduct yet be broad enough to cover the various scenarios we see most often. And a new statute would ideally contain few if any terms not already defined by

existing laws to avoid confusion and future litigation. These aims could all be achieved with careful drafting.

First, to meet some of the First Amendment concerns and to avoid challenges based on claims of unconstitutional vagueness, a statute would have to articulate precisely what content in an image would qualify it as covered under the law. That content should be defined to include display of intimate body parts, or the victim engaged in sexual acts, *attempted sex acts or what appear to be sex acts*. Intimate body parts should be further defined as exposed genitals, pubic area, buttocks or anus of a person or nipple of a female person. Sexual acts should include sexual intercourse, oral sexual conduct and anal sexual conduct as those terms are already defined under Penal Law article 130.00(1) and (2), as well as acts of masturbation, mutual masturbation or the insertion of a body part or foreign object into the vulva, penis or anus of a person.

Second, even if an image did meet these criteria, it is critically important that any revenge pornography statute apply only to those images to which a reasonable expectation of privacy attached. Thus, any statute would apply to only images (still or moving) that were made and initially shared under circumstances in which the person depicted had a reasonable expectation of privacy. Any image created without such an expectation of privacy (such as images intended for potential publication or distribution) would not be covered.

Third, the elements of the crime would have to be very clearly set forth with respect to the specific acts that would produce criminal liability and the required mental state of the defendant when he or she committed those acts. In terms of the acts themselves, a statute should criminalize (a) disclosure *or threatened disclosure* of these images, (b) without the consent of the person depicted and (c) under circumstances in which the defendant who discloses the images knew or reasonably should have known that he did not have the victim's consent to do so. These acts would have to be intentional and not inadvertent or accidental. In other words, the defendant would have to act with intent to cause mental, emotional or financial harm to the victim.

Fourth, with respect to the all-important definition of "disclosure," it would be best to steer clear of using language open to interpretation or which omits ways in which we see the images being shared. This can be accomplished by adopting existing Penal Law definitions of "disseminate" as set forth in Penal Law Section

250.40(5) and "publish" as set forth in Penal Law Section 250.40(6). The latter must be included because it would address situations in which an image itself is not disclosed but access to the image is provided such as may be done via providing a weblink.

Finally, lest legitimate law enforcement actions be thwarted or the First Amendment unduly infringed upon, a revenge pornography statute should clearly state that it does not apply to (a) the conduct of law enforcement personnel engaged in the conduct of their authorized duties, (b) disclosures made during legal proceedings or in the course of the reporting of unlawful activity, or (c) disclosures made for legitimate public purposes.

Thank you once again for the opportunity to share our views on this widespread problem and possible ways to address it. In taking up this disturbing subject, the City Council has the potential to forge effective solutions and thus bring justice and peace of mind to victims whom the law currently does not protect.

Sincerely yours,



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I represent: Legal Aid Society

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with reservation

Date: 4-6-17

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