Statement to the New York City Council Committee on Civil Service and Labor Hearing on Intro 452-A and Intro. 837

By:

James F. Hanley

Commissioner

NYC Office of Labor Relations

Date:

October 6, 2008

Good afternoon Chairman Addabbo, and members of the Committee. My name is James F. Hanley and I am the Commissioner of the Office of Labor Relations. I am here today to testify on Intro. 452-A and Intro. 837, which are the two residency bills that are currently before the Council. The Administration does not support either of these bills as currently drafted, however, if certain amendments were made, the Administration could support Intro. 452-A.

Intro. 452-A would amend the original residency waiver bill (Intro. 452) that was Introduced at the request of the Mayor on October 11, 2006 by limiting the waiver only to those employees who reached an agreement with the city dated September 29, 2006 and employees in certain related unions who serve in titles covered by section 220 of the Labor Law. September 29, 2006 was the date the city entered into its contract agreement with District Council 37 ("DC37"); therefore, this bill would limit coverage to only DC37 employees and employees of certain affiliated unions. Intro.837 would also limit the residency waiver to these employees, but it includes an additional requirement that an employee must have completed two (2) years of city service before they would be eligible for a residency exemption.

As you know, the city's original residency waiver legislation (Intro. 452) was an outgrowth of contract negotiations between the City of New York and DC37 for the 2005-2008 round of bargaining. As part of these negotiations the parties agreed to support legislation to remove the

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residency requirement where feasible for nearly all employees working in titles covered under that Agreement. Once this initial settlement was reached with DC37 the terms of this Agreement were offered to every other civilian union in the city. As a result, to date, approximately 27 other unions representing numerous titles within the city have agreed to the contract terms of DC37 Agreement.

The two bills being discussed today would change the terms of the original legislation in several problematic ways. First, both bills would limit coverage to only those employees represented by DC37 or its affiliates and would thereby leave out the other unions that I just mentioned that have settled on the same terms as those found in the DC37 Agreement. Second, Intro. 837 goes even further by requiring employees to have two (2) years of city service before they would even be eligible for a residency waiver, which was never discussed or agreed to in collective bargaining.

That being said, the Administration believes, that with certain changes, Intro. 452-A can be drafted in such a way so that we could support this bill and that it would be consistent with the numerous collective bargaining agreements between the city and the unions.

The city's original residency bill (Intro. 452) contained a clause that allowed additional employees in categories otherwise designated by the Mayor in the interest of the city to also be exempt from the residency requirement. If the Council inserted this clause into Intro. 452-A, thereby giving the Mayor the discretion to exempt other categories of employees, both "represented" and "non-represented", where it is deemed in the interest of the city, the Administration would then be able to support this proposed bill. The end result of this change is that DC37 would be "guaranteed" the residency exemption under this legislation and the Mayor

would also be empowered to "administratively" waive the residency requirement for other titles (including those other "represented" titles that agreed to the residency waiver under the DC37 deal). This, we believe, would eliminate the need for the Council and the Administration to introduce and pass multiple residency bills and it would be in keeping with all the residency waiver agreements that have been entered into by the city in the course of collective bargaining negotiations.

Thank you for your time.

### **Testimony**

of

# Lillian Roberts Executive Director

District Council 37, AFSCME

**Before** 

The
New York City Council
Civil Service and Labor
Committee

Monday, October 6, 2008

#### **Good Afternoon**

My name is Lillian Roberts; I am the Executive Director of District Council 37, AFSCME the city's largest municipal labor union-representing 125,000 members and 50,000 retirees. DC 37 consists of 56 locals representing more than 1,000 titles.

First, I want to thank Speaker Quinn, the leadership of the council, the Black, Latino and Asian Caucus and Chairman Addabbo for holding this hearing today. For more than 30 years, District Council 37 members have waited for the opportunity to change this legislation, so for our members this hearing is long overdue.

Approximately, two years ago the City agreed as part of our collective bargaining to seek legislation which would modify the residency requirements now in place for many civilian employees. More than 97% of our members ratified the contract and together, we worked to craft a bill that covers the spirit of the collective bargaining agreement. Some members of the Council expressed concerns about how the legislation would impact communities and whether it would erode entry level jobs for minorities. Intro. 452-A, as presented today, is a compromise that addresses the concerns while achieving what our members originally sought in the last contract.

We believe that residency requirements, as a term and condition of employment, should be the same for all City employees. In all fairness, it is important to note that many members of the city's workforce, such as Police officers, firefighters, teachers and sanitation workers do not have a residency requirement. The members represented by DC 37, would like to enjoy the same freedom to choose where they live as teachers and uniformed employees. Intro. 452A would allow our 45,000 DC 37 members to live in six suburban counties (Nassau, Suffolk, Orange, Rockland, Putnam and Westchester) if they choose to do so.

Approximately 35% or 45,000 of our members are subject to the residency requirement. Most of them hold clerical or blue collar positions primarily and are for the most part at the bottom of the salary scale. We believe these workers should be able to enjoy the same freedom as professional, uniformed and other higher paid exempt New York City employees. You should note that more than 85% of our members reside in the five boroughs and more than likely will continue to do so.

Adding to the need for our members to have this option is the significant decrease in affordable housing within the City. The loss of

thousands of rent controlled units and the increase in the construction of luxury housing have decreased the affordable housing available for our members.

The issue of homelessness is very real for our members. Several years ago it came to my attention that many of our members were homeless and living in shelters. More than 300 families of municipal employees were residing in homeless shelters. In addition, a significant number of DC 37 members were coming to us for help because of their need for legal assistance because they were facing eviction or foreclosure.

We attempted to address many of these problems with a first in the nation city assisted municipal employees housing program, which gives our members a 5% preference on city and state sponsored housing developments. While this program represented a tremendous step forward in addressing the problem, it still doesn't fully address the needs of our members.

In closing, the time has come to lift the residency requirement for all of the reasons stated. I would like to urge the City Council to vote for Intro 452-A. Its passage will go a long way in removing a longstanding inequitable and discriminatory application of this law.

I am available for any questions you may have at this moment. Thank you.

EDDIE RODRIGUEZ, PRESIDENT
LENORA D. GATES, EXECUTIVE V.P.
RALPH PALLADINO, 2<sup>ND</sup> V.P.
ALVIN WILLIAMS, 3<sup>ND</sup> V.P.
JOSE LUIS CRUZ, SECRETARY-TREASURER
LORETTA Y. JONES, RECORDING SECRETARY



#### Sergeant-At-Arms

PAMELA BLOUNT ALVIN CARTER
CYNTHIA HILL GLADIS RIVERA
Officers-At-Large

GWENDOLYN BEVERLY DERRICK DAVIS
CARMEN FLORES MARY RUTH KELLY
PAMELA RODRIGUEZ

NYC Clerical-Administrative Employees Local 1549, District Council 37, AFSCME, AFL-CIO

### Testimony of Local 1549

#### Before the

**New York City Council** 

Committee of Civil Service and Labor

Joseph P. Addabbo, Jr., Chair

**Public Hearing** 

On

Intro. 452-A Removal of the Residency
Requirement for New York City Employees.

Monday, October 6th, 2008

Good Afternoon Chairperson Addabbo and Members of the Committee:

My name is Eddie Rodriguez, President of Local 1549 – representing 18,000 New York City employees. Thank you for holding this important hearing.

Local 1549 is the second largest local in DC37 representing members who serve as 911 Operators, 311 Dispatchers, Medicaid and Food Stamp Eligibility Specialists, Hospital Financial Counselors, Interpreters, Clerical Aides and Clerical Associates among other titles. They work in almost every New York City agency.

The starting salary of a Clerical Aide is under \$23,000 a year.

Most of my members are female and minorities who have worked for many years in City government.

The increasing cost of living and the lack of affordable housing for my members is an everyday reminder that they can no longer live in the city they love and work in because it has become a playground only for the very rich.

My members need options in affordable housing. City Council Intro. 452-A gives them those options.

Not passing Intro. 452-A would deny my members an opportunity to explore means of affordable housing.

In the Police Department and other city agencies, my members work side by side with co-workers who are <u>NOT</u> mandated to live in NYC – This discrimination should not continue.

The time has come to give my members the same opportunities as their uniformed colleagues.

I urge the passing of Intro. 452-A. and thank you for this opportunity to appear.



### NYC TRAFFIC EMPLOYEES

LOCAL 1455, DISTRICT COUNCIL 37, AFSCME, AFL-CIO 125 Barclay Street, New York, NY 10007-2179 • (212) 815-1023 Email: local1455@aol.com Fax: (212) 341-4723

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Testimony of Michael DeMarco President, Local 1455, DC 37 before the City Council Civil Service and Labor Committee October 6, 2008

On behalf of the 450 members of the N.Y.C. Traffic Employees, Local 1455 I am asking the City Council to support Intro 452 A. This issue has been a legislative priority of Local 1455 for over 25 years. My members have expressed their interest in being able to live within the six surrounding counties. Fortunately through the last round of collective bargaining, D.C. 37 won the right to have the residency requirement lifted for city employees as part of it's agreement with the city.

This is a matter of fairness and equity to allow D.C. 37 members the same right that is already afforded to other unions such as Police, Firefighters, Sanitation, Corrections, and Teachers.

Thank you for the opportunity to testify before you today.



### **Testimony**

of

### Mark Rosenthal

President, Local 983, DC 37, AFSCME, AFL-

**CIO** 

on

**Residency Requirements for City Workers** 

**Before** 

The City Council

Civil Service and Labor Committee

Monday, October 6, 2008

Good Afternoon Chairman Addabbo, and members of the committee. Thank you for the opportunity to address your committee on the subject of Residency Requirements for city workers.

Two years ago, the Mayor of the City of New York and District Council 37 made a negotiated agreement to relax Residency Requirements for city workers. The Mayor understood that the working people of this city want to have the option of living outside of the five boroughs. But the council did not agree, and prevented the negotiated agreement from going forward.

I am here to tell you that the working people I represent - the truck drivers, parks rangers, traffic agents, and others - want Residency Requirements relaxed or abolished. Most of my Local 983 members, who are African-American and Latino, want the chance to live in Rockland County, Westchester, or on Long Island. They believe that is the American way, the way of free choice and opportunity.

Residency Requirements came into being in the 1970's, when we were suffering from fiscal crisis and government was trying to keep as many paying jobs in the city as possible. We're a long way from those days. In fact, in a radio call in program in 2005, Mayor Bloomberg talked about the 1970's and he said, "There were forces to try to keep people in the city. Today we've got the reverse problem - too many people trying to live here".

The Mayor was right. There are a lot of people who are coming to New York from all over the world, which resulted in raising rents so working people can't afford to pay. I'm asking the Council to do the right thing and allow working civil servants more of a choice about where they can live.

I urge the committee to swiftly pass Intro 452-A. Thank you.

### Social Service Employees Union Local 371

AFSCME, AFL-CIO



817 BROADWAY • 14TH FLOOR • NEW YORK, NEW YORK. 10003 • (212) 677-3900 • FAX (212) 477-9161

President Faryce Moore

Executive Vice President Yolanda Pumarejo

Testimony of Faye Moore, President of SSEU Local 371

Secretary Treasurer Joseph Nazario

Vice Presidents Anthony Wells Beverly Mallory-Brown Lloyd Permaul Michelle Conklin Michelle Akyempong

Good Afternoon.

My name is Faye Moore and I am the President of the Social Service Employees Union Local 371. Local 371 represents approximately 18000 professionals that provide social services to NYC's most vulnerable citizens.

Trustees
Michael Ballesteros
Yolanda DeJesus
Melva Scarborough



I am here to speak in support of Intro 452. Within the membership of Local 371, approximately 50% of our membership work in titles that are exempt from meeting the current residency requirement. These titles: the Caseworker series, the Child Protective and Child Welfare, and the Job Opportunity Specialist have been determined to be "hard-to-recruit" or "hard-to-retain" due the nature of the work of the titles. However, the other half of our membership, many performing similar work, is required to reside in the five boroughs creating a huge inequity within the Union and in the Social Service profession. The largest groups of members required to live in

the five boroughs are in the title of Fraud Investigator and the Community titles.

The negotiated economic agreement of 2005 provided language to finally address this inequity. For many different reasons this issue lingered without resolution for more than 2 years. In these two years, municipal employees have watched as affordable housing stock has disappeared from our neighborhoods and opportunities for decent housing remain out of their grasp by virtue of their career choice. Yesterday, the Mayor told Wolf Blitzer that New Yorkers pay more in taxes for a better standard of living and a better quality of life. Unfortunately, many civilian employees do not enjoy this "better standard" because our wages have not kept up with inflation and as a result, a larger proportion of take-home pay is dedicated to housing costs.

Beyond the affordability issue, is the issue of fairness and equal treatment. The concept that it is permissible for people to come in from other places to police us and educate us but not permissible for people that choose a career in other parts of the public sector to have the option of living where they choose. People that choose public service should be afforded as many options as

possible so that they stay in service.

## New York City Amalgamated Professional Employees



Affiliated with DISTRICT COUNCIL 37, AFSCME, AFL-CIO, 125 Barclay Street, New York, N.Y. 10007-2179 (212) 815-1040

# Testimony of Juan Fernandez, President, Local 154, District Council 37, AFSCME Before the Civil Service and Labor Committee October 6, 2008

Good afternoon Chairman Joseph Addabbo, Jr. and fellow Committee members. My name is Juan Fernández. I am the President of Local 154, District Council 37, AFSCME. I represent workers in the titles of Research Assistant, Human Rights Specialist, Claims Specialist, Special Consultants Level II, Public Records Aide, Title Examiners, Departmental Librarians and a number of other related titles. Our members provide professional, technical and clerical services at over twenty New York City agencies and departments. They audit the quality of contractual services provided by certain community agencies, they investigate Human Rights complaints, they analyze data and produce reports, they investigate claims against the City, and they organize and classify records and provide library services, among other functions.

I am here before you today to speak in favor of removing residence requirements for Local 154 members and all members of DC 37. I am here to speak in support of Intro. 452-A.

In July 2006, DC 37 and the City of New York signed a contractual agreement which included a clause for changes in the residency law for some of the municipal workers represented by DC 37. Intro. 452-A, which would have put those changes into effect met unnecessary and unexpected opposition from some members of this City Council. Local 154 strongly believes that passing Intro. 452-A and changing the residency requirements is a matter of fairness and equity for our members. The current residency law is inequitable, unfair and past beyond its usefulness to the City.

1. The residency law was created in 1986 as a response to the middle class fleeing. the City in the 1970's and early 1980's. Lawmakers argued that enacting a residency law would keep City workers in the City and therefore use their income to support their respective local communities. Today, the reverse situation exists; too many people want to live in the City and residential costs have skyrocketed. At the same time, a City worker with an average City salary cannot afford to buy or to rent in its own City. The residency law has become a burden for the same workers that make this City move. It is clear that the law has outlived its usefulness and its original intent.

- 2. Contrary to popular belief, current residency requirements do not apply to all City workers. Already, over 70% of the municipal workforce is excluded from the residency requirement law. Since the law was created, a series of exemptions in the original document and added exclusions throughout the years helped to increase the number of City employees who are not covered by the City's residence law.
  - The law exempts teachers, firefighters, police, sanitations and corrections. The law is inequitable since today only 30% or less of the municipal workforce is required to live in the City.
- 3. The residency law is unfair since it mostly targets workers in clerical, support, paraprofessional and semi-professional titles. For example, a Claims Specialist at the Law Department making \$35,000 a year work side-by-side with an Attorney that makes twice as much. The Claims Specialist is required to live in the City but the Attorney is not. A receptionist in the same Law Department is required to live in the City but the Attorney is not. That's unfair and discriminatory because it targets people in the lowest paid titles.

The residency law is unfair, inequitable and discriminatory. Many other examples could be presented to support the case. The law is archaic because it does not respond to the current interests or needs of the City and its people. Also, the existence of this law has been used as an excuse to investigate, and invade the privacy of City workers. However, a key issue in this discussion is the right to choose where to live. We believe that in this time and age, a worker should have the right to live where she or he wants to live. That is dignity. That is fairness.

Local 154 strongly recommends that the Civil Service and Labor Committee supports Intro. 452-A, such amendments are much needed for the workers we represent. We commend and thank the Civil Service and Labor Committee for holding this public hearing regarding Intro. 452-A.

I am available to answer any questions you may have.

## Synopsis of Testimony by Francis J. McCaffrey Board Member and Political Action Committee Chairman of the Civil Service Bar Association

### 1) <u>The Majority of City employees already have the option</u> to reside outside of the City of New York.

Approximately seventy five to eighty percent of the employee population of the City of New York has the option to live in or outside of City limits. This percentage approximation is arrived at by simply observing the number of City personnel in City Agencies and Departments, who have received the residency waiver under the auspice of State Statute or waiver. In short, all of the uniformed services, Police, Fire, Sanitation, Housing Authority Police, etc., as well as, Teachers, Transit Authority personnel, and all those titles listed on the attached City Law article, have the residency option. Some titles, as in the case of the uniformed services, have the option to move to six contiguous counties. On the other hand, New York City's Law Department by virtue of waiver can live anywhere they want and are not limited to the State of New York let alone the City (see attached letter of the then Corporation Counsel Hess). The sheer number of City employees, who have the residency option, militates against continuing with a residency requirement that no longer makes sense. The fact that a vast majority of City personnel, both uniformed and civilian, have the residency option does not mean that any great portion of that personnel population have moved to adjacent counties or states but that they have the **right** to exercise the option.

#### 2) Protection of City Employee Positions is not an issue.

This issue has been raised by some members of the City Council. It is that offering a residency option without a time and work requirement in City employment jeopardizes available City employment positions for City residents. On a parenthetical basis, since I do not take an intractable stance on this particular element of the residency issue, it appears on the face of it that this issue does not offer a viable argument. Again, the number of City personnel, inclusive of uniformed and civilian titles, leads one to the conclusion that there are very few, if any, positions left to protect for current City residents. The fact that there are so many City employees, who not only have the residency option, but live in every City Council district in the City renders the protection of City positions for all practical purposes a moot argument.

#### 3) <u>There will be no Mass Exodus from the City by</u> Employees with a Residency Option.

There will be no mass exodus of City personnel to locations outside the City of New York. There are several cost impediments to such a move. There is the New York City Charter Section 1127, which requires City employees to pay City tax no matter where they live, in the first instance. Then, there are greater commutation costs and additional local taxes, which are costs that lessen the attractiveness of moving out of New York City.

If, however, through fortuitous circumstance, a City employee finds a housing opportunity or bargain outside of City limits, why can't he or she take advantage of such a situation as the vast majority of City workers who already can? This is especially true of a portion of the Civil Service Bar Association (CSBA) membership, who must pay off law school loans on top of undergraduate loans and still have to carry New York City housing costs. It comes down to paying the loans or paying the rent. The only remedy for these City employed attorneys is to move in with family members, (i.e. parents) to save on rental costs. However, if the family members live in Westchester or Nassau counties, the current Administrative Code prevents these CSBA members from moving. They find themselves in a financial vise and this has cost the City top young legal talent over the years and must be remedied.

### 4) <u>Emergency Services Residence: The Original Purpose of Such Legislation.</u>

A very relevant factor behind the whole purpose of such residency requirement legislation was to keep Emergency Services personnel (Police, Fire Department personnel and Emergency Medical Service personnel) close by and residing within the City to be on hand for any local or Citywide crisis. An even more relevant factor is that these emergency service titles got a residency option to live in six counties contiguous to New York City within New York State via State legislation almost immediately thereafter. So the whole purpose behind the original residency legislation was diluted from the outset. This is not to say that there was or is massive movement out of the City by emergency service personnel but they have had the residency option for decades. Why, therefore, should these emergency service titles, who are to be at the ready and in the front line in case of emergency, be allowed the residency option and a small population of civilian titles be left with residency restrictions? Of the two most recent emergency service titles to receive the residency option, the Department of Sanitation and the Fire Alarm Dispatchers, the Fire Alarm Dispatchers represent a classic example of the disparity in the fairness of the application of residency restrictions.

The Fire Alarm Dispatchers are the group of individuals that receive fire calls and dispatch firefighters and equipment to the scene. Yet this group has the option to live in the six contiguous counties. What sense does it make to allow this type of front line emergency personnel the six county option and not allow non-emergency civilian personnel at least the same choice?

#### My Conclusory Position

5)

It is my opinion that the Civil Service Bar Association membership would be best served by the passage of Intro 452 as it is originally written. It does not contain a time and residence requirement and it should be noted that practically none of the current City titles who have the residency option have to abide by any time and service requirement.

An example of a Department that has this kind of non restricted option is the New York City Law Department. The attorneys in that Department do not only not have to work for the City and live in the City for any period of time, they don't even have to live in New York State!

Why, therefore, must there be time and residency restrictions as stated in Intro 837, placed on a small minority of City personnel, who do not have the option yet?

If, however, for some reason Intro 452 is not a viable Bill for the City Council to agree upon, then I would support Intro 837 with modifications. Intro 837 should be modified to include the original language of Intro 452 stating that all those "... employees in titles certified to a collective bargaining representative that has entered into an agreement with the City to modify the residency requirements herein, etc...". In this way the coverage of this bill is not limited in a piecemeal fashion but entails all Union members who were subjects of collective bargaining in the summer of 2006 and reached a successful conclusion to said bargaining that year and not limit the Intro 837 Bill to any agreement reached on September 2006.

Respectfully Submitted by Francis J. McCaffrey Board Member and Chairman of the Political Action Committee of the Civil Service Bar Association



## THE CITY OF NEW YORK LAW DEPARTMENT

100 CHURCH BTREET 100 CHURCH BTREET (212) 788-0800

MICHAEL D. HERS Capprellon Countri

#### MEMORANDUM

TO:

ALL ASSISTANT CORPORATION COUNSELS,

FROM:

MICHAEL D. HESS M.D.H.

DATE:

NOVEMBER 16, 2000

SUBJECT:

RESIDENCY

Once again, I want to offer my thanks and congratulations to all of you for a job well done. I believe we are the greatest law firm anywhere, and I want you to know how much the Mayor, the Deputy Mayors and I appreciate your efforts and dedication.

This administration has undertaken many initiatives aimed at improving the quality of life in New York City. I have been trying to continually upgrade the quality of life at the Law Department so that we may enjoy the practice of law and our commitment to public service. Many of our new administrative initiatives are aimed at enhancing the ability of Assistant Corporation Coursels to have long and fulfilling excepts here.

Two important issues for all of us and our families are salaries and residency.

The Senior Counsel Program increased the salaries of our more experienced lawyers and, each year, more ACCs will join that program. I want our salaries to be at the top of the legal public service world:

Pursuant to section 12-121 of the Administrative Code, the city personnel director may waive the residency requirement where there is difficulty in the recruitment for particular positions. He has now certified that one of the positions it is difficult to recruit for is Assistant Corporation Counsel. Therefore, I am pleased to inform you that effective immediately, there will no longer be a residency requirement for anyone with the title of Assistant Corporation Counsel. This means that we can better retain and recruit ACCs who otherwise would have difficulty working here. The end of the residency requirement complements our enhanced salaries to allow us to continue our public service and yet meet our personal financial obligations. It will also open to us a large market of experienced lawyers to help us with our enormous caseload.

All of us are here because we love the stimulation and satisfaction of representing our great city despite the sacrifices this entails. We are all enormously proud of the reputation our office enjoys and I know these new developments will make the Law Department even greater.

### CITYLAW

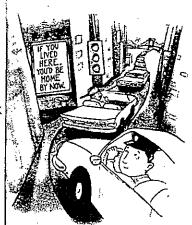
January/February

Vol. 8, No. 1

### City's Residency Rules Reach Only a Quarter of City Workers

By Olga Koloditskaya

New York City imposes strict residency requirements on many City employees, but more governmental employees are exempt from the residency rules than are actually covered by them. Employees who are covered must be a resident of the City of New York or establish a City residence within 90 days of the date they enter City service, and must maintain their City residence as a condition of employment. Not covered, however, are firefighters, police officers, other members of the uniformed services, chaplains, teachers, people employed in designated hard-to-



recruit titles, most transit workers and hospital workers and many employees hired prior to 1986. When all the exemptions are taken into account, we estimate that approximately 75 percent of the 400,000 City and other local governmental employees are not required to live within New York City. Of course, many of those not required to do so do live in the City anyway.

#### History

The current version of the City's residency rules dates from July 1978... when Mayor Edward I. Koch issued mayoral directive 78-13 requiring any person newly hired into an exempt, non-competitive or provisional job category to be a City resident. Persons already employed by the City in exempt or non-competitive managerial positions had to become a City resident by January 1, 1979 or face termination. The City Council, also in July 1978, enacted Local Law 20 which required City residence for all persons hired after November 1, 1978. The local law made no exception for uniformed services (police, fire, correction and sanitation). Unions for the uniformed services sued and won a 1980 court of appeals decision overturning the City's local law. The court ruled the local law was pre-empted by state statutes that allowed members of the uniformed services to live outside the City. Six years later, on June 26, 1986, the City Council repealed the 1978 local law and substituted for it a new residency requirement that covered only City employees not protected by state statute. The 1978 mayoral directive, which was not affected by the court decision, remained in effect for those exempt, non-competitive or provisional City employees who were hired by the City prior to 1986. City employees hired since 1986 are covered only by the new local law.

#### Residence or Domicile?

Residence has a specific meaning under the local law, Section 12-119 of the City's Administrative Code defines "residence" as one's domicile. "Residence" means living in a particular locality, but domicile means living in that locality with the intent to make it a fixed and permanent home. In order to make a determination about an individual's "residence," the Department of Citywide Administrative Services ("DCAS") considers a range of factors which it set forth in Personnel Services Bulletin 100-8 on June 30, 1997. These include such factors as where the employee, spouse or minor child live; the voter registration of the employee and spouse; their motor vehicle registrations; the address used on tax returns; and what schools the employee's children attend. Other items that the City may consider. include rent receipts on letterhead stationery, mortgage payments notices, car insurance receipts, drivers license, bank statements, credit card statements, utility and telephone bills, withholding tax statements, and City income tax payments.

The few litigated cases show how the City interprets the requirements. In an early case a Department of Correction employee and his wife bought a house in New Jersey, but later separated. For the next four years the City employee paid the mortgage and taxes on the New Jersey house while he lived with his mother-in-law to whom he paid \$100 a month in her Brooklyn apartment and where he had his personal and departmental mail sent. The employee spent about eighty percent of his time in New York City and twenty percent in New Jersey visiting his children over weekends. The Administrative Law Judge ruled that even though the employee spent more hours in the City, he had not established residence. *DOC v. Duffy*, January 11, 1983, OATH Index No. 125/82.

In another case a Department of Investigation employee was a sole owner of a Long Island house, paid regular mortgage payments on the house and was financially responsible for its maintenance and upkeep. She, however, voted from her mother's address in Brooklyn, registered her car in Brooklyn, and filed her tax returns from the Brooklyn address. All her work-related correspondence and even the charges and notice of hearing were mailed to her Brooklyn address. Nevertheless, she was found in violation of the City residence requirement. DOI v. Williams, November 13, 1987, OATH Index No. 338/87. Under somewhat similar circumstances the City's Civil Service Commission reached a contrary result. It found that a DOT employee met the residency requirements by residing with his parents in Queens. He paid no rent or mortgage on his parents' house while paying a mortgage on his house in Long Island. DOT v. Belziti, June 6, 1997, OATH Index No. 1007/97, rev'd NYC Civ. Serv. Comm'n Item No. CD 98-116-R Report and Recommendation, October 21, 1998.

#### Exemptions

Uniformed Services. The City's uniformed services account for approximately 69,000 employees. Using their clout in Albany, the uniformed services in the 1960s obtained statutory exemptions from the residency rules. Uniformed employees of the Police Department, Fire Department, Department of Correction, Department of Sanitation, and police officers of the Department of Health may live in any one of the six suburban counties of Nassau, Suffolk, Westchester, Rockland, Orange and Putnam and still keep their jobs.

Firefighters who were in City employ prior to 1986 may continue to reside elsewhere in New York State outside the six counties, but if they choose to move they must move into the six counties or New York City. Firefighters who lived in New Jersey were, however, required to move into the permitted counties.

Department of Probation. Under a state provision that applies only to the City's Department of Probation, employees of that department may live anywhere in New York State. Some 1,600 employees are covered by this statute.

Hard-to-Recruit Titles. The 1986 local law allows the City to exempt certain jobs as hard-to-recruit based upon a lack of applicants from the City or those willing to move into the City. The list of hard-torecruit titles now totals 160 titles. Technical and inspector titles dominate the list, but not all fit that description. In 2001, the Law Department succeeded in having assistant corporation counsels added to the list. Other lawyer titles like agency counsel are not exempt and incumbents must still reside in the City. The City does not maintain a central list of the number of City employees who have actually taken advantage of the hard-to-recruit exemptions. For a title to be listed, either DCAS or the head of an agency submits proof of the difficulty experienced in filling the title. If DCAS accepts the recommendation, it adds the title to the list. Because the decision to add a title is not considered a rule making, there is no notice given in the City Record. As a practice once a title makes the list, it is not removed unless the title itself disappears.

Workers hired prior to 1986. City workers hired prior to 1986 remain governed by the 1978 mayoral directive and not the 1986 local law with the result that many complicated rules have evolved to cover such situations as promotions, change of status and breaks in service. As an example of the complex rules for these pre-1986 workers, an employee appointed prior to 1986 to a competitive class position keeps his or her status as exempt from the residency requirement even if promoted to a new competitive class position, but will lose it upon accepting a provisional appointment or a non-competitive, exempt or labor class position.

Personal hardship. To make matters more complicated, the 1978 mayoral directive was interpreted to include an important exemption not allowed by the 1986 local law: personal hardship. Workers entitled to the personal hardship exemption may claim it even after 1986. Personal hardship exemptions are granted when, for example, a spouse or child's physical condition requires continued residence in a particular dwelling with special features or continuous medical care at locations outside the City. Also eligible are situations where the City employee must care for an elderly family member or where a working spouse would have difficulty maintaining employment if required to move into the City. If new circumstances required a pre-1986 employee to move outside the City to take care of an an elderly family member the City could still grant the exemption. Requests for a personal hardship exemption are decided by the City on a case-bycase basis, and the employee's agency must annually verify that the condition for which the exemption was granted still exists.

Indispensable/key employees. Although not explicitly mentioned in the mayoral directive of 1978, the City may also exempt employees who entered service prior to 1986 if they can be shown to be an indispensable or key employee. To gain this exemption, the agency to be possessed by any other candidate who is a City resident.

Candidates for this exemption are likely to be longtime City employees with highly specialized skills.

Non-mayoral agencies. A huge exception to the residency rules are the non-mayoral agencies and public authorities which collectively employ approximately 260,000 municipal workers. These agencies include the Transit Authority, Housing Authority, Board of Education, City University, Health and Hospitals Corporation, Triborough Bridge and Tunnel Authority, and the five District Attorney's Offices. Of these agencies only the Transit Authority and the HHC have their own residence requirements. The Transit Authority requires its provisional, non-union employees to maintain a City residence. These workers, however, represent only eight percent of the approximately 48,000 transit workforce. The HHC requires all of its 38,000 employees to maintain a City residence, according to Operating Procedure 20-48 of 2001. HHC rules, however, are full of exemptions and waivers. The largest exemption is for hard-to-recruit titles, which include almost all professional staff such as residents, physicians, dentists, psychologists, psychiatrists, podiatrists, physicists, physiatrists, nurses, pharmacists, pathologists, electrocardiograph and electroencephalograph technicians, medical equipment specialists, and social workers.

Preferences, taxes and enforcement. The City has several strategies to achieve some of the benefits of City residence. The City adds five points to the final weighted scores of those taking the firefighters examination who are City residents, a major competitive advantage. Once hired, however, the firefighter is free to move to the surrounding counties. The City also removed one of the financial incentives to relocate outside of the City. City nonresident employees must, as a condition of their employment, pay to the City the difference between the employee's actual tax and the tax that would have been paid had the employee been a City resident. This requirement gained in importance with the repeal of the non-resident income tax.

Each City agency is obligated to ensure that its employees comply with the residence requirement. Even an anonymous letter may trigger an investigation conducted by such methods as surveillance of the employee's car and house; checks of automobile license plates, school records and records of telephone companies; interview of the relatives, neighbors, school principals and even doormen. Failure to maintain the residence is grounds for termination.

### Hard-to-Recruit City Titles Pursuant to Section 12-121 of the Administrative Code

Administrative Actuary
Administrative Architect
Administrative Blasting Inspector
Administrative Borough Superintendent
Administrative Construction
Project Manager
Administrative Director of Social Services
Administrative Engineer Administrative Inspector (Buildings, Electrical, & Housing)
Administrative Job Opportunity Specialist
Administrative Juvenile Counselor

Administrative Landmarks Preservationist

Administrative Landscape Architect

Administrative Public Health Nurse

(Bureau of School Children and Adolescent Health Services)

Administrative Supervisor of Building Maintenance

Administrative Tax Auditor

Administrative Tests and Measurement Specialist

Agency Deputy Medical Director

Agency Medical Director

Appraiser (Real Estate)

Architect

Architectural Intern

Assistant Architect

Assistant Chemical Engineer

Assistant Civil Engineer

Assistant Corporation Counsel

Assistant Electrical Engineer

Assistant Environmental Engineer

Assistant Landscape Architect

Assistant Mechanical Engineer

Assistant Plan Examiner (Buildings)

Assistant Surveyor

Assistant Surveyor Trainee

Associate Inspector (Boilers, Construction, Electrical, Elevator,

Housing, Plumbing, and Steel Construction)

Associate Job Opportunity Specialist

Associate Juvenile Counselor

Associate Landmarks Preservationist

Associate Projects Manager

Attending Physician

Audiologist (Health)

Bio-Medical Equipment Technician

Caseworker

Chemical Engineer

Chemical Engineering Intern

Chief Marine Engineer (Diesel)

Chief Pharmacist

Chief Psychologist

Child Protective Specialist

Child Protective Specialist Supervisor

Child Welfare Specialist

Child Welfare Specialist Supervisor

City Clinician

City Deputy Medical Director

City Medical Director

City Medical Examiner (OCME)

City Medical Specialist

City Tax Auditor

Civil Engineer (Building Construction, Highway Traffic, Sanitary,

Structural, Water Supply)

Civil Engineering Intern

Climber and Pruner

Computer Associate (Operations, Software)

Computer Operations Manager

Computer Programmer Analyst

Computer Specialist (Operations, Software)

Computer Systems Manager

Construction Management Consultant

Construction Project Manager

Crane Operator (Any Motive Power Except Steam)

Criminalist

Dental Hygienist

Deputy Chief Medical Examiner

Director of Urban Park Rangers

Electrical Engineer

Electrical Engineering Intern

Emergency Medical Specialist (EMT, Paramedic)

Engineer-Assessor (Utility)

Engineering Work Study Trainee

Environmental Engineer

Environmental Engineering Intern

Estimator (General Construction, Mechanical)

Executive Inspector (Fire Department)

First Assistant Marine Engineer (Diesel)

Head Juvenile Counselor (Present Incumbents Only)

Inspector (Boilers, Construction, Electrical, Housing, Plumbing,

Steel Construction)

Job Opportunity Specialist

Junior Public Health Nurse (Bureau of School children and

Adolescent Health Services)

Juvenile Counselor

Landmarks Preservationist

Landscape Architect

Landscape Architectural Intern

Manager of Radio Repair Operations

Mechanical Engineer

Mechanical Engineering Intern

Medical Equipment Specialist

Medical Subspecialist

Medicological Investigator (OCME)

Occupational Therapist

Pharmacist

Physician

Physician's Assistant

Plan Examiner (Buildings)

Principal Appraiser (Real Estate)

Principal Pharmacist

Public Health Nurse (School Health)

Psychiatrict (per hour)

Psychologist

Radio Repair Mechanic

Senior Appraiser (Real Estate)

Senior Bio-Medical Equipment Technician

Senior Estimator (General Construction, Mechanical)

Senior Occupational Therapist

Senior Pharmacist

Senior Psychologist

Senior Stationary Engineer

Special Examiner (Physical Tests) (DOP)

Staff Audiologist

Stationary Engineer

Supervising Appraiser

Supervising Audiologist

Supervising Blasting Inspector

Supervising Emergency Medical Service Specialist

Supervising Pharmacist

Supervising Public Health Nurse

Supervising Therapist

Supervising Crane Operator

Supervisor of Electrical Installations and Maintenance

Supervisor of Mechanical Installations and Maintenance

Supervisor of Radio Repair Operations

Supervisor I, II, III (Welfare)

Surveyor

Tests and Measurements Specialist Tractor Operator

8 City Law 1 (2002)

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### Civil Service Technical Guild

LOCAL 375, DC 37, AFSCME, AFL-CIO

125 Barclay Street, 6th Fl., New York, NY 10007-2179

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Fax: (212) 815-7533

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TESTIMONY OF CLAUDE FORT, P.E. PRESIDENT, CIVIL SERVICE TECHNICAL GUILD LOCAL 375, DC 37, AFSCME, AFL-CIO

ON THE ISSUE OF RESIDENCY REQUIREMENTS FOR CITY WORKERS

BEFORE THE COMMITTEE ON CIVIL SERVICE AND LABOR JOSEPH ADDABBO, CHAIR OF THE COUNCIL OF THE CITY OF NEW YORK

MONDAY, OCTOBER 6, 2008

#### **COMMITTEE CHAIRS**

**EXECUTIVE** George Lawrence

**LEGISLATIVE** Susan Silverman

**MEMBERSHIP** Gerald Lezeau, P.E.

**PENSIONS** Mike Troman

CIVIL SERVICE Frank Thomas

**PUBLIC RELATIONS** Vincent Sawinski

LABOR & POLITICAL **ACTIVITIES** Fred Newton

**LEASING** Khursheed A. Siddigi

SAFETY Bobby Shah GOOD AFTERNOON, CHAIRMAN ADDABBO, AND MEMBERS OF THE COMMITTEE. THANK YOU FOR ALLOWING ME TO TESTIFY TODAY ON THIS IMPORTANT SUBJECT.

MY NAME IS CLAUDE FORT, AND I REPRESENT THE 68-HUNDRED MEMBERS OF THE CIVIL SERVICE TECHNICAL GUILD, LOCAL 375 OF DISTRICT COUNCIL 37. WE ARE THE ENGINEERS, DESIGNERS, PLANNERS, ARCHITECTS, PROJECT MANAGERS, AND SCIENTISTS WHO WORK FOR THE CITY OF NEW YORK. AS SUCH, WE PLAY A VERY SIGNIFICANT ROLE IN OUR CITY'S PROSPERITY AND HOPES FOR THE FUTURE.

IN THE LAST 12 MONTHS, THE COST OF BASIC GOODS AND SERVICES HAS SHOT UP BY NEARLY TEN PERCENT. UNION MEMBERS I REPRESENT ARE FACING DIFFICULT TIMES, AND SO IS OUR ECONOMY. AT A TIME LIKE THIS, IT MAKES SENSE TO GIVE OUR MEMBERS, YOUR CITY WORKERS AND EMPLOYEES, MORE OPTIONS RATHER THAN LESS, ONE IMPORTANT OPTION IS NOT TO LIMIT THEIR CHOICES OF WHERE THEY MIGHT CHOOSE TO LIVE.



TECHNICAL GUILD

IF CITY WORKERS WANT TO LIVE NEAR THE CITY, BUT NOT WITHIN THE CITY LIMITS, THEY SHOULD HAVE THE RIGHT TO DO SO. RAISING A FAMILY IS DIFFICULT ENOUGH WITHOUT BEING LOCKED INTO LIVING WITHIN THE FIVE BOROUGHS, IF GOOD HOUSING AND SCHOOLS CAN BE FOUND ELSEWHERE.

OBJECTIONS HAVE BEEN RAISED THAT PASSING THE LEAST RESTRICTIVE BILL BEFORE YOU WILL ENCOURAGE NON CITY RESIDENTS TO DISPLACE CITY RESIDENTS IN CITY JOBS. I DO NOT FEEL THAT THIS CONCERN IS SUFFICIENT TO WITHDRAW SUPPORT FOR THE BILL. THE OVERWHELMING MAJORITY OF MEN AND WOMEN WHO WILL TAKE ADVANTAGE OF THIS NEW FLEXIBILITY ARE MEN AND WOMEN WHO ALREADY WORK FOR THE CITY OF NEW YORK, AND WHO DESERVE THIS OPTION – THE SAME ONE THAT OUR UNIFORMED POLICE OFFICERS AND FIREFIGHTERS HAVE.

PUT SIMPLY, RESIDENCY RULES ARE OBSOLETE IN TODAY'S ECONOMIC CLIMATE. REAL ESTATE VALUES REMAIN STRONG DESPITE THE RECENT ECONOMIC TROUBLE, AND CRIME REMAINS LOW. THE CITY'S TAX BASE IS STRONG AND WE NO LONGER NEED TO FORCE OUR WORKERS TO LIVE HERE IF THEY DO NOT CHOOSE TO.

THANK YOU FOR CONSIDERING MY REMARKS AS YOU MAKE YOUR DELIBERATIONS.

Good Afternoon Chairman Addabbo, and members of the committee. My name is Joseph Colangelo, President of SEIU Local 246. I represent career and salary as well as 220 prevailing rate employee titles, most of whom are Auto Mechanics.

More than two years ago, as part of our contract negotiations with the City of New York, we reached an agreement on wages and benefits that also included a side letter agreement that contained language referring to residency, which said "The parties agree to support an amendment to section 12-119 et seq. of the administrative code for the purpose of expanding permissible limits on Residency".

This agreement was reached in good faith by both parties. In ratifying our contract, my members believed that this change in the Administrative Code would take place as swiftly as possible. My members felt so strongly about this language permitting them to live in the same geographical areas outside the City, where certain other employees already can reside, that they chose to limit the amount of compensation in wages as they could have achieved if we pursued a 220 prevailing rate determination from the Comptroller's Office.

Yet here we are, some two years later, still without this legislation and frustrated for the fact that some chose to attack this provision that was agreed upon by both parties. The passing of the amendment you are considering today does not conform with our Collective Bargaining Agreement that was entered into in good faith. Our Agreement does not have a two year waiting period. I recommend this committee pass 452A, the original Legislation without any changes, to honor the contract agreement between the City and our Union, Local 246.



### Testimony of Ed Ott, Executive Director of the New York City Central Labor Council

#### Before the City Council Committee on Civil Service and Labor October 6, 2008

### In Support of Proposed Intro. 452-A In relation to modifying residency requirements

Good Afternoon Chairman Addabbo and members of the Committee on Civil Service and Labor. My name is Ed Ott and I am the Executive Director of the New York City Central Labor Council/AFL-CIO, a federation of 400 affiliated local unions representing one-and-a-half million working men and women in New York City. I am testifying today in strong support of proposed Intro. 452-A to modify the city's residency requirements for city workers under collective bargaining agreements.

This is an issue of fairness and doing what is right for working people, especially in light of the current economic crisis facing our city and our nation. DC 37 represents some of the lowest paid workers in the City averaging \$23,000 a year in salary. The average New York City one-bedroom apartment is about \$24,000 a year. You do the math.

The sad fact of the matter is that affordable homes for middle-class families to live in the five boroughs are few and far between. Rent-stabilized apartments are disappearing. New neighborhoods developments are almost all "luxury" buildings. Condominiums and single-family homes are unbelievably overpriced and unaffordable - even in today's declining real estate market.

A very small percentage of the existing and new construction projects are pieces of affordable housing. Most of these affordable housing initiatives are targeted to low-income families and not available to middle-income city workers.

Residency requirements have already been lifted for police, fire, sanitation, corrections and teachers. The hard-working men and women of our municipal workforce deserve the same consideration and respect.

As the country's largest municipal labor federation, the Central Labor Council has always worked to support and advance New York City's workforce and help secure affordable housing options for them in our city. We will continue to fight hard on their behalf to make our city a viable place for them to live, work and raise their families. But, we need the City Council's help and support. As this time, I respectfully urge the Council to pass Intro. 452-A as soon as possible. Working people need relief, and they need it now.

I want to thank Council Member Addabbo and the City Council for your leadership on this important matter of workers' rights and affordability. For years, New York City's working families have had to move far outside the city to find affordable housing. Maybe if they build some within the city limits, they will stay.

# THE COUNCIL THE CITY OF NEW YORK

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Name: Mark Rosenthal						
Name: 125 Barclay Street My 10007						
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