

**City Council Hearing on the Merger of New York City's Administration for  
Children's Services and Department of Juvenile Justice**

**Juvenile Justice and General Welfare Committees**

**Testimony by John B. Mattingly**

**November 12, 2010 at 10 am**

Good morning Chair Gonzalez, Chair Palma and members of the Juvenile Justice and General Welfare Committees. I am John Mattingly, Commissioner of the New York City Administration for Children's Services (ACS). Joining me today is Laurence Busching, Executive Deputy Commissioner for the Division of Youth and Family Justice. I would like to thank the committees for providing us with the opportunity today to discuss the merger of Children's Services and the Department of Juvenile Justice, and to reiterate our support for the merger legislation that was introduced by Chairs Gonzalez and Palma in April 2010, Intro 0195-2010.

Through this merger of ACS and DJJ, New York City has the unique opportunity to build upon our juvenile justice reform efforts to date and leverage our expertise in both the juvenile justice and child welfare systems to strengthen outcomes for

court-involved youth. Our primary goals are to maintain public safety while reducing recidivism, and to provide the best care possible for court-involved youth while helping them to succeed in their education, personal lives and careers. Through the merger, the City also aims to reduce the use of detention by developing more family and community-based options aimed at strengthening family relationships and better addressing the behavior that leads to court involvement.

Since January, DJJ and ACS have been operating as two separate agencies under the leadership of Commissioner John Mattingly. In July, the administrative operations of these two agencies were integrated in order to create efficiencies and begin working toward a more aligned system. In order to fully bring the two agencies together we are relying on the City Council to pass legislation that will make DJJ a part of ACS under the City Charter and Administrative Code, and to integrate the agencies' budgets. We are eager to see this legislation enacted for several reasons:

First, there are a number of ways that the merger will help us to enhance the care provided to young people in detention, particularly for youth who are also involved with the child welfare system. More than 60 percent of young people admitted to

detention have had some contact with ACS. Experts in the field refer to these young people as crossover youth. By aligning the work of ACS and DJJ, we will be able to streamline casework and permanency planning for foster care youth in detention. We will also be better equipped to ensure that detention staff who work with youth served by ACS's child welfare programs know about the prior work with the family and the individual needs of the young person.

Second, there are several administrative efficiencies that will be achieved by the merger, including several that will help to streamline some of the most basic functions of operating detention. For example, the processes for purchasing clothing and food for youth in detention, and for standard repairs and maintenance of our facilities will be aligned with the overall ACS agency administrative processes. The merger will also facilitate efforts to synthesize detention administrative policies and procedures with those of ACS. For example, it will help us in our efforts to make our disciplinary system more uniform, timely and effective. The merger will also help us to ensure that the most effective financial systems are in place so that we are making the best use of our resources and ensuring timely payments to contractors. In sum, the merger will help us to make the operations of our detention sites more efficient and will remove unnecessary

obstacles to providing the high quality of care that we seek to provide in all of our facilities.

Since January, DJJ and ACS, together with our partners, have made significant progress in achieving our goals of reforming the use of detention, improving the quality of experiences for young people in detention, addressing the needs of youth and families involved in multiple service systems, and increasing information sharing and collaboration with stakeholders. We addressed our vision for these and other areas in the strategic plan that we released in June, and we have been updating the Council on our progress on an ongoing basis. In addition, we also have shared the City's detention reform action plan with the Council and with our stakeholders. The plan lays out a series of strategies for building on the City's successful efforts at detention reform over the past several years. These efforts have succeeded both in reducing detention usage and recidivism. In moving these efforts forward, the detention reform action plan lays out 8 specific strategies that will better target our use of secure detention, enhance our options for non-secure detention, coordinate our efforts on behalf of crossover youth, and maximize use of effective alternatives to detention. Many of these strategies are beginning to be implemented and others will be taking effect shortly. We believe that these strategies will enable us to close Bridges, our outdated facility in the Bronx. We

are well on our way to completing the necessary work in our other facilities to enable us to safely close Bridges and maintain sufficient capacity within Crossroads and Horizon for all youth remanded to secure detention. The closure will not only be better for the youth in care—it will also allow us to better use our staff in the other two, more modern facilities.

In carrying out these ambitious reforms, ACS will benefit from the leadership of our new Associate Commissioner for Detention in the Division of Youth and Family Justice, Mr. Oliver Pu-Folkes. In this role, he will be responsible for overall management and supervision of juvenile detention in New York City. Mr. Pu-Folkes brings a wealth of experience to the position. Most recently, he served as the First Deputy Sheriff and Assistant Commissioner within the Sherriff's Office at the Department of Finance. Previously, from 2002 to 2006, Mr. Pu-Folkes served the Department of Juvenile Justice as Assistant Commissioner of Operations and Detention. In this position, he oversaw the operations of secure detention. Among the key initiatives that were developed under Mr. Pu-Folkes' leadership were a resident behavior management program, known as ASPIRE, and the creation of special support dormitories to provide for youth with mental health needs.

## Conclusion

In conclusion, we hope that through today's testimony, and our discussions in previous hearings, we have conveyed to the Council the promising work that has taken place since the announcement of the integration of ACS and DJJ. At the same time, the operational challenges of running two non-merged agencies are significant, and we are therefore eager to see the enactment of this merger legislation so that we can dedicate our full energy towards further improvements in the ways that we serve court involved youth and enhance public safety. We are grateful for the support and advocacy that Chair Gonzalez and Chair Palma have provided throughout this process and particularly for their introduction of the merger legislation.

In the months since the Mayor announced the merger, we have been maintaining open communication about our plans with juvenile justice and child welfare stakeholders. We established an advisory board of community leaders, advocates, service providers, labor, members of law enforcement, city agencies, and representatives of the judiciary. We have met with the Council and testified on a monthly basis. We have appeared in many public forums and lead tours of our facilities. We have posted our plans on our websites and incorporated feedback

throughout. In all these settings, we have received overwhelmingly positive feedback on our plans and support for the merger.

We are confident that the merger will allow us to leverage new and existing resources. This will better enable us to continue working with our partner agencies across the City and all our stakeholders to strengthen our system's capacity to assess risk and provide appropriate interventions for court-involved youth.

Together, we can maintain public safety while minimizing system involvement.

We can strengthen our youth and families through evidence-based, cost-effective alternatives to detention or quality residential care where appropriate. We hope that the Council will consider the progress that has been made and the tremendous amount of work that we have underway and support our continuing efforts by passing this legislation. We are pleased to now take your questions.

**TESTIMONY OF FAYE MOORE  
PRESIDENT, SSEU LOCAL 371**

Good Morning. My name is Faye Moore and I am the President of the Social Service Union Local 371. We thank the City Council and the Chair of the General Welfare Committee, Councilmember Palma and the Chair of the Juvenile Justice Committee, Councilmember Gonzalez for the opportunity to weigh in on Intro 195-A. Local 371 represents 17000 social service professionals working for the City of NY. In December 2009, Local 371 merged with Local 1457. Now along with such titles as child welfare specialists, child protective specialists and caseworkers, we represent the Juvenile Counselors and Associate Juvenile Counselors that staff the City's secure detention facilities.

SSEU Local 371 regards this merger with caution. While we acknowledge that there is considerable overlap among the families receiving services from the Administration for Children's Services (ACS) and the Department of Juvenile Justice (DJJ), the missions of the two entities remain different. ACS protects children; DJJ detains children. Different skill sets and areas of expertise are required to capably serve the two populations. As representatives that serve both populations, Local 371 stands ready to work with the new agency to ensure that our members' commitment to all of these children is appropriately enhanced with training, and reasonable policies and procedures.

Since the merger was announced, the Union has met on or began conversations with ACS on a variety of DJJ issues such as staffing levels, overtime and the disciplinary process. Talks in these areas are ongoing.

One thing we have already suggested to ACS is that they consider opening more City-run Non-Secure Detention Group Homes. If the City is moving to reduce the population in secure detention, there must be an expansion in the next level of care. We have not received a response to this suggestion.

Local 371 worked very hard with Council staff, the Agency, and representatives from the Mayor's office to include worker protection language. Should this merger move forward, it is the Local's obligation and intent to insure that the dedicated workers of DJJ are not harmed in the transition and are not used as convenient pawns in a budget exercise. The agreed upon language is included and should accomplish this and we thank the stakeholders for agreeing to come to the table and hammering out the language.

Before we close, Local 371 would like to go on record objecting to the characterization of juvenile crime as a problem exclusive to Black and Latino males. This depiction does not move us toward a solution and continues a stereotype that many of us live with every day.

We are now available to answer any questions.



# Testimony of the Children's Defense Fund – New York

Avery Irons  
Director of Youth Justice Programs

Oversight Hearing on the Merger of the Administration for  
Children's Services and the Department of Juvenile Justice

Before the Committee on Juvenile Justice and  
Committee on General Welfare

New York City Council  
November 12, 2010

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Good morning. My name is Avery Irons and I am the Director of Youth Justice Programs at the Children's Defense Fund – New York.

The Children's Defense Fund (CDF) Leave No Child Behind® mission is to ensure every child a *Healthy Start*, a *Head Start*, a *Fair Start*, a *Safe Start* and a *Moral Start* in life and successful passage to adulthood with the help of caring families and communities. CDF provides a strong, effective voice for all the children of America who cannot vote, lobby or speak for themselves. CDF educates the nation about the needs of children and encourages preventive investments before they get sick, into trouble, drop out of school or suffer family breakdown. As part of our advocacy efforts, we launched the CDF Cradle to Prison Pipeline® Campaign, a national call to action to stop the funneling of thousands of children, especially poor children and children of color, down life paths that often lead to arrest, conviction, incarceration and even death. In New York, we are working to transform the state's and city's juvenile justice systems and advocate for up-front investments in early intervention and community-based prevention and family support programs that keep children out of the pipeline. We are at an urgent moment of need and opportunity in New York, and right now our leaders have the ability to change the outcomes for thousands of New York's youth.

CDF-NY is very encouraged about the merger of the Administration for Children's Services (ACS) and the Department of Juvenile Justice (DJJ). The goal of this merger as outlined by the Mayor – to safely support youth in their home communities and reduce the number of youth that are detained and sent to upstate youth prisons – is one that CDF, and many organizations and community members, have been advocating for a long time. We are pleased that the Mayor recognizes the value in creating a more humane and youth-centered approach to juvenile justice.

CDF's ultimate vision for the juvenile justice system is one that is locally based and where community-based preventive intervention and treatment programs are so prevalent that society considers these community programs to be the norm rather than an "alternative" for young people who come in conflict with the law. For the first time we feel that there is real momentum to make this a reality. The release of the Governor's Task Force report and the disturbing findings of the U.S. Department of Justice about the abusive conditions at state youth prisons are providing a new sense of urgency and helping key leaders generate the support they need to take action.

### **Transforming the City's Juvenile Justice System**

The city's new plan to reduce the use of detention, stop sending young people to upstate juvenile prisons and to safely keep more youth in their home communities creates many new opportunities. But, ACS must be provided with the appropriate resources in order to achieve these goals. Our state and city have created a false need for the detention and

incarceration of young people by failing to invest, support and appropriately utilize effective alternative-to-detention programs. If high-quality community resources are not made available and properly utilized by the courts and city agencies, there will continue to be an artificial need to squander millions on detention. Without this upfront investment in community resources, the goal of keeping youth safely in their communities will fail, just like past efforts to reduce the use of detention.

In order to safely reduce the detention population the city should take the following actions:

- ***The city must reduce the number of police admissions.*** By creating partnerships and relationships with existing organizations and creating new community-based options, the NYPD will have options for releasing a youth to an adult in the community and reduce the need to take young people to detention when the family court is closed.
- ***Fewer low- and mid-risk youth should be detained.*** There are three critical junctures where the city can immediately begin to reduce the number of low- and mid-risk youth who are detained.
  - First, judges must reduce the number of low- and mid-risk youth they are sending to detention when there are appropriate options available in the community. This will involve developing more appropriate programs in the communities and working with the courts and judges to help educate them about the effectiveness and safety of these programs.
  - Secondly, upon admission to detention the Risk Assessment Instrument should be conducted to determine if the youth can be released to the parent or guardian immediately. A “Release to Parent Program” was initiated by DJJ but has not resulted in a significant decrease in the number of youth spending the night at Bridges. In fact, the number of youth spending only one night in detention increased from 29 to 38 percent in FY 2009 — indicating that many juveniles do not need to be in detention at all.
  - And lastly, the city can immediately assess the current youth in the detention system and step-down those low- and mid-risk youth who can be safely returned to their families and communities.
- ***Discharge planning and after-care services should be expanded to prevent youth from re-entering the juvenile justice system.*** Almost half of the youth in the system have had at least one prior contact with the detention system. By providing more appropriate and effective after-care services this number can be decreased significantly.

- ***Continue to expand and support alternative-to-detention programs.*** To achieve a true reduction in detention, maintain public safety and improve outcomes for young people, there must be appropriate community options available. The city has already made a commitment to reinvest some of the savings from reducing detention costs into ATD programs, but more will be needed to achieve the vision set forth by the Mayor. It is much more cost effective to provide these services in the community. High-quality ATD and other community-based options cost between \$2,500 and \$15,000 a year, while detention costs almost \$651 a day — more than \$237,615 annually.

By taking these steps to reduce the need for detention, the city will not only save money and improve the lives of young people, but it will also enhance public safety by decreasing the likelihood that low-risk children are inappropriately detained in secure detention where they may be forced to join a gang or become entrenched in negative behavior. Research in New York City, and nationally, has shown that community-based programs are much more effective than incarceration in addressing youth crime and recidivism. More than 47 percent of children released from DJJ facilities come back to detention.<sup>i</sup> In contrast, alternative-to-detention programs have recidivism rates less than 20 percent. Notably, other cities, such as Chicago and Portland, have significantly reduced their juvenile detention populations – by using effective alternative-to-detention programs and successfully addressing the disproportionate confinement of children of color – and simultaneously have reduced their rates of juvenile crime.

### **Closing Spofford**

We appreciate the city's public discussions around closing the Spofford Juvenile Center (now known as Bridges). The city has made many commitments in the past to permanently close this facility but has failed to follow through. This detention center has a history of poor conditions and brutality against children. Even after opening two new facilities in 1998, the city continues to operate Bridges and even invested in capital improvements at the facility. Despite these improvements the physical condition and adult prison-like design of the building still make it a completely inappropriate place for children.

We would like to support the city's plans for reforms and realignment; however, there can be no place for Spofford in these reforms. It is antithetical to everything that we and the city know about what works best for youth in conflict with the law. Model states and cities around the country have moved away from large dehumanizing prisons for youth. These states and localities have repeatedly shown that smaller, more home-like environments, with staff trained in therapeutic interventions create significantly better outcomes for youth which result in lower recidivism rates. CDF-NY urges City Council to press the Mayor's office to close Spofford for all time and to engage in a decision-making process

with South Bronx communities to determine community and youth positive uses for the site.

### **Concerns about merger**

By merging DJJ and ACS, the city is recognizing the need for a more family focused intervention for many of the youth who come into contact with the juvenile justice system. The goals of providing more supports to families and keeping youth in their communities without risking public safety are ones that we strongly support. Nevertheless, we are extremely concerned about the resources that ACS will be provided in order to achieve these goals.

There must be more of an investment in ATD and other community-based services including mental health, substance abuse and other positive youth development programs in order to truly change the system. This investment cannot solely be made by the public agencies that oversee the system. There must be immediate capacity-building efforts that are supported by private philanthropic organizations. Many communities and grass-roots organizations are willing to take on these new responsibilities but will need support to develop the necessary capacity to effectively provide these types of supports and services. CDF-NY has already embarked on an effort to encourage public-private partnerships that are focused on a long-term and sustainable transformation of the juvenile justice system on the state and city levels.

CDF-NY will also closely monitor the interaction between the juvenile justice and child protective arms of ACS. While many of the families of the young people in the juvenile justice system are in need of supportive services, there must be a clear understanding of the appropriate role of family support services versus child protective investigations. We hope that ACS will focus on providing the families of young people in the juvenile justice system with appropriate and critical supports that will prevent the need for a child protective investigation and more intrusive interventions.

### **Conclusion**

The resolution of the state and city budgets and their impact on current ATD and other preventive programs in New York City will need to be closely monitored in order to truly assess how the city will be able to transform its system. CDF-NY will support the city in its efforts to reduce detention and provide youth with the services they need in their home communities. We hope that the city's decision to merge these two agencies signals a true commitment to providing more family and youth centered interventions, and that New York City will no longer rely on the expensive and ineffective response of incarcerating young people as their primary reaction to youth in trouble.

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<sup>1</sup> Mayor's Management Report.



Testimony of

Danielle Marchione  
Director of Communications and Government Relations  
Citizens' Committee for Children

*Oversight: The DJJ/ACS Merger and Local Law 195-A*

Before the  
New York City Council  
Juvenile Justice Committee and General Welfare Committee

November 12, 2010

Good afternoon. I am Danielle Marchione, the Director of Communications and Government Relations at Citizens' Committee for Children of New York, Inc. (CCC). CCC is a 67-year old independent child advocacy organization dedicated to ensuring that every New York City child is healthy, housed, educated and safe.

I would like to thank Chairwoman Gonzalez and Chairwoman Palma and the members of the Juvenile Justice and General Welfare Committees for holding this hearing today regarding the merger of DJJ and ACS. The health, care, and well-being of the City's youth who come into the detention system are of the utmost importance to CCC and we appreciate the City Council's continued interest in these young people. CCC thanks Council Members Gonzalez, Palma, Comrie, Dromm and Nelson for introducing Local Law 195-A, to formally merge the agencies, and urges City Council members to vote in favor of this bill.

CCC continues to remain optimistic that the vision and commitment of Commissioner Mattingly, Executive Deputy Commissioner Busching and ACS to keeping youth with their families and in their communities, whenever safe and feasible, has the potential to positively transform the juvenile justice system in New York City. We also appreciate the City's commitment to ensuring the safety of communities and any youth who has to be in the detention system.

While there is much work that remains to be done to continue to improve the services New York City's court-involved youth receive both in detention and in their communities (to prevent their need for detention and to assist in their transition home), CCC believes that ACS's progress to date shows the merger is moving the system in the right direction.

In January 2010, the Mayor announced his plans to integrate and merge these two child-serving agencies. Since that time, CCC has already seen systemic improvements, demonstrated both in the data and in policy and programming for the youth.

Notably, according to the Mayor's Management Report, the total number of admissions, the average length of stay, the average daily population, and the number of searches are all less in Fiscal Year 2010 than in Fiscal Year 2009. Similarly, according to ACS's Monthly Flash Report, in the months since the merger, the total monthly admissions to detention is lower in 2010 than it was in the same month in 2009 (except for August). For instance, in September 2010, the total monthly admissions to detention was 348, 18% lower than the 424 admitted in September 2009. Likewise, the monthly average daily population for both secure and non-secure detention has been lower each month since January 2010 than it was in January 2009. For example, the monthly average daily population in secure detention was 192 in September 2010 compared to 234 in September 2009 and in non-secure detention it was 108 in September 2010 compared to 133 in September 2009 (which corresponds to an 18% reduction for secure and a 19% reduction for non-secure.)

In addition to these changes seen in the data, CCC is pleased with many of the policy, procedural and programmatic changes that have been implemented since the Mayor's announcement. Notably, we are pleased that ACS plans to better target the use of detention to the highest-risk youth by developing more family and community-based interventions that strengthen family relationships and enable youth to remain in their communities while also promoting public safety. In addition, when ACS testified about the integration in September 2010, their testimony said that "A key to the success of bringing these program areas together will be the creation of a practice and culture that maximizes opportunities to coordinate our work in supporting struggling youth and their families." CCC believes that this culture shift will go a long way towards improving conditions and outcomes for court-involved youth.

In June, ACS released a Strategic Plan for their new Division and a Detention Reform Plan. CCC believes that ACS's Detention Reform Plan, *Building on Success: Next Steps in New York City Detention Reform*, is a critical component to improving the in-detention services. ACS's detailed analysis of how to better target detention and expand alternatives to detention so that fewer children are detained, those who are detained have shorter lengths of stay in the least restrictive environment, and eventually reduce the use of detention so that Bridges can be closed, is a testament to the benefits of merging the Department of Juvenile Justice with the Administration for Children's Services. Not only has ACS determined that Bridges is not an appropriate place to detain youth, but their plan to close the facility is thoughtful and deliberate.

ACS's Detention Reform Plan addresses the need to reduce the use of both secure and non-secure detention. Notably, to close Bridges, the daily census can be no more than 248 youth and there have been several weeks, particularly in the winter, when the census was higher (the highest in the past 12 months being 307 youth.) Thus ACS's plan is to reduce the average daily population in detention by 50 to 60 youth. CCC feels that many of the initiatives ACS is embarking on will enable the City to reach this goal and is eager to work with the agency, the City Council and other advocates to ensure that this plan is a success. Similarly, as ACS moves to reduce the use of secure detention, we must also monitor non-secure detention, as it is best for young people to remain in their homes and communities whenever this is safe and possible.

Finally, the new initiatives being implemented, including Way Home through New York Foundling, the step-down program operated by Boys Town, the use of ACS transportation to enable youth at Bridges to be brought home when their families cannot pick them up; the cross-systems information sharing workgroup and the short term foster placement through New York Foundling in Staten Island are exciting opportunities to reduce the use of detention.

CCC continues to believe the merger of these two youth-serving agencies, particularly in light of the fact that so many of the youth served by the juvenile justice and child welfare systems are the same youth entering through different doors by chance, will improve the outcomes for court-involved youth. Notably, we believe that ACS's history and experience with working with youth and their families, through community based programs, family team conferences and out of home placements when necessary, will continue to help improve the service array for these youth, both in the community and in detention. Notably, by having the Administration for Children's Services be the agency responsible for detention services, we hope these youth to be treated as CHILDREN by the systems and service providers touching their lives. We urge the City Council to expeditiously pass Local Law 195-A to formally merge the two agencies.

The merger of ACS and DJJ, the closing of Bridges and the addition of new services and supports for the youth and their families are important steps to improving the city's detention system. Attention must be paid to all the services these youth need—such as education, health, mental health, youth development and employment training. Youth in care must feel safe in their ability to share their concerns about their time in detention with the Ombudspople assigned to their facility.



The City must continue to be vigilant and innovative in the development of alternative to detention and alternative to incarceration programs. Even in these times of budget shortfalls, the city must also do everything in its power to maintain community based youth services, such as after school programs, so that youth need not come into contact with juvenile detention or alternative to detention services in the first place. In addition, CCC strongly believes that given the work ACS does to keep children safe, ACS should not be held to the same budget cutting standards as other agencies.

Thank you for this opportunity to testify.

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

in favor  in opposition

Date: 11/12/10

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I represent: ACS

Address: \_\_\_\_\_

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THE CITY OF NEW YORK**

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in favor  in opposition

Date: 11/17/2010

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**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

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in favor  in opposition

Date: 11/12/10

(PLEASE PRINT)

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I represent: \_\_\_\_\_

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THE CITY OF NEW YORK**

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I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_  
 in favor  in opposition

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