

January 28, 2019

Testimony of Commissioner Bitta Mostofi NYC Mayor's Office of Immigrant Affairs

Before a hearing of the New York City Council Committees on Immigration:

"Oversight – City Services and Supports for Immigrants with Temporary Protected Status"

Thank you to Chair Menchaca and the members of the Committee on Immigration.

My name is Bitta Mostofi and I am the Commissioner of the Mayor's Office of Immigrant Affairs. Thank you very much for calling a hearing on this critical issue; we truly appreciate the opportunity to discuss this crisis affecting thousands of New Yorkers.

Our agency works to remain consistently up to date on the rapidly shifting landscape of Temporary Protected Status designations and how it affects our communities. We are committed to doing everything we can as a City to protect our communities, inform the public, and ensure that if TPS recipients lose their status they can still access services and benefits to the greatest extent possible. Thus, our work takes an approach of providing legal services, community outreach and education, rapid research and analysis, as well as advocacy at the City, State and Federal levels.

Although it has at times received less national attention than many of the other crises caused by this federal administration, the termination of TPS designations for six countries is particularly cruel, as this disproportionately affects long-term residents with U.S. citizen family members and who have no serious criminal histories. The result will leave thousands of individuals undocumented, placing them at risk of deportation to countries that even federal officials have admitted remain unstable and unsafe for return. Moreover, the circumstances and rhetoric surrounding these termination decisions have revealed that the underlying motivations for these TPS terminations are anti-Black and anti-Latinx racism.

In today's testimony, I will provide the Committee with an overview of TPS, the current legal and political landscape surrounding recent TPS terminations, an overview of how these terminations directly impact New Yorkers, and a detailed overview of our efforts as a City to continue to serve and empower our communities.

Background and current situation

In 1990, Congress created, with bipartisan support, the Temporary Protected Status program to provide relief from deportation and work authorization for immigrants in the United States who cannot return to their home countries due to ongoing turmoil, such as armed conflict, natural disasters, or other extraordinary circumstances. To obtain TPS, individuals must meet certain eligibility requirements, including a lack of serious criminal convictions. TPS does not provide a pathway to citizenship, although some recipients may adjust their status through U.S. citizen family members or other avenues. Its "temporary" nature means that the Department of Homeland Security reviews TPS designations every six to 18 months, based upon a review of country conditions. Recipients must reregister for TPS each time DHS extends their country's designation. They must maintain their eligibility for TPS, and pay up to \$495 in application fees.

In a break from the last twenty years of previous practice spanning federal administrations of both political parties, the Trump Administration has decided to terminate TPS for six out of the

nine countries it has had opportunity to review. While past federal administrations have consistently considered country conditions that have arisen since the original designation in evaluating whether an extension of TPS is warranted, the Trump Administration has broken with that longstanding policy and instead only considered the original condition or event that sparked the initial designation. Litigation has challenged these terminations and remains ongoing. These cases have produced evidence that these terminations were made against the weight of evidence and against the recommendations of career federal officials. Moreover, the decisions accord with the President's racist and xenophobic rhetoric. It is not a coincidence that the majority of individuals affected by these terminations are Black and Brown people. Indeed, the President has made his motivations clear in referring to predominantly Black TPS-designated countries in vulgar and demeaning terms that I will not repeat here.

These terminations are particularly cruel given that most of the people with TPS are long-term residents, many of whom have U.S. citizen family members. The decision to cast away members of our communities is rooted in anti-Black and anti-Latinx racism which has been made evident by the President's own words. In addition to the economic harms resulting from the loss of work authorization and the breaking up of families, the Administration's actions to terminate TPS designations have created toxic levels of stress and anxiety amongst TPS recipients, particularly those with school-age children.¹

While uncertainty persists due to ongoing litigation, TPS recipients from six countries stand to lose legal status by 2020. Those six countries are Sudan, Nicaragua, Nepal, Haiti, El Salvador, and Honduras. Nationally, this totals to nearly 400,000 people.

Five federal lawsuits have been filed in response to these terminations. In October of last year, the federal district court for Northern California issued a nationwide preliminary injunction stopping DHS from terminating TPS for Haiti, Sudan, Nicaragua, and El Salvador. Notably, Honduran and Nepali TPS recipients were not part of this litigation or decision because the case was filed before TPS for those countries had been terminated. Major decisions in the other four cases remain pending. Central to all the cases challenging these terminations is the issue of racial animus.

TPS recipients in New York City

Last year, MOIA released a fact sheet on TPS recipients in New York City to provide local stakeholders with information about this population. We estimate that approximately 15,000 New Yorkers are TPS recipients, and over 8,000 U.S. born children live in households with a TPS recipient. Additionally, TPS recipients tend to be long-term U.S. residents—they have lived here an average of 15 years.

¹ See, e.g., K.M. Roche et al., Impacts of Immigration Actions and News and the Psychological Distress of U.S. Latino Parents Raising Adolescents, 62 Journal of Adolescent Health 525 (2018).

The vast majority of TPS holders in New York City are from Haiti, El Salvador, and Honduras; the Trump Administration has terminated TPS for all of these countries.

We also found that TPS recipients are important contributors to our City economy. They account for approximately \$260 million in income in New York City each year. In 2017, TPS recipients generated an estimated \$591.1 million in Gross City Product.² Additionally, TPS recipients have a higher labor force participation rate than the general population, and many work in the education and health service industries.

In addition to TPS recipients from the six countries the Trump administration has declined to extend, a number of Liberians in New York City protected by a similar program will also lose legal status. On March 23 of this year, all Liberians who have benefited from Deferred Enforced Departure will lose their protection from deportation. The size of this population is not large nationwide (as of 2017, at least 745 Liberians are covered), but we know that Staten Island is among the top areas of residence for Liberians in the United States.³

Access to services and benefits

Despite authorization from Congress to states and localities to deny benefits to TPS recipients, TPS recipients in New York are eligible for a range of public benefits, reflecting a local and state recognition of the importance of providing support to TPS recipients. Benefits for which TPS recipients are eligible include Medicaid, Affordable Care Act health insurance subsidies through the New York State of Health marketplace, and safety net cash assistance, as well as the full spectrum of services for which immigration status is not required, like IDNYC, public education, public health clinics, and more. However, because of federal eligibility limitations, there are other benefits that have eligibility requirements that exclude TPS recipients – these include SNAP, Supplemental Security Income, public housing, and Section 8, for example.

The City has also ensured that our unprecedented investments in immigration legal services provide assistance with TPS renewals. In response to federal actions, ActionNYC providers pivoted to provide urgent support to their communities affected by shifting immigration policy. For example, ActionNYC sites continue to prioritize TPS re-registrations. Our ActionNYC providers also provide assistance in exploring alternative avenues of immigration relief for TPS recipients at risk of losing their status. Further, NYIFUP and other City immigration legal services programs provide defense against deportation, which can help those TPS recipients who need assistance in removal proceedings.

² NYC Office of Management and Budget calculations based on April 2017 Executive Forecast. GCP is a measure of the value of the goods and services produced by the NYC economy in a given time period.

³ Jill H. Wilson, Congressional Research Service, Temporary Protected Status: Overview and Current Issues 9 (2018).

Outreach and public education

Among the most important ways in which we have responded to the Trump administration's attacks on TPS has been our outreach and public education. Beginning in 2017 MOIA has led a robust effort to provide information to residents, including regular conversations with community based organizations, labor unions, faith leaders, and elected officials. We have conducted multiple briefing calls with elected officials and consulates on our TPS fact sheet, and we have organized 15 TPS-focused outreach days of action, along with many TPS specific "Know Your Rights" forums, with the help of 144 volunteers. Through our outreach efforts, we have reached an estimated 50,000 constituents across the City. Additionally, we keep the public apprised of the latest news and developments on TPS with a specific page on our website designated for this subject – at nyc.gov/tps.

Challenges

TPS recipients whose country designations will imminently terminate or will terminate if the current preliminary injunction does not remain in place, will be rendered ineligible for a number of public benefits. Of particular concern from a public health and financial security perspective is the loss of Medicaid coverage for low-income TPS recipients. This same concern arose in 2017 when the Trump Administration attempted to rescind the Deferred Action for Childhood Arrivals (DACA) program. That decision precipitated the same concern: that DACA recipients would become ineligible to remain insured through Medicaid. We were very gratified that the State Department of Health promulgated guidance in January 2018 to address this concern, following engagement by local advocacy organizations and testimony I presented in December 2017 before a joint hearing of the Assembly Committee on Health, Puerto Rican/Hispanic Taskforce, and the Taskforce on New Americans. In that guidance, the State clarified that DACA recipients whose DACA status is terminated will continue to be treated as eligible for Medicaid. We look forward to working with our State partners on a similar solution here, to ensure that low-income TPS recipients are not stripped of their health insurance coverage as a result of the Trump Administration's terminations.

Even though the Trump Administration's terminations of TPS designations for Sudan, Nicaragua, Haiti, and El Salvador have been enjoined for now, the attempts to terminate have still posed challenges for TPS recipients. Rather than issuing new work authorization cards to TPS recipients from these countries to replace their now-expired cards, the federal government instead published a notice in the Federal Register to announce that work authorization cards for Sudanese and Nicaraguan TPS recipients are still valid through April 2, and if the injunction continues beyond that date then there will be a new notice published. This kind of automatic extension has caused challenges in the past for immigrants seeking to renew driver licenses or verifying their work authorization with employers, since the card still shows as expired.

We look forward to continuing to work alongside our State partners to find additional ways to mitigate TPS terminations, such as supporting the passage of the NYS Driver's Licenses for All bill, which could help former TPS recipients maintain driver's licenses.

C4A and Federal Advocacy

MOIA leads Cities for Action, a coalition of over 175 cities and counties across the country that together advocate for pro-immigrant policy and legislation. Our advocacy for the 116th Congress will focus on TPS—we will be helping to raise the profile of this issue and the crisis looming on the horizon. In particular, we will conduct extensive outreach to congressional offices, providing them with general information about the program and why legislation is so desperately needed to provide a pathway to citizenship for those who have lost TPS. And we will be highlighting why this issue is so important for cities in particular, across the country. TPS recipients are vital members of our communities, contributors to our economies, and pillars of our families. We will work to ensure that Congress knows just how much is at stake.

Our federal advocacy on TPS has been long underway. Through Cities for Action, Mayor de Blasio and mayors across the country have sent letters to the Trump Administration urging renewal for countries whose TPS extension decisions were coming up. And in November 2017, the NYC Children's Cabinet sent a letter to DHS Acting Secretary Elaine Duke, noting that 8,000 families in New York City have a U.S. citizen child living with a TPS recipient. The City also contributed to a multi-city amicus brief in the case that has resulted in the preliminary injunction against the termination of most of the TPS designations.

We will continue to use every tool available to advocate for relief for TPS recipients, whether in Congress, the federal executive branch, or the courts.

Conclusion

The City has been working to mitigate the damage of these TPS termination decisions. We have sought to keep the public informed in real time as the legal landscape has rapidly shifted. We have gone into communities to help ensure our immigrant New Yorkers and their families can continue to feel-supported by their City. We have made tremendous investments in legal-services to help protect our communities from overbroad immigration enforcement and help our communities navigate an increasingly complex immigration system.

I want to thank Chair Menchaca for calling this important hearing. I also want to thank our agency partners, our legal service providers, our community-based organizations, and most importantly our immigrant communities whose resiliency in the face of countless attacks motivate us every day to continue this work.



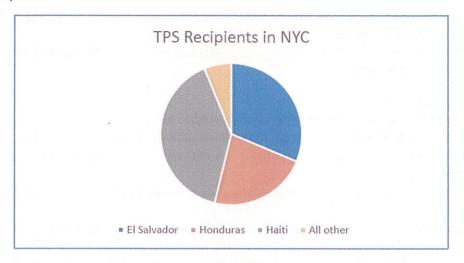
Fact Sheet:

Temporary Protected Status (TPS) Recipients in New York City¹

January 2018

New Yorkers with TPS are Part of Our Communities

- There are about 15,000 New Yorkers who have TPS.
- The vast majority are from Haiti (about 5,400), El Salvador (about 4,200), and Honduras (about 3,000).



- TPS beneficiaries are deeply integrated into the economic and social life of New York City. They have lived in the U.S. for an average of 15 years.
- Over 8,000 U.S.-born children live in families with a TPS recipient.

New Yorkers with TPS Contribute to the City's Economic Vitality

- Every year, TPS recipients account for approximately \$260M in income in New York City.
- In 2017, TPS recipients generated an estimated \$591.1M in Gross City Product (GCP) for New York City.²
- TPS beneficiaries in New York City have a higher labor force participation rate³ at approximately 82%, compared with 65% for the general population.
- About 30% of TPS beneficiaries in the labor force are employed in service occupations and 22% work as managers or professionals.
- Approximately 42% of Haitian TPS recipients in the labor force are in the education and health service industries.

¹ Unless otherwise noted, all data are approximate estimates from New York City-analyzed 2014 5-year U.S. Census Bureau American Community Survey data.

² GCP from NYC OMB calculations based on April 2017 Executive Forecast. GCP is a measure of the value of the goods and services produced by the New York City economy in a given time period.

For those 16 years of age or over.



Salvadoran TPS Recipients in NYC

- There are approximately 4,200 Salvadoran TPS recipients in NYC.
 - o This represents more than 1 out of every 8 Salvadoran immigrants who live in NYC.
- Average years in the U.S. They have lived in the U.S. for an average of 18 years and have a median age of about 38 years old.
- U.S. Citizen Children. Over 3,500 U.S.-born children live in families with a TPS recipient from El Salvador.
- **Employment.** Salvadoran TPS beneficiaries in New York City have a higher labor force participation rate at approximately 88%, compared with 65% for the general population.
 - Nearly one quarter of Salvadoran TPS recipients in the labor force are in the construction industry.
- Economic Contributions. Every year, TPS recipients from El Salvador account for approximately \$104M in income in New York City.
 - In 2017, TPS recipients from El Salvador generated an estimated \$241.1M in Gross City Product (GCP) for New York City.

Honduran TPS Recipients in NYC

- There are approximately 3,000 TPS recipients from Honduras in NYC.
 - o This represents about 1 out of every 10 Honduran immigrants who live in NYC.
- Average years in the U.S. They have lived in the U.S. for an average of 19 years and have a median
 age of about 40 years old.
- U.S. Citizen Children. About 2,600 U.S.-born children live in families with a TPS recipient from Honduras
- **Employment.** Honduran TPS beneficiaries in New York City have a higher labor force participation rate at approximately 87%, compared with 65% for the general population.
 - Over 20% of Honduran TPS recipients in the labor force are in the education and health service industries.
- **Economic Contributions.** Every year, TPS recipients from Honduras account for approximately \$64M in income in New York City.
 - In 2017, TPS recipients from Honduras generated an estimated \$144M in Gross City Product (GCP) for New York City.

Haitian TPS Recipients in NYC

- There are about 5,400 Haitian TPS recipients in NYC.
 - This is more than one-third of NYC's total TPS population, and around 10% of the nation's total Haitian TPS recipient population.
 - This represents more than 1 out of every 17 Haitian immigrants who live in NYC.
- Average years in the U.S. They have lived in the U.S. for an average of 11 years and have a median
 age of about 32 years old.
- U.S. Citizen Children. About 2,100 U.S.-born children live in households with Haitian TPS recipients in NYC.
- **Employment.** Haitian TPS beneficiaries have a higher labor force participation rate at approximately 73%, compared with 65% for the general population.
 - Approximately 42% of Haitian TPS recipients in the labor force are in the education and health service industries.
- Economic Contributions. Haitian TPS recipients in NYC earn \$91 million in income per year.
 - In 2017, Haitian TPS recipients generated an estimated \$206M in Gross City Product (GCP) for New York City.



Testimony by the New York Legal Assistance Group (NYLAG) Oversight - City Services and Supports for Immigrants with Temporary Protected Status Before the New York City Council Committee on Immigration

January 28, 2019

Chair Menchaca, Council Members, and staff, good afternoon and thank you for the opportunity to speak to the Committee on Immigration on New York City services and supports for immigrants with Temporary Protected Status, also known as "TPS." My name is Jodi Ziesemer, and I am the Director of the Immigrant Protection Unit of the New York Legal Assistance Group (NYLAG). I am here with my colleague, Melissa Chua, who is the Associate Director of the Immigrant Protection Unit. NYLAG uses the power of the law to help New Yorkers in need combat social and economic injustice. We address emerging and urgent legal needs with comprehensive, free civil legal services, impact litigation, policy advocacy, and community education. NYLAG serves veterans, immigrants, seniors, the homebound, families facing foreclosure, renters facing eviction, low-income consumers, those in need of government assistance, children in need of special education, domestic violence victims, people with disabilities, patients with chronic illness or disease, low-wage workers, low-income members of the LGBTQ community, Holocaust survivors, as well as others in need of free legal services.

Under the Immigration and Nationality Act, the Secretary of the Department of Homeland Security can grant TPS to certain individuals born outside of the United States where such conditions exist in their home country that prevents that country's nationals from returning in safety. The DHS Secretary can designate a country for TPS due to ongoing armed conflict, such as a civil war, and environmental disaster, such as a hurricane or earthquake, or other extraordinary, but temporary, conditions. An individual may be eligible for TPS if they are a national of a country that has been

designated for TPS; have been continuously physically present in the United States from a specific date; and meet other requirements, generally demonstrating that they are otherwise eligible for admission – or entry—into the United States. Individuals with TPS are not removable – or deportable - from the United States on the basis of their immigration status; eligible to work legally; potentially eligible to travel outside of the United States; and in New York, potentially eligible for certain benefits, such as Medicaid. The DHS Secretary initially grants TPS for a period between six and 18 months, and can renew it indefinitely where conditions remain unsafe or the country continues to be unable to ensure the safe return of its nationals. As such, many of those currently holding TPS have held that status for many years. For example, to qualify for TPS as a national of Honduras or Nicaragua, a registrant must show that he or she has been in the United States since December 30, 1998. Similarly, some Somali TPS holders have been in the United States for more than 20 years, as Somalia's TPS designation has been continuously renewed since 1991. There are currently over 300,000 individuals with TPS, including nationals of Honduras, El Salvador, Haiti, Syria, Nepal; and Yemen. While individuals with TPS status live all over the United States, according to data compiled by the Immigrant Legal Resource Center (ILRC), New York City is home to some of the largest concentrations of TPS holders from El Salvador, Honduras, and Haiti.²

As part of the federal administration's continuing attacks on immigrants in the United States, DHS has announced the termination of TPS designations for nationals of Sudan, Nicaragua, Haiti, El Salvador, Nepal, and Honduras. Following the termination announcements, legal challenges were filed in New York and across the country, generally arguing that the decisions to terminate TPS were racially discriminatory and violated federal laws. As a result, this past October, a federal district court judge in California issued a preliminary injunction blocking the termination of TPS for

¹ Immigrant Legal Resource Center, *Economic Contributions by Salvadoran, Honduran, and Haitian TPS Holders* (April 2017), https://www.ilrc.org/sites/default/files/resources/2017-04-

¹⁸ economic contributions by salvadoran honduran and haitian tps holders.pdf.

² Id.

immigrants from El Salvador, Nicaragua, Haiti and Sudan. The administration has appealed this decision to the Ninth Circuit. In addition, at least one lawsuit was filed to allow more TPS beneficiaries to adjust status to permanent residents, notwithstanding the fact that they had initially entered the United States without having been inspected by an immigration officer. The legal tenability of TPS remains in limbo and most recently has been used as a bargaining chip by the administration to extract funding to build a wall along the southern border.

NYLAG's Immigrant Protection Unit (IPU) has served more than 2,000 TPS holders, including over 1,000 individuals from Haiti, all of whom were New York City residents. When Haiti was designated for TPS following the catastrophic 2010 earthquake, NYLAG staff set up legal clinics around New York City to register hundreds of Haitian nationals for TPS; NYLAG has held dozens of these clinics in Haitian communities over the past eight years. In addition to providing assistance to TPS holders for the registration and reregistration of their TPS status, NYLAG screens clients for other, more permanent, immigration relief, including family based green cards, U-Visas and VAWA. For example, in one case, NYLAG attorneys assisting an HIV-positive Haitian TPS recipient were also able to assist the client with the reopening of a prior removal order and obtain the far more permanent relief of Lawful Permanent Residency for the client through his marriage to a U.S. citizen. Moreover, given the temporary, but renewable, nature of TPS employment authorization, NYLAG staff also provide advocacy for TPS holders whose employers may be unaware of their employees' continuing employment authorization.

If TPS is broadly terminated, the affects to individual families, communities, and the economy of New York City and State will be profound. For example, according to the American Immigration Council, in New York State, over 7,000 TPS recipients from El Salvador alone are

employed in construction, landscaping, and the service industry.³ TPS holders also create jobs, contribute to local, state and federal taxes, have mortgages, and live in mixed-status households, supporting U.S. children, spouses, and other relatives.⁴ Moreover, the effect of the termination of TPS on the individual TPS holders and their families cannot be overstated. Immigrants who have had TPS – many of whom had held it for decades — will suddenly lose protection from deportation, the ability to work legally, and access to benefits. In addition to losing the income provided by TPS holders, their families will face the constant anxiety that their loved ones will be deported and separated from them. One NYLAG client, Fabiola, came to the United States from Haiti over thirty years ago. Since entering the United States, she married a U.S. citizen and had four U.S. citizen children. Fabiola has a final order of removal; TPS currently protects her from the execution of that removal order and allows her to work legally. Fabiola is the primary breadwinner for her family as her husband cannot work because of medical issues. If she loses TPS, her U.S. citizen husband and four children will lose the income of their primary breadwinner and live with the daily fear that she will be taken from them and forced to return to Haiti.

As of today, a court order has ensured that nationals from El Salvador, Nicaragua, Haiti and Sudan continue to have TPS. However, the status of TPS broadly, and as it applies to nationals of different countries currently designated for TPS, could change at any time, due to litigation or congressional action. Moreover, separate litigation in multiple circuits continues, seeking to further expand benefits for individuals with TPS. For these reasons, nuanced and timely legal advice is more critical than ever before. As such, increased funding to increase legal services capacity to provide information about TPS to communities we serve through Know Your Rights presentations, as well as for legal technical support we provide to community partners directly serving populations

³ American Immigration Council, Workers with Temporary Protected Status in Key Industries and States (January 9, 2019), https://www.americanimmigrationcouncil.org/research/workers-temporary-protected-status-key-industries-and-states.

⁴ Id.

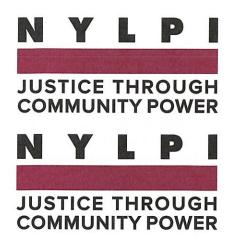
of TPS holders, is crucial. In addition, given the tenuous future of TPS, increased support to continue providing the much needed work of representing TPS holders in the pursuit of more permanent relief is necessary.

If TPS is terminated, we anticipate that many of those currently holding TPS may face removal proceedings and that, because of their length of stay in the United States, many of those formerly holding TPS status may be eligible for relief in those removal proceedings. In that event, increased capacity to represent former TPS individuals in removal would be crucial to ensuring that individuals receive lasting status and relief from deportation. In addition, in the event of a broad termination of TPS, legal service providers would need increased capacity to provide Know Your Rights and safety planning presentations in communities to quell fears, answer questions, and help families in our communities plan. Finally, we anticipate that increased capacity to support any ongoing litigation, either challenging the termination of TPS more broadly, or to increase access to immigration benefits for those with TPS, will be necessary.

Thank you for drawing attention to this area of need and for this opportunity to submit testimony. Please feel free to reach out with any questions or to further discuss NYLAG's Immigrant Protection Unit work.

Respectfully submitted,

New York Legal Assistance Group



Testimony of Yleana Roman, Health Justice & Immigration Staff Attorney
On behalf of New York Lawyers for the Public Interest
to the New York City Council's Committee on Immigration

Good afternoon, my name is Yleana Roman, and I am the Health Justice & Immigration Staff Attorney¹ at the New York Lawyers for the Public Interest. Thank you to Chairperson Menchaca and the Committee members for having this oversight hearing.

NYLPI urges the council to support healthcare coverage for at-risk TPS holders who may lose their immigration status. For the population of immigrants we serve, those with serious health conditions, losing healthcare coverage would have devastating consequences. It would mean clients who currently have state funded Medicaid could be unable to obtain the life-saving surgeries or transplants they need because they would not have the necessary health insurance to cover their procedures. The City and State need to protect these New Yorkers and guarantee healthcare coverage for them in the future.

I. New York Lawyers for the Public Interest

For the past 40 years, New York Lawyers for the Public Interest (NYLPI) has been a leading civil rights and legal services advocate for New Yorkers marginalized by race, poverty, disability, and immigration status. Through our community lawyering model, we bridge the gap between traditional civil legal services and civil rights, building strength and capacity for both individual solutions and long-term impact. Our work integrates the power of individual legal services, impact litigation, and comprehensive organizing and policy campaigns. Guided by the priorities of our communities, we strive to create equal access to healthcare, achieve equality of opportunity and self-determination for people with disabilities, ensure immigrant opportunity, strengthen local nonprofits, and secure environmental justice for low-income communities of color.

¹ Admitted in New Jersey.

Our staff of 32 includes lawyers, community organizers, social workers, legal advocates, development professionals, and administrators.

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In the past five years alone, NYLPI advocates have represented thousands of individuals and won campaigns improving the lives of millions of New Yorkers. Our work with community partners has led to landmark victories including deinstitutionalization for people with mental illness; access to medical care and government services for those with limited English proficiency; increased physical accessibility of New York City public hospitals for people with disabilities; cleanup of toxins in public schools; and equitable distribution of environmental burdens.

In addition, NYLPI's Pro Bono Clearinghouse provides critical services to strengthen non-profits throughout every community in New York City. Drawing on volunteer lawyers from New York's most prestigious law firms, we help nonprofits and community groups thrive by providing free legal services that help organizations overcome legal obstacles, build capacity, and develop more effective programs. Through educational workshops, trainings for nonprofit leaders, individual counseling and a series of publications, the Clearinghouse is at the forefront of helping nonprofits maximize their impact on communities in each of your Districts.

II. NYLPI's Health Justice Program's UndocuCare Program & TPS applicants who benefit from healthcare coverage.

NYLPI's Health Justice Program brings a racial justice and immigrant rights focus to healthcare advocacy in New York City and State. NYLPI is privileged to be part of the City Council's immigrant health initiative and we thank you for that support. Through this funding the Council supports our UndocuCare program. As part of the program, we have been able to train and give presentations on immigrant access to healthcare to hundreds of community-based organizations, health care providers, and legal services providers. We continue to provide comprehensive screenings, and representation to individuals, particularly those who are in health emergencies. NYLPI has had the flexibility to adjust and tailor the program according to the needs of the community and to be responsive in these changing times.

We have clients in our UndocuCare program who have applied for Temporary Protected Status and are currently TPS holders. As you know, the Trump Administration aims to eliminate TPS for seven out of nine countries. These folks have lived in the United States for several years and some for decades. Ending their TPS status not only uproots them from their families, homes, jobs and communities, it would also mean potentially ending their healthcare coverage.

For our clients, this would mean the difference between treating end stage renal disease with dialysis or with a kidney transplant. Dialysis is covered by emergency Medicaid and

means that the client must spend several hours over multiple days connected to a machine to survive. Dialysis will not cure their disease and it will be permanent. Whereas a kidney transplant, which is covered by state funded Medicaid, would fix the disease and allow our clients to leave healthy, productive lives.

III. Coverage 4 All Campaign seeks to protect TPS holders & both the City and State of New York should support an Essential Plan for all New Yorkers.

NYLPI is a part of Coverage 4 All, a campaign of HealthCare for All New York (HCFANY). Coverage 4 All demands state action to create an Essential Plan for all New Yorkers up to 200% of the federal poverty level, regardless of immigration status, with particular urgency for immigrants who will be losing their Temporary Protected Status (TPS). New York City should affirmatively step forward in supporting the Coverage 4 All campaign and should urge the State to act on behalf of all New Yorkers and to protect TPS holders.

Furthermore, should the state not choose to continue coverage for former TPS recipients we encourage the City to step in and provide comparable coverage that will maintain the specialist care these individuals currently receive and require. If both the State and City fail to provide this needed coverage, many TPS holders could be at risk.

IV. Conclusion

Ultimately, it is up to the City and State to step in and advocate for TPS applicants since the current federal administration is actively aiming to harm these individuals. Thank you for your consideration today. We look forward to continuing to work with the Council to improve immigrant New Yorkers access to healthcare. Please feel free to contact me at (212) 244-4664 or yroman@nylpi.org for further information or discussion.

Yleana Roman, Health Justice & Immigration Staff Attorney New York Lawyers for the Public Interest 151 West 30th Street, 11th floor New York, NY 10001 yroman@nylpi.org (212) 244-4664

[NYLPI brings a racial justice and immigrant rights focus to health care advocacy in New York City and State. We work to: (1) challenge health disparities; (2) eliminate racial and ethnic discrimination and systemic and institutional barriers that limit universal access to health care; (3) promote immigrant and language access to health care; and (4) address the social determinants of health so that all New Yorkers can live a healthy life.]



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TESTIMONY BEFORE NEW YORK CITY COUNCIL'S COMMITTEE ON IMMIGRATION

Presented on January 28, 2019

My name is Margaret Garrett and I am a staff attorney in the Immigration Law Unit (ILU) at The Legal Aid Society (LAS). For more than 140 years, LAS has been a tireless advocate for those least able to advocate for themselves. ILU, founded in the 1980s, provides legal representation to vulnerable New Yorkers seeking relief for themselves and their families. We assist those in detention and fighting unlawful deportations, and represent low-income individuals in gaining and maintaining lawful status. Combining this representation with affirmative litigation work, we strive to ensure that families are able to stay together and stabilize their living situations. Over the most recent year, ILU assisted in over 5,200 individual legal matters benefiting over 10,000 New Yorkers citywide.

Since the start of the Trump Administration, LAS has been on the frontline of efforts to defend New Yorkers against an overtly anti-immigrant federal administration that threatens to tear our communities apart. The administration's rapidly changing policies represent a direct assault on what it means to live in New York, in what has always been an international city built around the diversity fostered by a thriving immigrant community.

After allowing Temporary Protected Status (TPS) designations to lapse for Liberia, Sierra Leone, and Guinea in 2017, the Trump Administration announced last year the termination of TPS for more six countries—El Salvador, Haiti, Honduras, Nepal, Nicaragua, and Sudan—threatening the legal status of more than 300,000 individuals that collectively compromise 98% of all TPS program participants. Termination of this program would remove crucial protection against deportation, and eliminate the ability to work legally, resulting in forfeiting the health

insurance and other benefits offered through employers, losing their eligibility for statesubsidized health coverage, and relinquishing driver's licenses, to name a few consequences.

Background

TPS is a temporary legal status granted to individuals who are present in the United States from designated countries facing ongoing armed conflict, environmental disasters, or other extraordinary and temporary conditions that place their nationals at risk if deported there or that would compromise the foreign government's ability to absorb the return of its nationals. Individuals granted TPS are eligible for employment authorization, cannot be detained on the basis of their immigration status, and are not subject to deportation, but does not provide a designated pathway to lawful permanent resident (LPR) status or citizenship. Nationally, it is estimated that approximately 437,000 individuals have TPS. New York State is one of six states with the largest TPS population, with approximately 53,412 individuals ¹.

Characteristics of the TPS Population

TPS beneficiaries are long-term integral members of our communities that have lived in the United States for decades. On average, recipients from Honduras have lived in the United States for 22 years, recipients from El Salvador an average of 21 years, and recipients from Haiti an average of 13 years.² Many TPS holders from El Salvador, Honduras, and Haiti came to the United States at a young age and have spent a significant portion of their life here. Salvadoran and Honduran TPS holders have, on average, spent at least a third of their lives on TPS. Approximately 30 percent of Haitian TPS beneficiaries were 15 years old or younger when they arrived in the United States. This long-term settlement has allowed them to become active and contributing members of our communities and the nation as a whole. Therefore, it should be no surprise that they have provided to the U.S. economy through income and property taxes, Social Security and Medicare contributions, job creation, and spending.

In New York State, it is estimated that TPS beneficiaries contribute between \$1.2 and \$2.7 billion dollars annually³. This is a population that drives our construction industry, our restaurant and food service sector, with a labor force participation well above the rate for the US

¹ https://fas.org/sgp/crs/homesec/RS20844.pdf

² https://www.americanprogress.org/issues/immigration/news/2017/10/20/440400/tps-holders-are-integral-members-of-the-u-s-economy-and-society/

³ https://www.americanimmigrationcouncil.org/research/temporary-protected-status-united-states

population, 80% versus 63%. It is estimated that New York State is home to 21,800 US-born children from Salvadorian, Honduran, and Haitian parents with TPS.

The majority are employed, pay taxes, and have demonstrated a commitment to U.S. society through homeownership and raising their U.S. citizen children here, yet there is no specific avenue for permanent status available to them. Given the long-term ties that TPS beneficiaries have in the United States, ending TPS without a plan in place to maintain their connections and contributions would have devastating consequences: not only would the more than 400,000 individuals suffer, but countless families, industries, and communities overall would be at risk of losing valuable and contributing members of our society.

The Response

In response to the announced termination of TPS, on October 3, 2018, a federal district court in California issued a preliminary injunction preventing the U.S. Department of Homeland Security (DHS) from terminating TPS for El Salvador, Haiti, Nicaragua, and Sudan, while litigation proceeds. While the injunction provides temporary reprieve to thousands of TPS beneficiaries, nothing is certain in this ever-changing territory. Many TPS beneficiaries have avoided thinking about the potential consequences of TPS termination and the availability of other options to remain in the United States lawfully, given the length of time TPS has been in effect. This relative complacency has been shaken by the actions of the Trump Administration. the imminent danger of losing this temporary relief has made real the threat of deportation. If the federal court injunction is lifted, we expect to see an upsurge in TPS beneficiaries seeking legal services in the hopes of finding a more permanent status.

The City should encourage the State to pass legislation such as S1809 to amend the New York State Social Services Law to ensure that TPS beneficiaries continue to receive Medicaid benefits if their TPS has lapsed or been terminated. The City should also target those immigrants losing TPS for the Mayor's NYC Care initiative, guaranteeing anyone ineligible for insurance – including undocumented New Yorkers – has direct access to NYC Health + Hospitals' physicians, pharmacies and mental health and substance abuse services.

The current uncertainty about the future of TPS and resultant anxiety have provided fertile ground for immigration scams. We urge the City to invest in Public Service Announcements (PSA) encouraging TPS registrants to seek legal assistance from accredited legal service providers through the ActionNYC network, and to educate against the use of

notarios and others who are engaged in the unauthorized practice of law. PSAs should also advise about the possibility of seeking Advance Parole, in order to travel abroad and return with a parole entry, which can, for some people, open the door to adjustment of status through certain family members.

Particularly if the injunction is lifted, we would ask the City to consider shifting legal service providers' deliverables under the Immigrant Opportunities Initiative (IOI) grants from Tier II removal cases to more Brief Service and Tier I cases, since all the IOI providers would be engaging in efforts to screen TPS registrants for more permanent forms of relief, and then assisting with applications to secure those forms of relief.

LAS stands ready to partner with the City in addressing the needs of its TPS registrants in these especially challenging times.

Respectfully,

Margaret Garrett Staff Attorney Immigration Law Unit



TESTIMONY OF:

Tracy Lawson - Immigration Unit

BROOKLYN DEFENDER SERVICES

Presented before

The New York City Council Committee on Immigration

Oversight Hearing on

City Services and Supports for Immigrants with Temporary Protected Status

January 28, 2019

My name is Tracy Lawson. I am Attorney-in-Charge of the Youth and Communities Team of the Immigration Unit at Brooklyn Defender Services (BDS). BDS is a full-service public defender office in Brooklyn, representing nearly 35,000 low-income New Yorkers each year who are arrested, charged with abuse or neglect of their children, or facing deportation. I thank the New York City Council Committee on Immigration for the opportunity to testify about services and supports for immigrants with Temporary Protected Status (TPS) in New York City.

Since 2009, the BDS Immigration Unit has counseled, advised, or represented more than 10,000 immigrant clients. BDS's Youth and Communities Team has represented thousands of Brooklyn residents in their applications for lawful immigration status and in non-detained removal proceedings. We specialize in the most complex cases, representing immigrants who reside in Brooklyn and have significant criminal court or ACS involvement.

BDS's provision of TPS Services

Through the support of City Council, BDS receives Community Service Block Grant (CSBG) and Immigrant Opportunity Initiative (IOI) program funds that allow us to provide legal services to low-income immigrants related to maintaining immigration status and moving toward citizenship. With this support, we have established ourselves as a well-known TPS provider in Brooklyn. In 2017 and 2018, we filed 187 applications for TPS on behalf of immigrant clients.

We have also collaborated with Council Member Mathieu Eugene to provide legal clinics in the Haitian community. Though this partnership, we have assisted hundreds of Haitian New Yorkers with their applications for Temporary Protected Status, work authorization, and other immigration benefits or removal defense.

Current Climate for TPS

Temporary Protected Status (TPS) is a temporary humanitarian status that allows immigrants to remain in the United States when the Department of Homeland Security (DHS) has determined it would be unsafe for individuals to return to their country of origin. Immigrants with TPS are eligible for employment authorization, travel authorization, and are not removable on the basis of immigration status.

TPS determinations are made for periods of six to 18 months. At the end of each period DHS, and the presidential administration, must make a determination to extend or eliminate TPS. Beginning in 2017, the Trump administration announced plans to eliminate TPS designations for Haiti, Sudan, Nicaragua, and El Salvador. In October of 2018, a US District Judge in California issued a preliminary injunction blocking the administration from ending TPS.² While the Trump administration appeals this decision, TPS remains in effect.

New York State is home to over 53,000 individuals with TPS.³ Many of these people have lived in NY for over two decades, are parents US citizen children, contribute to the state's economy, and are vital members of their communities.⁴ In communities impacted by TPS, there is a lack of understanding and education about the recent rulings on TPS and what will happen if protected status is eliminated. Our Haitian clients have reported rumors in their community that the day TPS ends ICE will facilitate massive round-ups and deportations. This has caused widespread panic and, in a few cases, TPS recipients have tried to flee to Canada. For TPS recipients with US Citizen children, there is added anxiety. Parents and children have disclosed their attempts to plan for family preservation and financial security if parents lose their status, Employment Authorization Documents, or are forced to return to their country of origin.

Client Stories

Adam became involved with BDS through family and criminal court cases during a contentious relationship with his daughter's mom. Both cases were resolved and Adam was awarded full custody of his daughter. When his house was destroyed in a fire, Adam and his daughter ended up in a family shelter. Due to his lack of legal immigration status or employment authorization, Adam was unable to participate in the shelter plan for supportive services. He was referred to

¹ Learn more at Catholic Legal Immigration Network, *Temporary Protected Status: Comprehensive Backgrounder*, available at https://cliniclegal.org/resources/temporary-protected-status-comprehensive-backgrounder

² Jen Riddle, Latest Developments in Ramos V. Nielsen and Impact on TPS Holders, Catholic immigration Network (2019), available at https://cliniclegal.org/resources/latest-developments-ramos-v-nielsen-and-impact-tps-holders ³ Jill Wilson, Temporary protected status: Overview and Current Issues, Congressional Research Services (2018), available at https://fas.org/sgp/crs/homesec/RS20844.pdf

⁴ CAP Immigration Team, *TPS holders in New York*, Center for American Progress (2017), available at https://cdn.americanprogress.org/content/uploads/2017/10/01084955/101717_TPSFactsheet-NY1.pdf

BDS's Youth and Communities Team, and we were able to help him get TPS and EAD. Because of this, Adam is able to work to support his family, participate in supportive services at the shelter, and receive subsidized daycare for his daughter.

Emmanuel came to a legal clinic hosted by Council Member Eugene and BDS. He lived in Brooklyn with his mother who is a legal permanent resident. Emmanuel was in the process of adjusting status through his mother when she became very ill. During this time, his TPS lapsed. Our team was able to assist Emmanuel in regaining his TPS while he cared for his mother. A few months ago, Emmanuel's mother died. Our staff has continued to work with him to access other means of immigration relief like SIJS, as he has no ties to his family in Haiti.

Recommendations

Continue funding and supporting organizations like BDS that provide direct legal services and advice to immigrant New Yorkers.

Brooklyn Defender Services attorneys and social workers are on the front lines serving immigrant New Yorkers. However, under the current Administration we must navigate constantly changing policies. Each immigrant client's intake, legal analysis, and risk advisal has become more challenging and nuanced than ever before.

Applications like TPS and Employment Authorization Documents were previously considered to be simple applications without complicating factors. Under new Executive Orders and directives issued at the federal level, each application is complex and requires an enormous amount of BDS' resources. Applications are subject to increasing delay times, often require follow up in the forms of a Request for Evidence, and, if denied, put our clients at risk.

Expand filing fee funds for low-income immigrant New Yorkers.

Exorbitant application fees are often the only thing keeping immigrants from obtaining lawful status and supporting their families. The TPS Application (Form I-821) requires a \$50 filing fee and an additional \$85 Biometric Fee. For Employment Authorization (Form I-765), another \$410 fee is required.

Families and individuals below 150 percent of the federal poverty line may qualify for federal fee waivers. The New York City Council has been a national leader in establishing the New York City Citizenship Fund to assist New Yorkers with the fees associated with applying for citizenship. We respectfully ask the City Council to continue to provide access to filing fee support to our clients who make 150 to 300 percent of the federal poverty line. With required immigration application fees covered, our clients can work, access essential medical care, support their families, and live a life out from under the shadows and fear of deportation.

Provide free, confidential Know Your Rights training and immigration clinics for Immigrant New Yorkers in their communities.

⁵ US Citizenship and Immigration Services, *I-821*, *Application for Temporary Protected Status*, Department of Homeland Security (2018), available at https://www.uscis.gov/i-821

Misinformation and rumors about changes to TPS and other lawful immigration has created a climate of panic in immigrant community. We respectfully request an opportunity to engage with Council staff, service providers, and other stakeholders to provide timely, accurate information on immigration regulation to impacted communities. We regularly provide Know Your Rights trainings for the community, including information on encounters with ICE and family preparedness planning. We also produced four short animated films as part of a national empowerment campaign called We Have Rights that informs community members how to prepare for and safely defend their rights during encounters with ICE. We welcome the opportunity to partner with City Council to expand our Know Your Rights curriculum to address the unique needs of immigrants with Temporary Protected Status.

Conclusion

Thank you for your time and for considering my remarks today. I look forward to continuing to work with you to protect immigrant New Yorkers.

If you have any questions, please contact Kathleen McKenna, Policy Social Worker, at 718-254-0700 ext. 210 or kmckenna@bds.org.

TPS CITY HALL

Hi my name is Samie and I am an **immigration advocate** at the Arab American Association of New York. Our organization serves all immigrants of NYC who walk through our doors. The people who come to us for Temporary Protective Status, TPS, do so because their countries are experiencing crises like war, national disaster, or ongoing violence. TPS allows our clients to support their families. They pay taxes, get married and start new families, and invest in our country.

A perfect example of this is our sweet client Sara. She is a 90 year old widow from Syria who came to the states in the 90s. When she first heard of TPS in 2012, she immediately applied for the benefit. Sara was so happy that she could finally work legally in the US. Sara has been a chef for over 20 years. She loves to cook for people. Back in Syria she has 9 children who she still supports. With the money she sends home, her family was able to build a house where they can all live together.

It's so important that we keep fighting for TPS because so many people are still at risk in their home countries. For example, the 7.8 or 8.1 magnitude earthquake of April 2015 in Nepal not only displaced people but led to rising expenses, accumulating debt and homelessness. Most of our clients at AAANY are fleeing war torn countries or natural disasters, and we have real life experience in dealing with clients who flee to the US for safety. Another example is my client Mr A who fled from the war in Yemen. Mr A did not attend college because he was afraid of being killed or kidnapped. He came to America because Arab countries aren't accepting

refugees. All he wanted was to go to school and become a police officer. Mr A came to America, applied to colleges, and realized his dreams that he couldn't realize in his country.

One of our clients that left a huge impression on me of strength and will was Mr M an elder man from Yemen who is unfortunately diagnosed with cancer. He currently has TPS and is extremely worried about what will happen to him if US Department of Homeland Security ends this benefit. How will he get treatment after? How will he continue supporting himself afterwards?? Will he have to return to a war torn country or a country destroyed by natural disasters??? This client told me the US is his home, that he is a patriot of America. When I see this client I think of my father who passed away from cancer. It's hard living with cancer and going through treatment. I saw what my father went through. And it breaks my heart to see my client worrying about TPS when he should be able to focus on his cancer treatments.

My client James is from Syria, asked me what is it like living without an expiration date. My eyes filled with tears I didn't know how to respond. While TPS was never meant to be a permanent solution, the government cannot just end a program without introducing a new plan for people who have built their lives here over the past several years. TPS is humanitarian relief, and Nepal is still in need of this relief since going back to Nepal means death for many people. TPS benefits people by granting them protection and safety from war torn countries and areas affected by natural disasters, allowing them to work in the US and support themselves and families. Please let's continue to work together and save TPS!!

TPS City Council Hearing - January 28, 2019 Adhikaar for Human Rights & Social Justice

Adhikaar is the only women-led worker and community center serving and organizing the Nepali-speaking community on workers rights, immigrants rights and access to healthcare. As the only organization working to protect and advocate for Nepali TPS holders, we are here for the nearly 15,000 Nepali TPS holders in the country, a large number of them in New York state (53,000 TPS holders from all countries are in NY alone) and in the city. As one of the 13 countries with TPS and/or DED, our members with temporary protected status are in a perilous situation as their status will run out on June 24 of this year, not even six months away.

If TPS runs out for Nepalis on June 24 without any legislative or litigative solution, we anticipate major blows to our community - their status is tied to things like a work permit, health insurance, business/home/car ownership and basic protections that undocumented members of our society are unable to access.

Because they have a work permit, TPS holders have been able to work legally, however because it is based on a temporary status, there are risks as the deadline comes closer. Members have reported that they've been discriminated against, not able to find good jobs, or even have been threatened by employers that they will lose their job. Moreover, they are unable to take advantage of the city's workforce development programs - these programs are built for long-term candidates, and are looking for someone to join as a permanent hire, therefore individuals with TPS are less likely to be hired.

We ask that the city provide a type of city-given/specific work permit - to ensure that even if they lose their federally given EADs, they may still be able to contribute to this economy and support their families by continuing to work. Employers must also be held accountable. There should be education done for employers, especially those in industries with many TPS holders, so that they understand what their responsibilities are. Oftentimes the burden is on workers to assert their rights, however if employers do not know or are not adequately trained on how to engage their workers, the discrimination and unfair treatment will continue. Our domestic worker members are even more vulnerable, working in unique conditions in private homes of employers that are not traditionally reached out in employer engagement.

The city should also build stronger enforcement on workplace harassment due to immigration status, and allow for more interagency collaboration, especially among agencies working with workers, to work with employers and businesses as well. Members like Gita, who have worked for nearly 20 years in a nail salon, are now facing difficulties in figuring out how to manage their work conditions without status.

At the same time, we also urge the city to look into ways to support small businesses, especially women and minority led businesses at this time - several members have reached out to us who, with TPS, were able to start small businesses, but now, are in a difficult situation where they are forced to decide if they should sell their business with TPS running out. These small business

TPS City Council Hearing - January 28, 2019 Adhikaar for Human Rights & Social Justice

owners are also incredibly susceptible to fraud, as they are in desperate situations looking to find some way out while still maintaining their livelihoods.

We also recognize that our members, while still with some type of status, are fearful for what will happen once they lose it. New York City claims to be a sanctuary city, we know that our communities continue to be at risk for being detained by ICE and local police continue to collaborate with immigration enforcement. Our communities deserve an accessible, 24/7 support network that is an alternative to calling 911 and one that is financed and supported by the city in partnership with community groups. Our work with legal organizations will continue, but as case work increases, even they (groups like Legal Aid or Urban Justice Center), are also reaching an impasse, and are unable to take cases. While we utilize city resources like Action NYC, there is little to no feedback or follow up to individuals who call Action NYC and an automatic hotline is difficult to access for our members. If resources like Action NYC could have legal service contacts or point people/or a team just for TPS, that would greatly support our legal needs.

In addition to all of these needs, we stand by and urge you to support the existing campaigns that groups like New York Immigration Coalition are working on as state solutions. As New York City, there are opportunities to continue pushing for things and speaking publicly on campaigns like the Greenlight Campaign (to provide state IDs for all) and Coverage 4 All -expanding healthcare access to all. We also urge the city to support community leg solutions through increased outreach, intentional support and financial resources.

These are just a short list of needs that will arise, or have already begun to arise as the clock is ticking for Nepali TPS holders in New York City. We urge the city to look into the recommendations and issues brought up today, as well as work closely with community organizations like Adhikaar in the following months, to ensure that New York City truly is the city of immigrants it says it is.

Thank you.

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