### Testimony to the New York City Council Committee on Criminal Justice

#### NYC Health + Hospitals/Correctional Health Services

#### July 28, 2025

Good morning Chair Nurse, Council Member Williams, and members of the Committee on Criminal Justice. I am Jeanette Merrill, Sr. Assistant Vice President of Communications and External Affairs for NYC Health + Hospitals/Correctional Health Services (CHS). I appreciate the opportunity to testify today on Intro 98, which would require CHS and the NYC Department of Correction (DOC) to establish medical clinics in New York City court facilities.

I'll start my testimony by describing the current practices for ensuring the medical needs of people in DOC custody — CHS' patients — are attended to prior to being transported to court and after returning to jail from court. I'll then outline our concerns with the proposed legislation.

#### **Current procedures**

Every evening, DOC sends CHS a list of people in custody who have court appearances scheduled for the following day. CHS reviews that list and identifies patients who need to be brought to clinic before leaving court the next morning or after returning from court that evening in order to receive medications that must be administered by a clinician, such as methadone, insulin, and antipsychotics. Patients in possession of self-administered "carry medications," such as asthma inhalers, ibuprofen, and anticonvulsives, bring these medications with them to court, as they would in the community.

CHS is also able to initiate the rescheduling of a court appearance for clinical reasons, such as conflict with a critical medical appointment or if a patient's treatment team determines that the individual is at high risk of medical decompensation.

Should a person in custody experience a medical emergency while in court or while being transported to or from court, a DOC or court officer would call 911 and the New York City Fire Department, Emergency Medical Services (FDNY/EMS) would respond. Medical emergencies cannot be predicted even while CHS' procedures minimize their likelihood.

#### Intro 98

Establishing medical clinics in every New York City court facility would present enormous logistical, operational, and fiscal challenges. In order to operate a medical clinic, there are requirements around square footage, ventilation, and plumbing and electric – all of which affect the entire infrastructure of the building – as well as requirements for waiting areas, medication dispensing, and private clinical spaces.

Even if the costs for renovation were put aside, the available space in the courthouses remains at a premium. CHS' Forensic Psychiatric Evaluation Service, which conducts court-ordered 730 psychiatric examinations to assess a defendant's mental fitness, and CHS' Enhanced Pre-Arraignment Screening Service, which screens individuals in police custody, after arrest and before arraignment, to identify acute health issues that may require hospital referrals, operate in tight spaces in the courthouses. DOC faces similar challenges with limited space and challenging infrastructure.

A full complement of CHS staffing – including clinicians from Nursing, Medicine, and Mental Health and Operations staff – would be required to operate each clinic, representing a significant budgetary increase to support new professional positions for which recruitment and retention remains an exceptional challenge. Additional DOC staff would also be required to support clinic operations, and DOC is similarly experiencing immense challenges with recruitment and retention.

More important than space constraints or resource challenges, inserting a clinic visit into a court appearance isn't clinically indicated and would prove duplicative and inefficient. As previously described, patients receive their medication before and after court; if they are too ill for court, the court appointment is rescheduled; and if they experience a medical emergency in court, FDNY/EMS responds.

Furthermore, inserting a new step of a clinic visit during a court appearance could delay court production and subsequently delay the person in custody's case processing, contributing to longer stays on Rikers and an even higher jail census. Because of these concerns, we believe that the New York State Office of Court Administration should be provided the opportunity to assess how any proposed changes could affect court operations and overall case processing.

In conclusion, we agree that meeting the health care needs of our patients before, during, and after their court appearances is paramount, and we and our partners will continue to improve systems and protocols to meet those needs.

Thank you, and I am available to answer any questions you may have.

## STATEMENT OF JUANITA N. HOLMES, COMMISSIONER OF THE NYC DEPARTMENT OF PROBATION

# BEFORE THE NEW YORK CITY COUNCIL COMMITTEE ON CRIMINAL JUSTICE JULY 28, 2025

Good morning, Speaker Adams, Chair Nurse, and members of the Council. I am Juanita N. Holmes, Commissioner of the New York City Department of Probation (DOP). I am joined here today by the executive cabinet: Deputy Commissioner's Tonya Cauley-Scott, Bridget Hamblin, Patricia Williams, Assistant Commissioner Dr. Chikera Beckford, and Senior Program Director Deldreana Peterkin.

The New York City Department of Probation (DOP) appreciates the opportunity to appear before the City Council for today's oversight hearing to discuss the critical work of the agency. We are committed to transparency, accountability, and continuous improvement in our efforts to

promote public safety while supporting individuals under our supervision.

As one of the largest alternatives to incarceration in the country, we have serviced over 33,000 cases, resulting in the supervision of over 16,000 clients year to date.

Under my leadership, the Department has launched a series of reform efforts centered on community-based supervision. Guided by the following strategic pillars—recidivism, housing, education, employment, and mental health. We are working to expand access to critical services while creating more meaningful pathways to stability. The statistical data related to these efforts are supported by our dashboard. While still in the early stages, these reforms reflect our commitment to keeping individuals out of the criminal justice system.

The New York City Department of Probation has never been more robust in identifying the proper leadership required for

this agency, in addition to discerning more direct programs for our clients.

Which includes the following opportunities such as commercial driver license, emergency medical technicians, electrical assistants, culinary, barbering, and soon to come welding.

These direct programs will afford more meaningful employment opportunities.

The New York City Department of Probation has also experienced a reduction in recidivism, homelessness, substance abuse and as well as other significant areas. All of which is supported and monitored by our new technology.

We welcome today's dialogue with Council Members and value their role in providing oversight and elevating the voices of New Yorkers.

We remain committed to working with all of our stakeholders in building a probation system rooted in fairness, dignity, and opportunity. Thank you and we welcome your questions.



### UNITED PROBATION OFFICERS ASSOCIATION

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Testimony Before the NYC Council Committee on Civil Service and Labor Hearing on "The Department of Probation's Organizational Strategy" July 28, 2025

Good morning, Chair Nurse and esteemed members of the Committee.

Thank you for the opportunity to testify on the Department of Probation's (DOP) Organizational Strategy. My name is Dalvanie K. Powell, and I serve as President of the United Probation Officers Association (UPOA), which represents close to 700 Supervising Probation Officers (SPO), Probation Officers (PO), Probation Officer Trainees (POT), and Probation Officer Assistants (POA).

Our members are predominantly women and people of color—true stewards of justice—who work tirelessly to uphold public safety while helping individuals who have been involved in the criminal justice system rebuild their lives.

New York City's Probation Officers are required to have a bachelor's degree and two years of relevant experience, or a master's degree. We are peace officers—trained alongside police and correction officers—authorized to carry firearms, make arrests, and perform critical public safety duties.

To keep our communities safe, every component of the criminal justice system must play a role. Probation Officers are just as vital as any other law enforcement officer. Yet, our salaries continue to lag significantly behind those of our counterparts employed by other agencies.

Today's discussion is titled "The Department of Probation's Organizational Strategy." With all due respect to the Department's leadership, it is unclear what direction this agency is heading in. No coherent vision has been communicated to the union or to our members.

As someone who has been a Probation Officer for nearly four decades, I can tell you plainly: the NYC Department of Probation is in crisis.

According to a recent report from State Comptroller DiNapoli, the Department of Probation has the highest attrition rate of any city agency. Yet the administration has done nothing to

stem the tide. DOP has failed to make meaningful use of existing civil service lists to fill vacancies and canceled training academies. They've pushed our members to the brink of burnout by abandoning evidence-based policies that have helped manage caseloads and improve public safety. These decisions only reinforce what our members already know: that this administration does not value Probation Officers or the critical work we do to support public safety.

Rather than prioritizing the hiring and retention of Probation Officers—trained professionals tasked with supervising and rehabilitating individuals in the criminal justice system—the Commissioner has overseen the exodus of experienced staff. And while many of the individuals brought into senior positions are dedicated public servants, there is a concerning lack of institutional knowledge at the top. That not only impacts decision—making—it sends a clear message to our officers that there are limited opportunities for career advancement.

Much of the progress made under previous administrations—such as reducing caseloads, hiring sufficient staff, implementing risk assessments, and using evidence-based practices—has been undone. The department is now led by individuals who lack probation experience and show little interest in learning the work.

In the past two years alone, only 91 new officers have been hired, while more than 200 have left. Attrition continues to rise. Meanwhile, the department has focused on cosmetic changes—uniforms, firearms, and shields—instead of what really matters: hiring officers, minimizing caseloads and workloads, improving office conditions, maintaining vehicles, creating workable schedules, and ensuring the safety of both staff and the public.

Punitive discipline has replaced progressive discipline, creating a climate of fear and intimidation. Direct interference by management in union matters—particularly in response to concerns raised by UPOA—has further eroded trust between staff and management leadership.

Depending on the borough and assignment, a Family Court officer may be managing more than 40 cases, while an officer in Queens adult supervision can carry a caseload exceeding 100. Intakes, investigations, and violations of probation are rising. Investigation Officers



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are not permitted to adjourn cases, and unrealistic demands have resulted in officers being written up or brought up on charges for issues rooted in poor management.

Each time someone leaves, their cases are reassigned to the already overburdened officers who remain. Our clients are frustrated by constant turnover. Morale is at an all-time low. Burnout is rampant. Stress levels are dangerously high.

To our knowledge, the following Probation Officer civil service lists remain active:

- #3143 expires July 2028
- #2090 expires April 2027
- #0806 expires April 2026
- #0191 expires October 2025

There is also an active promotional list for Supervising Probation Officer Exam #0527, with at least 25 names remaining. However, due to the reduction of PO's and overloading of caseloads the city can no longer under staffing and administrative delay, promotions have stalled. Other exams for titles in the PO series, including Probation Officer Trainees and Probation Officer Assistants, have been canceled or postponed. It appears there is no clear path to career growth.

However, approximately two weeks ago twelve Supervising Probation Officers were promoted to Administrative Probation Officers (managerial positions) with no backfilling of those positions.

Retention is a challenge not only for SPOs, POs, POTs, and POAs, but also at the administrative level, where turnover has caused serious confusion and disrupted core operations. In addition, my members often struggle to get basic information about payroll, retirement, and timekeeping.

In December, we learned that many members did not receive the salary increases they were owed through our collective bargaining agreement. Some are still waiting for salary corrections which appear due to staffing shortages in the payroll department.

We are also deeply concerned about proposed discussions to lower educational requirements for Probation Officers—a move that would violate state regulations. UPOA has strongly opposed this idea.

The removal of Court Liaison Officers (CLOs) from Family Court has been a disaster. The courts themselves have expressed dissatisfaction to our members now, our members are being forced to appear in court on their assigned cases, sometimes in multiple boroughs on the same day—taking them away from core responsibilities like fieldwork, office visits, report writing and required duties. Many use their own cars and money to travel.

There is no work-life balance. The DOP has yet to come to the table to discuss work schedules as outlined in our collective bargaining agreement. Our members are mentally and physically exhausted.

Resources are stretched thin. Members are being involuntarily transferred—sometimes to boroughs that present significant travel hardships—with no regard for their personal circumstances' lifestyle or safety.

Officers are now being ordered to conduct two- to three-hour interviews in the homes of defendants who fail to appear for their office-based investigation interviews. Despite raising safety concerns and requesting a meeting to address them, the Department responded not with collaboration, but with a policy mandating the practice without a meeting with UPOA.

At one point, the City even explored training our members to assist NYPD with riot control—something Probation Officers are neither trained nor contracted to do. Thankfully, that proposal has since been dropped following our request to bargain over the issue.

If this administration is serious about building an organizational strategy that serves Probation Officers, our clients, and the general public, it must first take time to understand the work and role of probation within the criminal justice system. It must collaborate with the union to address staffing and workload challenges, create realistic plans and training, and establish viable career pathways. Policies that support—rather than undermine—the workforce are essential to building a sustainable and effective agency.



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The Department of Probation is at a breaking point. Swift action is necessary to prevent further deterioration and ensure that this agency can fulfill its vital mission.

Thank you for your attention. I am happy to answer any questions.



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## The Department of Probation Administrative staff, past and present March 2023 to the present

Michael Forte Deputy Commissioner, Administration HR /Labor Relations - terminated - replaced by DC Andrea McGill - eventually demoted 8/24 to Assistant Commissioner of the training unit (DSOD) - several months later, 12/24, Albert Culler was appointed the Deputy Commissioner of Administration HR/Labor Relations

Albert Culler has since resigned

Suezette Mapp AC HR - demoted- resigned -replaced by Michael Blaizes -who eventually resigned

Michael Blaizes has since resigned

Zena Melendez- Director of HR -demoted - replaced by Danielle Bristol, terminated- several months. Aquil Brown was appointed Director of HR

Aguil Brown has since been reassigned to the training unit (DSOD)

James Ralston - over 40 years of experience. He retired after he was demoted under Holmes from Chief Payroll to the training unit just before the members of the United Probation Officer Association were to receive the collective bargaining monies

Sharon Goodwin Deputy Commissioner of Adult Services - retired - eventually, several months later, Tanya Cruely- Scott was appointed DC of Adult Services - former NYPD

Gineen Gray, Deputy Commissioner of Family, retired after being told she would be demoted. She was replaced by Joan Gardner, who was then demoted, not by the person who replaced her.

Joan Gardner has since resigned. She has been replaced by Paulette Williams (civilian, not a peace officer and former ACS employee)

Robert Eusebio -Associate Commissioner of Adult Services demoted under Holmes to Assistant Commissioner of Manhattan Adult - eventually replaced by Antonio Pullano (civilian, not a peace officer)

Audrey Wilson - demoted 10/15/24 and eventually retired in October 2024. Replaced in November 2024 with Patricia Williams, formerly ACS Director of FAP, Family Assistance program.

Lisa Frost Associate Commissioner of Family - demoted under Holmes- eventually retiredreplaced by Shamaria Gabrielle

Randy Williams AC Bklyn Adult demoted to Branch Chief - retired

Karen Armstrong AC Queens adult - demoted to BC

Holmes now has Assistant Commissioner Rodney Levy overseeing both Queens and Brooklyn Adult Services

Lisa D'Ambrosio AC Bronx adult - demoted to BC - eventually retired

Roberto Valez- formerly local, Conditional release, eventually retired

Shameek Walton - Chief of staff -terminated -eventually replaced by Violet Frederick

Robert Maldonado Deputy Commissioner of Special Initiatives -resigned. He was replaced by Peter Gayle – White who was eventually terminated

Lisa Smith -Clark - resigned

Seku Ma'at -First Deputy Commissioner- resigned

Shaun Kelly - appointed AC of the Bronx adult and family 11/24 - formerly of NYPD and DOC -

Wayne McKenzie General Counsel, resigned - replaced by Bridget Hamblin - General Counsel and Deputy Commissioner

Francis Cuevas - appointed Director of the investigation unit - resigned and went back to DOE

Peter Fontes, Acting ACCO - Fired

Eileen Paltrey Smith - ACCO resigned and went to Small Business

Kate Spaulding- intergovernmental- resigned and went to Small Business

Nancy Andilorio resigned and went to Small and Business

Shanee Brown - juvenile ops BC of Programs transferred to Adult in Sept and resigned -12/2

Director of Programs Mat Lynch resigned in July 2024, replaced in December 2024 with



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Deldreana Petterkin, Youth Wrap program manager

Suezette Mapp Assistant HR - demoted- resigned -replaced by Michael Blaizes -who eventually resigned

Ronique Moore former Supervisor of time keeping – reassigned but recently resigned

Devindra Singh – a former timekeeper, recently resigned to Queens

Chikera Beckford – Associate Commissioner of HR

To date, there is no Deputy Commissioner of HR

Employee Name		Reason for Separation	
COX, LETICE	09/12/2022		03/05/2023
ASLAM, SAAD	09/12/2022	the comment of the co	03/16/2023
GUZMAN-MENDEZ, BLANCA	09/20/2021	Resigned	03/17/2023
TIAMIYU, AKEEM	01/30/2023	Resigned	03/19/2023
OKETOPE, OLUFEMI	01/30/2023	Terminated	03/21/2023
CALLENDER, ADINA	01/30/2023	Terminated	03/22/2023
MATTHEWS, KYLE	01/30/2023	Terminated	03/22/2023
MILLIGAN, THOMAS	01/30/2023	Terminated	03/22/2023
PERSAUD, NARENDRA	06/10/2019	Retired	03/22/2023
SCOTT, MILAGROS	01/30/2023	Terminated	03/22/2023
THOMPSON, LORETTA	01/30/2023	Terminated	03/22/2023
MURILLO, RYAN	02/06/2023	Resigned	03/24/2023
BURGHER, SUE MELISSA	02/06/2023	Resigned	03/26/2023
DESMORNES, DANIEL	03/27/2023	Terminated	03/26/2023
BROWN, SHAKITA	02/06/2023	Terminated	03/29/2023
CALES, EDWARD	02/06/2023	Terminated	03/29/2023
GILYARD, JESSICA	02/06/2023	Terminated	03/29/2023
NGRAM, VANESSA	02/06/2023	Terminated	03/29/2023
LAVAYEN, WANDA	02/06/2023	Terminated	03/29/2023
ROBERTS, STACY	02/06/2023	Terminated	03/29/2023
THOMAS, TISHAWN	02/06/2023	Resigned	03/29/2023
ROGERS, JENNIFER	11/27/1988	Retired	03/30/2023
KHAN, NEZAM	05/21/1989	Retired	04/07/2023
ARRIOLA, SAYDA	03/27/2023	Resigned	04/09/2023
ATKINSON, ASHLEY	11/27/2017	Resigned	04/09/2023
CRESPO, KATIE	01/24/2022	Resigned	04/11/2023
MARCH, EDWARD	10/15/1993	Retired	04/15/2023
WADE, JANELLE	04/08/2024	Terminated	04/18/2023
FINDLAY PAUL, SHARON	01/07/2001	Retired	04/19/2023
PARADISE, SHAWN	09/12/2022	Terminated	04/19/2023
FERRER-DIAZ, FERNANDA	07/11/2022	Resigned	04/23/2023
MORRIS, CHANEL	09/10/2018	Resigned	04/23/2023
MCFIELD, ANN	02/06/2023	Resigned	04/26/2023
TORRES JR, ISMAEL	04/11/2022	Resigned	04/26/2023
BECKFORD, CAMILLE	04/11/2022	Resigned	04/27/2023
SANDERS, DIAMOND		Terminated	04/27/2023
WESTON, MONIQUE	09/12/2022	Resigned	05/02/2023
BARNETTE, XZAVIER	07/30/2018	to a first to the second	05/05/2023
COHEN, STACEY	01/27/1991	described and the second	05/06/2023

MENZIES, QIANA	07/11/2022	Resigned	05/11/2023
LAMOUR, JERRY	07/09/2018	Resigned	05/14/2023
HOWARD, MADGELYN	03/27/2023	Terminated	05/18/2023
MCCAIN, VICTORIA	04/08/2024	Terminated	05/18/2023
BURNETT, LISA	01/23/1994	Retired ·	05/20/2023
GORDON, KIMBERLY	09/20/2021	Resigned	05/21/2023
BÁLDE, OUSMANE	03/27/2023	Resigned	05/23/2023
MAYLOR, SHANICE	03/27/2023	Resigned	05/25/2023
SANNON, HERTZ	07/16/1995	Retired	05/25/2023
ADEDAYO, KIKELOMO	09/12/2022	Resigned	06/04/2023
DAVILA-FRANCISC, STEPHANIE	01/30/2023	Terminated	06/09/2023
BONILLA, CIARA	10/01/2018	Resigned	06/10/2023
AKERS, JACINTA	07/11/2022	Resigned	06/11/2023
CESTARO, DANIEL	05/31/1988	Retired	06/13/2023
BENNETT, JAMES	08/01/1988	Retired	06/15/2023
RABIU, ABRAHAM	09/18/2017	Resigned	06/17/2023
CROOMS, ASHLEE	11/27/2016	Resigned	06/18/2023
WOODY, ARIEYON	05/03/2021	Resigned	06/18/2023
UDOH, CHARLES	09/12/2022	Terminated	06/21/2023
HUEY, JELANI	09/10/2018	Resigned	06/25/2023
MATTHEWS, SARA	03/27/2023	Resigned	06/25/2023
LYEW, ARIEL	09/12/2022	Resigned	06/28/2023
STEVENSON, TIERRA	06/11/2007	Resigned	06/29/2023
BLANCO, BETSY	09/12/2022	Resigned	07/01/2023
COHEN, MADISON	01/30/2023	Terminated	07/04/2023
HARRISON, JÁLEESA	09/20/2021	Resigned	07/07/2023
DOUGHERTY, SHANNON	03/27/2023	Resigned	07/09/2023
TERRELL, ASHANTI	03/27/2023	Resigned	07/12/2023
FINDLEY, SHANYSSA	09/10/2018	Resigned	07/14/2023
CANDY, DAPHNEY	03/27/2023	Terminated	07/19/2023
NELSON, ZAHANN	05/03/2021	Resigned	07/19/2023
BENNETT, LAURA	, 07/11/2022	Resigned	07/20/2023
WILLIAMS, HOLLY	07/24/2017	Resigned	07/20/2023
MADDOX, MELISSA	02/09/1992	Retired	07/25/2023
PAYNE, SHAKIERA	01/30/2023	Resigned	07/26/2023
TAVAREZ, LISBEL	09/10/2018	Resigned	07/27/2023
EMOKPAE, ABIODUN	12/01/1996		08/01/2023
HOUGH, YVONNE	04/15/1990		08/04/2023
BURGOS, ANTHONY	09/12/2022	Resigned	08/13/2023
DAVIS, ANJELIC	02/06/2023	Resigned	08/15/2023

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RIVERA, ESTEBAN	11/29/2009	Resigned	08/16/2023
PAYTON, ALLISA	01/24/2022	Resigned	08/17/2023
WALWYN, JACQUELINE	04/15/1990	Retired	08/22/2023
BURGESS, FELENA	11/12/2019	Resigned	08/24/2023
CONYERS, CARRIE	11/27/2017	Resigned	08/25/2023
HALSEY, SYLVIA	11/12/1995	Retired	08/25/2023
MATTIS-DAWSON, NICKCOLE	09/12/2022	Resigned	08/27/2023
TERRELL-DREW, SHAMEKA	07/11/2022	Resigned	08/27/2023
ABDELSAYED, KIROLOS	09/12/2022	Resigned	08/29/2023
WEEKES, JALIKA	. 03/27/2023	Resigned	09/02/2023
MONJE ZAMORA, JUAN	09/12/2022	Terminated	09/08/2023
BRYANT, JENNIFER	09/12/2022	Resigned	09/10/2023
KHALIL, JOSEPH	11/29/2021	Resigned	09/10/2023
ASSENT, JESSICA	09/12/2022	Deceased	09/12/2023
BRELEUR, NYHBIA	· 01/30/2023	Resigned	09/21/2023
FAMILIA, JOEL	10/12/2021	Resigned	09/23/2023
NECHAMKIN, STEVEN	11/05/1997	Retired	09/26/2023
RACINE, DORENE	03/27/2023	Resigned	• 09/27/2023
ADEWOLE, MISTURA	09/18/2017	Resigned	09/29/2023
COLON, EPIFANIO	09/28/1987	Retired	09/30/2023
OQUENDO, JONATHAN	03/05/2018	Resigned	. 09/30/2023
WHITE, EDNA	11/12/1995	Retired	09/30/2023
RICHBURG, NINA	01/07/2001	Retired	10/02/2023
FLOREAL, GUILANDE	06/10/2019	Resigned	10/03/2023
AWOLOWO, ELIZABETH	12/11/2017	Resigned	10/04/2023
DUNKLEY, LATOYA	12/10/2018	Resigned	10/05/2023
GRESSOM, JAA'HIRA	03/27/2023	Terminated	10/05/2023
ESCABI, NICHOLAS	03/27/2023	Resigned	10/11/2023
ROBERTS, ELAINE	03/06/1992	Retired	10/11/2023
SCURRY-HILLARD, DOMANIQUE	11/29/2021	Resigned	10/12/2023
DALLAGLIO, ALANA	07/07/2014	Resigned	10/13/2023
TAYLOR, NATALIE	11/13/2018	Resigned	10/13/2023
SANG, IESHA	07/08/2013	Resigned	10/15/2023
KHAN, MOHAMMAD	01/21/1997	Retired	10/21/2023
SALOW, PAUL	07/09/2018	Resigned	10/24/2023
WILLIAMS, FLOANN	03/27/2023	Resigned	10/25/2023
DAMASCENO, ADRIANA	09/12/2022	THE PERSON NAMED IN TAXABLE PARTY OF TAXABLE P	10/26/2023
PUELLO JR, KELVIN	11/29/2021		10/27/2023
LIDDIE, NEKENDRA	01/24/2022		10/31/2023
LIVINGSTONE-PUC, ANNA MARIA	04/23/1989	The second of th	11/14/2023

DIAZ, ARIANA	07/09/2018	Resigned	11/17/2023
CUPID, JOEL	05/03/2021	Resigned	11/19/2023
SIMMONS, MERSHANA	01/30/2023	Resigned	11/22/2023
COTTON, LINDA	10/31/2022	Resigned	11/25/2023
TAYLOR, SHEBA	11/12/2019	Resigned	11/30/2023
YEEI, JASON	04/11/2022	Resigned	11/30/2023
JERNIGAN, ALFREDA	06/27/1988	Retired	12/02/2023
MUNOZ, JOSEPHINE	02/08/2000	Resigned	12/03/2023
BROWN, TYRECE	09/12/2022	Resigned	12/04/2023
MOORE, DANNY	10/11/1995	Retired	12/05/2023
DAVIS, BRANDI	07/09/2018	Resigned	12/17/2023
DE CASTRO JR., JOAO ESTEVAM	12/11/2017	Resigned	12/17/2023
RIGODON, JEAN	12/10/2018	Resigned	12/22/2023
JENKINS, BELINDA	08/31/1981	Retired	12/27/2023
PEREZ, ANA	12/01/1993	Retired	12/29/2023
BURWELL, LAWRENCĘ	01/24/2022	Resigned	12/31/2023
SURI, ASHISH	09/12/2022	Resigned	01/03/2024
OLANIYAN, OLAITAN	03/27/2023	Resigned	01/05/2024
ALEDO, RAFAEL	11/29/1992	Retired	01/06/2024
COUSINS, KRISTAN	11/21/2022	Resigned	01/07/2024
SELBY, SHANEQUIA	03/27/2023	Resigned	01/09/2024
WILSON, JAYMILEE	09/12/2022	Resigned	01/09/2024
THOMAS, NIA	01/30/2023	Resigned	01/11/2024
TYLER, NIKKHAH	05/03/2021	Resigned	01/14/2024
ŚMITH, RODNEY	09/17/1989	Retired	01/16/2024
OLIVERA, ELLIE	03/27/2023	Resigned	01/19/2024
SIRAISI, HARIFETRA	03/27/2023	Resigned	01/19/2024
THOMPSON, VERADENISE	10/15/1993	Retired	01/19/2024
PETTWAY, KAWANZA	07/11/2022	Resigned	01/21/2024
LEWIS, DANIEL	05/21/1989	Retired	02/01/2024
ALSTON, AALIYAH	11/28/2022	Terminated	02/05/2024
STEPHENS, MONIQUE	10/07/2024	Resigned	02/07/2024
RYAN, ALLISON	09/25/2023	Resigned	02/10/2024
STEWART-BETEGON, SHEILA	05/14/2007	Retired	02/13/2024
MONROY, GUILLERMO	05/23/2022	Terminated	. 03/02/2024
DE LOS SANTOS, JESSICA	11/29/2021	Resigned	03/06/2024
PERALTA, DARINE	04/.11/2022	Resigned	03/06/2024
RAFAEL, LUIGHNORE	12/16/2019	Resigned	03/10/2024
CARMONA, ERNEST	11/12/2019	Resigned	03/11/2024
GONZALEZ, ELIZABETH	09/27/1992	Retired	03/12/2024

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HECTOR, MONICA	07/07/2013 Retired	03/22/2024
JOHNSON, KENYA	01/24/2022 Resigned	03/24/2024
OYO, TABARI	01/24/2022 Resigned	03/24/2024
DETOUCHE JR, CARLOS	09/10/2018 Resigned	03/27/2024
JAMES, LAURIE	01/23/1994 Retired	03/28/2024
ROSS, LAUREN	04/11/2022 Resigned	03/30/2024
PACHECO RIVERA, LUZ	09/12/2022 Resigned	03/31/2024
BENTON, ANIYA	09/06/2022 Resigned	04/02/2024
MACNEIL, LAUCHLIN	07/09/2018 Retired	04/02/2024
MULLER-GRAHAM, ANDREA	. 12/03/1998 Retired	04/02/2024
MITCHELL, SHANTASIA	03/27/2023 Resigned	04/06/2024
SYKES, CELESTE	04/08/2024 Resigned	04/14/2024
CARTER, MONIQUE	09/11/2005 Retired	04/17/2024
ANGELES MADERA, ORQUIDEA	. 04/11/2022 Resigned	04/24/2024
FREEMAN, ANDRE	03/27/2023 Resigned	04/24/2024
NAZAR, NOREEN	11/28/2016 Resigned	04/24/2024
SMITH, SHANNON	· .03/27/2023 Resigned	04/24/2024
DAVIS, DIELYN	03/27/2023 Resigned	04/26/2024
ST. PIERRE, ODNY	09/10/2018 Resigned	04/27/2024
BULLOCK, SEBASTIAN .	· 11/11/2019 Resigned	04/30/2024
CAPERS JR, TIMOTHY	· 02/04/2019 Resigned	05/04/2024
CLARKE, BEVERLY	- 12/11/2017 Resigned	05/07/2024
YOKUM, SHARIYFA	10/28/2013 Resigned	05/11/2024
MAYES, LASHONDA .	11/30/2009 Resigned	05/25/2024
ISLAM, TASNIA	09/18/2023 Resigned	05/26/2024
JUPITER, KWAME	04/11/2022 Resigned	05/31/2024
OH, JUNHO	01/24/2022 Resigned	06/06/2024
NURSE-BENNETT, ANAYA	04/08/2024 Resigned	06/12/2024
MAFFETT, DEVIN	09/20/2021 Resigned	06/19/2024
CAREY, SADIEQ	' 09/12/2022 Resigned	06/26/2024
VALDEZ, PAOLA	11/11/2019 Resigned	06/30/2024
BLAKE, TANASIA	09/12/2022 Resigned	07/03/2024
DAVY, JASON	09/12/2022 Resigned	07/03/2024
MESSEMER, VERA	09/18/2017 Resigned	07/11/2024
GREEN III, JC.	03/05/2018 Resigned	07/12/2024
CHIDI, NJOKU	· 04/15/2001 Retired	07/17/2024
NAPOLEON, JERMYRAH	09/12/2022 Resigned	07/17/2024
CHAMORRO JR, CARLOS	09/10/2018 Resigned	07/18/2024
MURPHY, DARRIANNA	11/12/2019 Resigned	07/19/2024
CHARLES, BENNGE	12/10/2018 Resigned	07/20/2024

ROBINSON, DAVID	03/06/1992	Retired	07/20/2024
JOSEPH-PAULINE, JESSICA	06/10/2019	Resigned	07/23/2024
WALKER, JAMES	09/22/1991	Retired	07/25/2024
HUNT, KEANA	02/04/2019	Dismissed	08/02/2024
BAH, MUSTAPHA	09/10/2006	Retired	08/07/2024
DAMIAN, LUIS	03/27/2023	Resigned	08/09/2024
MUIR-MAHADEO, AYANA	04/11/2022	Resigned	08/12/2024
WILLIAMS, ROBIN	12/01/2014	Retired	08/13/2024
GREENE, LILLIAN	11/16/1987	Retired	08/14/2024
GEORGE, JAMIE	04/11/2022	Resigned	08/16/2024
HERNANDEZ, SHANNON	09/06/2022	Resigned	08/20/2024
DAVIS, KARIZMA	09/10/2018	Resigned	08/21/2024
WILLIAMS, MYRIAM	10/19/1987	Retired	08/22/2024
NICOLAS, JOHN	07/27/2015	Resigned	08/24/2024
HALL, KIANE	09/12/2022	Resigned	08/25/2024
LHERISSON, LUIDJY	04/08/2024	Resigned	08/25/2024
CAMPBELL, HELENA	10/15/1993	Retired	08/29/2024
STITH, RICHARD	01/23/2017	Terminated	08/29/2024
BALOGUN, LATEEF	10/29/2013	Resigned	09/04/2024
LUKE, JASON	09/10/2018	Resigned	09/06/2024
CLARK, BENITA	11/29/1992	Retired	09/13/2024
JOHNSON, YOLANDA	11/29/2021	Resigned	09/15/2024
CRUM, DOREEN	02/08/2000	Resigned	09/18/2024
DIAZ, JUAN	01/11/2010	Dismissed	09/21/2024
MEENAN, MICHAEL	09/09/2024	Terminated	09/26/2024
LEDAY, BOBBY	09/10/2018	Resigned	09/27/2024
MURRAY, JANICE	06/06/1993	Retired	09/30/2024
ABDUL-MUHAYMIN, KALIMAH	03/27/2023	Resigned	10/01/2024
PARKER, KANO	12/10/2018	Resigned	10/03/2024
VEILLARD, GERARD	09/09/2024	Resigned	10/03/2024
GARCIA, JACQUELINE	01/07/1996	Retired	10/08/2024
OCHOA, CHRISTOPHER	02/04/2019	Resigned	10/09/2024
HARRIS, SHARON	03/26/1989	Retired	10/10/2024
ALLEN, ROZANA	09/10/2018	Resigned	10/20/2024
KANYINDA, GODEFROY	07/27/2015	Resigned	10/22/2024
PURDY, JADE	01/24/2022	The state of the s	11/03/2024
CURTIS, CRYSTAL	07/09/2018	Resigned	11/07/2024
MACON, CHRISTINA	06/01/2021	Resigned	11/15/2024
ALBRIGHT, STEPHANIE	10/11/1995	Retired	11/19/2024
BARKSD'ALE, NESIAH	09/12/2022	Resigned	11/27/2024

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HOLLINGSWORTH, AMEY	09/12/2022 Resigned	11/30/2024
WILLIAMS, KIARA	11/13/2019 Resigned	12/01/2024
STEINMAN, STACEY	05/21/1989 Retired	12/11/2024
VITALIS, TRICIA	10/31/2016 Resigned	12/14/2024
REYES, JESSENIA	04/30/2018 Resigned	12/27/2024

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Employee Name	Reason for Separation	Reason Code Date
TUTT, ALICIA	Retired	01/01/2025
NAPIER, RAYMOND	Retired	01/15/2025
SCURRY, DESIREE	Retired	01/25/2025
TUCCIARONE, BARBARA	Retired	01/25/2025
MCCLAIN, ANDREW	Resigned	01/26/2025
CASILLAS, SAGE	Resigned	01/28/2025
JETER, BONNIE	Retired	01/28/2025
NUNEZ BAEZ, RANDOLL	Resigned	01/29/2025
JETER, SONYA	Resigned	02/03/2025
POLO, FRANCHESCA	Resigned	02/05/2025
TAPIA, ALIZE	Resigned	02/06/2025
MURRAY, ANGELA	Retired	02/08/2025
CHEATHAM, ATIYA	Resigned	02/16/2025
SMITH, EBONY	Resigned	02/16/2025
INGUI, CORIN	Resigned	02/20/2025
ACEVEDO, DAVID	Resigned	02/23/2025
PEREZ, MARIEDDY	Resigned	02/23/2025
JOHNSON, HUBERT	Resigned	02/27/2025
GITTENS, ANN	Retired	02/28/2025
CATALANO, JOHN	Retired	03/01/2025
HO, EMILIO	Retired	03/02/2025
SIMPKINS, PATRICIA ANN	Retired	03/14/2025
HERNANDEZ, MARITZA	Retired	03/18/2025
BRUNO-RIOS, TARA	Retired	03/19/2025
TOURE, BOUBACAR	Resigned	03/20/2025
WILSON, PATRICIA	Retired	03/26/2025
SHABAYEVA, MARIANNA	Resigned	03/30/2025
WILLIAMS, ANDREA	Retired	04/02/2025
BROWNE, AALIYAH	Resigned	04/04/2025
SUQUI-RODRIGUEZ, CHRISTIAN	Resigned	04/04/2025
EVANS, DWAYNE	Resigned	04/06/2025
YOUNGE, DELISA	Resigned	04/08/2025
RAHMAN, MD TARIQUR	Resigned	04/09/2025
SERIKI, MONDIAT	Retired	04/12/2025
THOMAS, DELORES	Retired	04/12/2025
BROWN, SHAKITA	Terminated	04/13/2025
CAPPIELLO, CHRISTINA	Resigned	04/13/2025
WILDER, BRIANNA	Resigned	04/15/2025
AKTER, ESHETA	Resigned	04/17/2025
GUERRA, CYNTHIA	Retired	04/24/2025
BRENT, COURTNEY	Resigned	04/29/2025
DAVIS, REGINA	Retired	04/30/2025
BRANDON, DOROTHY	Retired	05/01/2025
RAY, SYDNEY	Resigned	05/01/2025
MEDINA, LOLETIA	Resigned	00/01/2020

## OFFICE OF THE NEW YORK STATE COMPTROLLER

Thomas P. DiNapoli, State Comptroller

Rahul Jain, Deputy Comptroller



## 2024 Update on New York City Staffing Trends

## **Highlights**

- The City's full-time staffing level has increased by 2,413 employees since the beginning of FY 2024 to reach 284,330 as of January 2024.
- If maintained at current levels, the City's year-end staffing would increase for the first time since FY 2020.
- Some agencies (such as the Department of Environmental Protection and Department of Transportation) are still experiencing elevated vacancy rates when compared to their pre-pandemic norm.
- To help speed up hiring, DCAS reports that it has reduced the median time from exam administration to exam results completion for DCAS-administered exams from an average of 318 days in FY 2021 to 219 days in FY 2023 (below the agency's target of 290 days).
- The turnaround time for DCASadministered exams averaged 169 days in the first four months of FY 2024, down from a median time of 222 days during the same period one year ago.
- The number of applications received for all DCAS civil service exams has increased, from 75,489 in FY 2021, to 119,599 in FY 2023. The number of applicants rose sharply during the first four months of FY 2024.
- OSC estimates that the City's full-time staffing level will total between 283,000 to 285,500 employees by June 30, 2024.

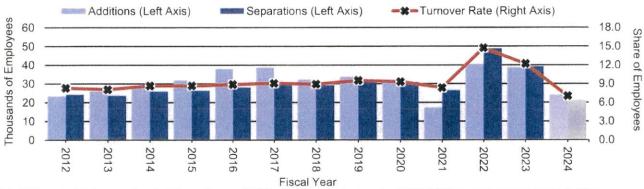
The COVID-19 pandemic upended certain norms for New York City's workforce, which experienced relatively stable employee attrition rates and small vacancy rates in the prior decade. Since March 2020, the City implemented multiple rounds of hiring restrictions as part of its budget gap-closing efforts, which reduced the replacement of employees leaving City service. The City, like other employers, also faced a significant surge in employee attrition beginning in 2021, which was likely encouraged by private sector offers of higher salaries and flexible work arrangements. The outcome has been uneven declines in staffing by agency and by occupation.

The decline in staffing, coupled with a rise in demand for certain municipal services (such as public assistance), has led to short-term staffing shortages in some program areas. Since the last staffing update provided by the Office of the State Comptroller (OSC) in November 2022, employee attrition has stabilized and the City has begun to fill its vacancies to address the short-term shortages, although progress has been uneven.

Now that some time has passed since the public health emergency ended in May of 2023 and the City announced it will be easing the general hiring freeze implemented in the fall of 2023, OSC is reexamining the City's progress in achieving its latest staffing target.

Current targets have been revised down from the City's pre-pandemic target as part of several rounds of cost savings efforts. This analysis identifies the agencies, occupations, and program areas that have experienced improvement in their staffing metrics as well as those which continue to face significant challenges.

## FIGURE 1 Annual Additions and Separations



Note: Full-time only, includes separations due to leave without pay (LWOP) and additions due to returns from LWOP. FY 2024 is year-to-date through January 2024. Sources: NYC Office of Management and Budget; OSC analysis

### Post-Pandemic Update

In FY 2022, there were 48,864 employee separations from payroll (see Figure 1), the highest in at least a decade, and nearly 80 percent higher than the 10-year historical average through FY 2021 (27,600 separations per year). OSC last reported on City staffing using data from August 2022, when the City's full-time workforce totaled 281,333 employees, a decline of 6.4 percent from a year-end record of 300,446 employees in FY 2020.

Elevated attrition over the past few years was attributed to a tight labor market, leading to private sector offers of higher salaries as well as flexible work arrangements. Starting in May 2021, City employees were directed to return to the office, although the number of in-office days were limited so that the overall building occupancy rate would not exceed 50 percent. Effective in September 2021, the occupancy limit was lifted, and all City employees were directed to return to work five days a week.

After two years of separations substantially outpacing hirings, the replacement rate began to normalize in FY 2023. In that year, separations slowed to 39,222, a level of attrition that remained much higher than the historical average. Hiring was also relatively strong for the second straight fiscal year, improving the replacement rate, but it was not enough to offset employee attrition in the aggregate.

## Staffing to rise in FY 2024 but some agencies still face high turnover

Since the publication of our November 2022 staffing report, the City's attrition rates have, in the aggregate, declined sharply, and have been close to pre-pandemic norms since the beginning of FY 2024. For the first time since FY 2020, full-time staffing levels have begun to increase, albeit slowly.

Attrition in the first seven months of FY 2024 totaled 21,503 employees, compared to 25,966 employees during the same period one year ago (see Figure 2) and 33,429 employees in FY 2022. During fiscal years 2016 through 2019, separations from payroll averaged 19,230 employees during the same seven-month period.

While the City's overall attrition rates have improved substantially since FY 2022, some agencies continue to experience employee attrition that greatly exceeds their pre-pandemic average. Figure 3 shows the 10 agencies currently experiencing the highest percent increase in attrition when the year-to-date attrition at these agencies is compared to their pre-pandemic average. For example, the Department of Probation experienced, on average, 67 separations from payroll from July through January of each year prior to the pandemic.

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#### FIGURE 2

#### Year-to-Date Employee Separations

(Total from July through January)

Program Area	Pre- Pandemic	FY 2023	FY 2024
Environ. Protection	306	478	360
Transportation	280	464	375
Parks & Cultural	313	389	407
Health	409	548	431
Oth. Pub. Safety	636	1,033	862
Uniformed Agencies	4,054	6,496	5,073
Housing	268	508	413
Social Services	1,708	2,527	2,092
General Government	1,131	1,799	1,305
Subtotal -	9,102	14,242	11,318
Dept. of Education	9,451	11,194	9,791
CUNY	528	530	394
Total	19,080	25,966	21,503

Note: Separations include leave without pay. The pre-pandemic separations shown above are the average monthly attrition for July through January during fiscal years 2016 through 2019.

Sources: NYC Office of Management and Budget; OSC analysis

In FY 2024, the number of separations from payroll totaled 152 employees, an increase of 128.6 percent over the pre-pandemic average. Other agencies in this list include the Department of Buildings (68.3 percent increase), as well as

the Fire Department (52 percent) and Police Department (39.1 percent). The District Attorneys of Brooklyn and Queens are also among the top 10 experiencing relatively high attrition, although they are also among the strongest recruiters.

## Hiring is steady with certain agencies ramping up recruitment

While a general hiring freeze had been in effect between October 2023 and February 2024 as part of the FY 2024 Program to Eliminate the Gap (PEG), hiring, in the aggregate, has also remained relatively strong so far in FY 2024. As shown in Figure 4, additions to payroll totaled 23,916 during the first seven months of FY 2024, which is virtually unchanged since FY 2023 (at 24,259 employees) and is slightly higher than the pre-pandemic level (23,357 employees). Hiring had been somewhat higher during the same period in FY 2022 (26,358 employees).

The 10 agencies with the largest percent growth in hiring are driving almost all the improvement in overall staffing levels. It is worth noting that the City exempted health and safety as well as

#### FIGURE 3

#### Agencies with Elevated Attrition Levels

(Year-to-date separations from payroll from July through January)

Agency	Pre-Pandemic (2016-2019)	Attrition Peak (2022)	Prior Year (2023)	Current Trends (2024)	Percent Change Pre-Pandemic to Current Trends
Probation	67	148	157	152	128.6%
Buildings	104	223	208	175	68.3%
DA Queens County	49	97	82	77	56.3%
Fire Department	583	1,456	974	886	52.0%
Citywide Admin. Services	149	268	238	225	51.5%
Housing Preservation. & Dev.	164	273	300	238	45.6%
DA Kings County	101	200	194	144	42.2%
Admin. for Children's Services	554	1,162	974	774	39.7%
Police Department	2,232	3,625	3,972	3,104	39.1%
Small Business Services	27	23	32	37	37.0%
Subtotal	4,029	7,475	7,131	5,812	44.3%
All Other	15,051	25,954	18,835	15,691	4.3%
Total	19,080	33,429	25,966	21,503	12.7%

Note: Separations include leave without pay. Top 10 list excludes agencies with fewer than 25 separations during the pre-pandemic period. Sources: NYC Office of Management and Budget; OSC analysis

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#### FIGURE 4

#### Agencies with Elevated Hiring Levels

(Year-to-date additions to payroll from July through January)

Agency	Pre-Pandemic (2016-2019)	Attrition Peak (2022)	Prior Year (2023)	Current Trends (2024)	Percent Change Pre-Pandemic to Current Trends
Admin. Trials & Hearings	30	30	79	89	201.7%
Youth and Community Dev.	33	24	61	84	158.5%
Small Business Services	36	16	22	67	88.7%
DA Kings County	128	212	208	240	87.1%
Social Services	672	520	782	1,228	82.9%
DA Queens County	55	113	121	84	53.4%
Housing Preservation. & Dev.	197	229	307	298	51.3%
Department of Environ. Prot.	326	315	419	472	44.7%
Admin. for Children's Services	644	864	775	903	40.3%
Fire Department	640	1,379	802	884	38.2%
Subtotal	2,759	3,702	3,576	4,349	57.6%
All Other	20,598	22,656	20,683	19,567	(5.0%)
Total	23,357	26,358	24,259	23,916	2.4%

Note: Additions include returns from leave without pay. Top 10 list excludes agencies with fewer than 25 additions during the pre-pandemic period. Sources: NYC Office of Management and Budget; OSC analysis

revenue-generating positions from the last hiring freeze, which may explain some of this trend.

The Office of Administrative Trials and Hearings and the Department of Youth and Community Development have each more than doubled their hiring efforts when additions to payroll in the first seven months of FY 2024 are compared to the average during the pre-pandemic period.

Similarly, the Department of Social Services, which has been experiencing significant staffing challenges in the wake of the pandemic coupled with rising demand for public assistance, added 1,228 employees to payroll in FY 2024, an increase of 82.9 percent over its pre-pandemic hiring level.

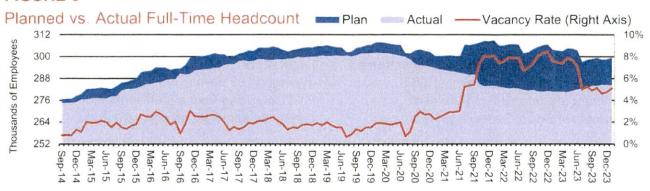
As a result of the overall reduction to attrition coupled with relatively strong hiring, the City's full-time staffing level has, in the aggregate, increased by 2,413 employees since the beginning of FY 2024 to reach 284,330 as of January 2024. (See Appendix A for more details on full-time headcount by agency.) If maintained, year-end staffing would increase for the first time since FY 2020.

## Vacancies have been cut almost in half, driven by recent cost-reduction actions

The City's vacancy rate (measured by comparing actual staffing to the City's authorized fill level), is estimated at 5.1 percent as of January 2024, much lower than the peak recorded in FY 2023 (at 8.4 percent in December 2022; see Figure 5). While still higher than the pre-pandemic average of 2 percent, the current vacancy rate is driven mostly by an unusually large number of vacancies at the Department of Education (DOE; 7,882 positions as of January 2024). If the DOE and City University of New York are excluded, the citywide vacancy rate, in the aggregate, is close to the pre-pandemic level for other employees (at 4.6 percent; see Figure 6). However, some agencies (such as the Department of Environmental Protection and Department of Transportation) are still experiencing elevated vacancy rates. (See Appendix B for more details on vacancy rates for the major agencies with at least 250 full-time employees.)

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Sources: NYC Office of Management and Budget; OSC analysis

The reduction in the vacancy rate is attributed mostly to the City's decision to scale back its planned staffing target, rather than its recent net additions to staffing. At the time the City's vacancy rate had peaked in December 2022, the City had budgeted for 306,692 positions, which included an estimated 25,714 vacancies. Since then, the City has reduced its staffing target by a net of 7,096 positions, accounting for more than two-thirds of the decline in vacancies through January 2024, mostly at the uniformed agencies

FIGURE 6
Vacancy Rates by Program Area

Program Area	Historical Average	Jan. 2024
Environmental Protection	7.3%	11.5%
Transportation Services	6.7%	10.0%
Uniformed Agencies	1.7%	2.5%
Health	8.6%	9.3%
Public Safety & Judicial	0.0%	0.7%
Parks & Cultural Activities	1.3%	1.8%
Social Services Agencies	9.9%	8.9%
General Government	7.4%	5.9%
Housing	8.8%	5.8%
Subtotal	4.0%	4.6%
Department of Education	0.0%	5.6%
City University of New York	0.8%	4.9%
Total	2.0%	5.1%

Note. The historical average vacancy rate is estimated using city-reported monthly headcount and authorized fill level for July 2015 through June 2019. A vacancy rate of 0 percent is shown above if the average of the actual headcount exceeded the authorized fill level during the four-year measurement period.

Sources: NYC Office of Management and Budget; OSC analysis

and DOE (see Figure 7). It is notable that the current staffing targets do not yet fully reflect necessary hiring to meet the class size mandate. During the same period, the City increased its actual headcount by a net of 3,352 employees, with the hiring concentrated in education and social services, which resulted in a net reduction of 10,448 vacant positions from December 2022 through January 2024.

OSC estimates that the City's full-time staffing level will total between 283,000 to 285,500 employees by June 30, 2024. For example, if hiring between February 2024 through June 2024 returns to the average recorded during each of the last five months of fiscal years 2016 through 2019 and attrition is consistent with the level recorded through the same period in FY 2023, then OSC anticipates modest attrition over the remainder of FY 2024, declining to about 283,000.

If, alternatively, hiring and attrition over the remainder of the current fiscal year are consistent with the levels recorded in the last five months of FY 2023, then OSC anticipates a small net gain in headcount over the current level of 284,330, to reach 285,500 employees.

The City's latest financial plan released in April 2024 assumes that full-time staffing levels will increase from the current level by another

May 2024 5

5.1 percent (14,483 employees) to 298,813 employees by June 2025. A little less than half of the increase in full-time staffing would come from the Department of Education (7,173 positions), with the balance concentrated mainly at the Police Department (1,585), Department of Correction (1,098) and Department of Social Services (1,053).

#### City efforts to meet its current target

In the wake of the pandemic, the City has been working to accelerate its hiring, in part, by ensuring the timely administration of civil service exams and increasing its outreach to potential applicants through the NYC Government Hiring Halls. In addition, the recent labor agreements with the City's municipal unions have provided pay increases and led to the creation of new flexible work arrangements (including remote work and an option of fewer days with longer shifts), which may be contributing to the stabilization of employee attrition in addition to other labor market and macroeconomic factors.

The Department of Citywide Administrative Services (DCAS), which administers the City's civil service system, reports that it has reduced the median time from exam administration to exam results completion for DCAS-administered exams from an average of 318 days in FY 2021 to 219 days in FY 2023 (below the agency's target of 290 days). This turnaround time has averaged 169 days in the first four months of FY 2024, down from a median time of 222 days during the same period one year ago.

The number of applications received for all DCAS civil service exams has increased, from 75,489 in FY 2021, to 119,599 in FY 2023. The number of applicants rose sharply during the first four months of FY 2024 (39,735 applications compared to 27,755 received during the same period one year ago).

DCAS also reports that the number of employment applications received via the City's online job hub (Jobs NYC) has nearly doubled over two years to 736,011 in FY 2023.

Offering municipal employees flexible work arrangements consistent with private sector firms (to the extent that is practicable) may have helped to reduce employee attrition, although no studies have been released to measure the impact of these changes on attrition.

FIGURE 7

Reduction to City's Vacancies Since December 2022

Program Area	Estimated Vacancies as of Dec. 22	Net Change to Budgeted Positions, Dec. 22 – Jan.	Net Change to Actual Staffing, Dec. 22 – Jan. 24	Net Impact on Vacancies	Estimated Vacancies as of Jan. 24
Environmental Protection	1,113	(35)	349	(384)	729
Transportation Services	822	(96)	160	(256)	566
Uniformed Agencies	4,901	(3,469)	(666)	(2,803)	2,098
Health	990	(180)	261	(441)	549
Public Safety & Judicial	145	28	127	(99)	46
Parks & Cultural Activities	194	37	148	(111)	83
Social Services Agencies	3,476	(772)	768	(1,540)	1,936
General Government	1,875	(483)	495	(978)	897
Housing	650	(170)	235	(405)	245
Subtotal	14,166	(5,140)	1,877	(7,017)	7,149
Department of Education	11,159	(1,721)	1,599	(3,337)	7,822
City University of New York	389	(235)	(135)	(94)	295
Total	25,714	(7,096)	3,352	(10,448)	15,266

Note: OSC categorizes agencies into program areas based on their operations and responsibilities, which generally replicate the program areas used in the City's Comprehensive Annual Financial Report.

Sources: NYC Comptroller; NYC Office of Management and Budget; OSC analysis

FIGURE 8
Jobs with the Largest Percent Decline

Occupation	Dec. 2022	Jan. 2024
Executive Assistants	332	275
Construction Inspectors	417	366
General Office Clerks	4,813	4,355
Dispatchers	1,771	1,646
Correction Officers	5,879	5,506
Protective Services	4,267	4,001
Police and Detectives	3,530	3,315
Education Analysts	626	590
Fire Officers	2,419	2,305
Asst. to Higher Ed. Officer	322	308
Total	24,376	22,667

Jobs with the Largest Percent Gain

Occupation	Dec. 2022	Jan. 2024
Fire Inspectors	326	402
Biological and Life Scientists	1,232	1,481
Customer Info. Rep.	282	336
Legal Assistants	380	445
Urban Planners	562	656
Park Supervisors,	254	296
Community Coordinators	4,314	5,006
Highway Repairers	440	498
Management-Related Titles	2,942	3,286
Social Workers	10,530	11,139
Total	21,262	23,545

Note: OSC aggregated the City's full-time staffing reported by civil service title into discrete occupational groups based on standard occupational classification data provided by DCAS. Includes occupations with at least 250 employees.

Sources: NYC Office of Management and Budget; DCAS; OSC analysis

#### Changes in staffing by major occupation

OSC also reviewed the changes in full-time staffing by occupation since the vacancy rate peaked in December 2022. While overall employment has increased since then, certain jobs have experienced a decline. As shown in Figure 8, the City occupations which experienced the largest percent decline in staffing include certain public safety jobs (e.g., police and correction officers, dispatchers, construction inspectors, and protective services workers consisting mostly of school safety agents), as well as administrative support roles (executive assistants, clerks, and assistants to higher education officers).

In total, 24 of 71 major occupations (with at least 250 employees) had declined since December 2022. Nevertheless, two-thirds of the major occupations have seen gains since then.

Figure 8 also shows the 10 occupations that experienced the fastest percent increase in staffing, which include fire protection inspectors, customer information representatives, as well as social workers.

#### Reliance on overtime has grown

Given the limited staffing attributed to budgetary constraints and high employee attrition, the City has increased its reliance on overtime to help meet this rebound in the demand for services. Overtime spending totaled \$1.8 billion through March 2024, compared to \$1.1 billion three years ago. The growth in overtime in absolute terms is driven mostly by the uniformed agencies (which make up more than three-quarters of citywide overtime), but there has also been an unusual acceleration of overtime spending at other agencies.

While not the largest drivers of the growth in overtime in absolute terms, the 10 agency divisions shown in Figure 9 have experienced the sharpest growth in overtime when expressed as a share of base pay. This sharp growth in overtime as a share of payroll may be an indication that these divisions are facing staffing challenges as they attempt to meet rising service demand. The growth in overtime at these divisions corresponds with the sharp rise in public assistance enrollment to the highest level in two decades, continued

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FIGURE 9
Growth in Overtime Since the Pandemic Peak in FY 2021
(Year-to-date spending, July through March)

Agency Division	Overtime FY 2021	Overtime FY 2024	OT Share of Payroll FY 2021	OT Share of Payroll FY 2024	Change in OT Share
FDNY - Fire Investigation	\$ 1.6	\$ 4.9	14.2%	42.1%	27.9%
ACS – Juvenile Justice	4.9	13.4	12.5%	34.7%	22.2%
NYPD - School Safety	8.5	38.1	4.9%	25.2%	20.2%
HRA - Adult Services	2.0	13.3	2.7%	20.4%	17.7%
DSNY - Building Management	3.2	5.6	18.8%	33.6%	14.8%
DHS - Shelter Intake & PGM	11.4	18.2	15.7%	28.1%	12.4%
HRA – Public Assistance	27.0	50.1	15.6%	27.7%	12.1%
FDNY - Fire Exting and Emerg Resp	198.2	323.4	28.9%	40.3%	11.5%
DCAS - Asset Management	14.1	18.1	25.9%	34.1%	8.2%
DOE - School Facilities	2.5	5.4	5.7%	13.7%	8.0%
Subtotal	\$ 273.4	\$ 490.5	20.3%	34.5%	14.1%
All Other Divisions	839.6	1,322.3	5.8%	8.6%	2.8%
Total	\$1,113.1	\$1,812.8	7.0%	10.8%	3.8%

Note: The payroll base used for this analysis is normal gross full-time pay only (object codes 001; 004; 005). The Legal Services Division at HRA was excluded from the top 10 list because it was not fully formed at the beginning of the period reviewed for this analysis.

Sources: NYC Comptroller, NYC Office of Management and Budget; OSC analysis

growth in unhoused individuals and families seeking shelter coupled with the asylum crisis, and a rebound in referrals for investigations at the adult services division. The current trend also corresponds with an increase in school crime and young adults placed in secure detention.

Overtime may be used to manage short-term fluctuations in service demand, providing some flexibility for the agency to recalibrate its staffing needs. However, much of the spending on overtime was not anticipated at the time of each budget adoption, creating gaps that must be closed with either unanticipated resources (e.g, higher tax collections) or reductions to planned spending elsewhere in the budget.

In addition, mandated overtime, if used for an extended period, may worsen attrition from employee burnout.

#### Conclusion

For the first time in three years, the City's full-time staffing level is expected to rise in FY 2024, albeit at a modest pace. The latest trend reflects a

sharp reduction in employee attrition since early FY 2023 coupled with relatively strong hiring overall. These changes have occurred despite a temporary hiring freeze in effect until recently for positions not engaged in health and safety activities, are revenue-generating or that were otherwise exempted due to a critical need (e.g., staff at the Human Resource Administration's public assistance division).

The City has reached new labor agreements covering nearly all of its represented employees for the 2021-2026 round of bargaining. These agreements include base wage increases and the creation of new flexible work arrangements, which may have helped to reduce employee attrition. The City has also increased outreach to potential candidates and reduced the time it takes to administer civil service exams, an important step to increase the applicant pool and speed up hiring.

While these recent developments are encouraging, the City continues to face some staffing challenges. OSC has identified several

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areas of the City's government which are still experiencing relatively high turnover and estimated vacancy rates when compared to their pre-pandemic norms. As noted in recent Mayor's Management Reports (MMRs), some services have been adversely impacted by limited staffing.

The data included in the MMRs provide valuable transparency on demand for public services and the City's operational performance in meeting their objectives.

Although MMR data does not explicitly identify funding or staff associated with the performance indicators, it provides important details to link spending and staffing to agency performance indicators by identifying the agency divisions associated with a service. In November 2023, OSC released its Agency Services Monitoring Tool, which expands on the MMR presentation by displaying the corresponding staffing and expense data that is regularly provided by the New York City Office of Management and Budget. A comprehensive review of both the fiscal and performance data is valuable to fully understand the underlying causes of the staffing challenges.

The City's response to these ongoing challenges will have important fiscal implications.

Corresponding with these staffing challenges and the post-pandemic rebound in service demand, some agencies have increased their reliance on overtime to meet their short-term staffing needs. If a shortage remains unaddressed, in certain cases, the City may also be at risk of future litigation for noncompliance with legal or contractual mandates. The City should continue to make efforts to properly target staffing levels to meet necessary demand and focus hiring efforts on ensuring City services are meeting the standards of quality it has set for serving residents.

### Appendix A

## Staffing Trends – Major Agencies (Full-time employees)

ments to any or the feet with the feet	Average	June 20	June 23	Jan 24
Agency	FYs 2012-2019	FY 2020	FY 2023	FY 2024
Mayoralty	986	1,231	1,160	1,132
Board of Elections	435	682	696	698
Comptroller	735	748	664	675
Law	1,452	1,713	1,378	1,460
City Planning	262	301	296	304
Investigation	282	361	271	281
Department of Education Civilian	12,024	13,607	12,780	12,965
Department of Education Pedagogical	114,123	121,077	116,660	117,877
City University Civilian	1,866	1,743	1,531	1,497
City University Pedagogical	4,083	4,545	4,244	4,232
Police Department Civilian	14,650	15,519	13,820	13,318
Police Department Uniform	35,465	35,910	33,797	33,941
Fire Department Civilian	5,623	6,366	6,346	6,366
Fire Department Uniform	10,757	11,047	10,672	10,650
Administration for Children's Services	6,249	7,039	6,209	6,338
Department of Social Services	13,345	12,330	10,748	10,965
Department of Homeless Services	2,114	2,119	1,782	1,788
Department of Correction Civilian	1,545	1,741	1,502	1,521
Department of Correction Uniform	9,593	9,237	6,299	6,165
City Council	319	408	416	449
Aging	286	314	295	307
Financial Information Services Agency	409	428	414	408
NYC Taxi and Limousine Commission	513	584	430	422
Youth and Community Development	434	546	471	519
Probation	988	1,116	1,006	916
Housing Preservation and Development	2,161	2,412	2,401	2,461
Buildings	1,274	1,676	1,552	1,553
Health and Mental Hygiene	4,765	5,530	5,216	5,355
Administrative Trials & Hearings	258	302	385	444
Department of Environmental Protection	5,682	5,891	5,524	5,636
Department of Sanitation Civilian	2,015	2,107	1,822	1,795
Department of Sanitation Uniform	7,392	7,755	8,045	8,342
Department of Finance	1,852	1,996	1,653	1,653
Transportation	4,604	5,120	5,064	5,117
Department of Parks and Recreation	3,797	4,236	4,399	4,384
Department of Design and Construction	1,252	1,256	1,054	1,091
Citywide Administrative Services	2,076	2,403	2,016	2,018
Department of Information Technology and	1,298	1,673	1,475	1,503
Department of Consumer and Worker Protection	356	390	411	421
District Attorney - Manhattan	1,364	1,515	1,555	1,610
District Attorney - Bronx	886	1,038	997	1,036
District Attorney - Brooklyn	1,052	1,124	1,152	1,248
District Attorney - Queens	633	734	835	842
Minor agencies	2,172	2,576	2,474	2,627
Citywide including Minor Agencies	283,426	300,446	281,917	284,330

Note: Excludes agencies with less than 250 full-time employees as of January 2024.

Sources: NYC Office of Management and Budget; OSC analysis

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### Appendix B

### OSC-Estimated Historical Vacancy Rates - Major Agencies

(Full-time employees)

	Average	June 20	June 23	Jan 24
Agency	FYs 2012-2019	FY 2020	FY 2023	FYTD 2024
Mayoralty	10.1%	8.9%	10.8%	6.8%
Board of Elections	0.0%	0.0%	0.0%	0.0%
Comptroller	4.3%	5.9%	15.2%	13.8%
Law	6.3%	8.4%	9.8%	2.4%
City Planning	14.7%	16.2%	14.5%	7.6%
Investigation	16.6%	11.5%	16.4%	10.8%
Department of Education Civilian	0.0%	0.0%	2.5%	0.0%
Department of Education Pedagogical	0.0%	0.8%	8.1%	6.5%
City University Civilian	0.0%	10.4%	12.3%	13.7%
City University Pedagogical	0.0%	0.0%	1.1%	1.3%
Police Department Civilian	4.4%	2.4%	7.0%	3.8%
Police Department Uniform	0.0%	0.7%	3.5%	3.1%
Fire Department Civilian	0.0%	0.1%	0.9%	0.0%
Fire Department Uniform	0.2%	0.0%	2.6%	1.4%
Administration for Children's Services	9.1%	1.8%	12.3%	8.4%
Department of Social Services	8.5%	14.4%	14.1%	9.6%
Department of Homeless Services	7.4%	12.2%	8.7%	6.9%
Department of Correction Civilian	19.4%	9.7%	13.2%	1.1%
Department of Correction Uniform	0.8%	0.0%	10.8%	9.3%
City Council	9.6%	11.9%	4.4%	0.4%
Aging	8.2%	2.8%	14.0%	4.1%
Financial Information Services Agency	7.5%	3.4%	0.0%	0.5%
NYC Taxi and Limousine Commission	19.3%	2.0%	14.9%	9.4%
Youth and Community Development	7.7%	5.2%	8.9%	8.5%
Probation	9.4%	8.3%	12.4%	12.6%
Housing Preservation and Development	10.7%	6.3%	10.7%	9.5%
Buildings	9.6%	6.8%	17.6%	0.0%
Health and Mental Hygiene	11.3%	5.0%	13.0%	9.3%
Administrative Trials & Hearings	6.4%	3.2%	2.0%	0.0%
Department of Environmental Protection	8.0%	4.8%	12.9%	11.5%
Department of Sanitation Civilian	6.8%	5.6%	4.5%	0.0%
Department of Sanitation Uniform	0.2%	1.1%	0.0%	0.0%
Department of Finance	9.6%	6.7%	12.9%	13.1%
Transportation	8.6%	6.2%	11.0%	10.0%
Department of Parks and Recreation	4.5%	5.2%	5.7%	1.7%
Department of Design and Construction	11.2%	19.2%	12.7%	7.8%
Citywide Administrative Services	5.1%	7.2%	14.0%	11.2%
Department of Information Technology and	15.3%	8.0%	10.9%	0.0%
Department of Milotriation Fectiology and Department of Consumer and Worker Protection	13.0%	8.2%	8.5%	5.8%
District Attorney - Manhattan	0.0%	0.0%	0.0%	0.0%
District Attorney - Mannattan  District Attorney - Bronx	0.0%	2.4%	11.0%	7.4%
District Attorney - Brooklyn	0.0%	0.0%	0.0%	0.0%
	0.0%	0.0%	0.0%	0.0%
District Attorney - Queens  Citywide	1.6%	1.9%	7.1%	5.1%

Note: Excludes agencies with less than 250 full-time employees as of January 2024. Rates are estimated based on the difference between actual headcount and the last published forecast for each fiscal year ending June 30. A result of 0 percent indicates that actual headcount exceeded the year-end or year-to-date forecast.

Sources: NYC Office of Management and Budget; OSC analysis

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Prepared by the Office of the State Deputy Comptroller for the City of New York Christopher Lotridge, Director of Fiscal Studies









Employee Name	Employee Number	Title Code	Title Description	Salary	Agency Start Date	Exam#
ABREU, CINDY	1853123	51810	PROBATION OFF	\$61,386.00	04/08/2024	3143
ADONIS, DASHANA	1346624	51810	PROBATION OFF	\$61,386.00	04/08/2024	2090
ARANBAYEV, RAFAEL	1406720	51810	PROBATION OFF	\$61,386.00	04/08/2024	2090
CLARKE, LAVAYA	1959412	51810	PROBATION OFF	\$61,386.00	04/08/2024	2090
FOREMAN, SHARON	1455740	51810	PROBATION OFF	\$61,386.00	04/08/2024	3143
FRAZIER, DESTINY	1565781	51810	PROBATION OFF	\$61,386.00	04/08/2024	3143
HARRIS, ODESSA	1959401	51810	PROBATION OFF	\$61,386.00	04/08/2024	3143
LAURENT, RAMSEY	1959402	51810	PROBATION OFF	\$61,386.00	04/08/2024	3037
MCCAIN, VICTORIA	800385	51810	PROBATION OFF	\$61,386.00	04/08/2024	3143
PANAGOPOULOS, MARIA	1961220	51810	PROBATION OFF	\$61,386.00	04/21/2024	3143
RIDDLE, LEIANNA	1959396	51810	PROBATION OFF	\$61,386.00	04/08/2024	3143
WADE, JANELLE	1809833	51810	PROBATION OFF	\$61,386.00	04/08/2024	3143
YOUNG, KEISHA	553392	51810	PROBATION OFF	\$61,386.00	04/22/2024	3037

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## March and April 2025

ALMONTE ALBINO, FRALMIDES   51810   PROBATION OFF   03/31/2025   BARROW, LATRICE-FRANDE   51810   PROBATION OFF   03/31/2025   CLARKE, EDWARD   51810   PROBATION OFF   03/31/2025   COLEMAN IR, ALLAN   51810   PROBATION OFF   03/31/2025   CRAWFORD, IMAMI   51810		litte Code	Infe Description	Agency Start Date
ALMONT   ALIGNOT   CALCINETION	Employee Name		·	03/31/2025
BARROW, LATRICE-FRANDE   51810   PROBATION OFF   03/31/2025				03/31/2025
BARKOW, LAILAN   SI810   PROBATION OFF   0.331/2025	BAIRD, MELISA			03/31/2025
BLOWN   MELISSA	· ·			03/31/2025
COLEMAN R. ALLAN  S1810  PROBATION OFF  3/31/2025  3/31/2025  3/31/2025  DEBROSSE, ERICA  51810  PROBATION OFF  3/31/2025  DEBROSSE, ERICA  51810  PROBATION OFF  3/31/2025  PROBUSH, LAUREN  51810  PROBATION OFF  3/31/2025  GOMETZ, LEAH  51810  PROBATION OFF  3/31/2025  GOMETZ, LEAH  51810  PROBATION OFF  3/31/2025  GOMETZ, LEAH  51810  PROBATION OFF  3/31/2025  GREEN, TAYAH  51810  PROBATION OFF  3/31/2025  GREEN, TAYAH  51810  PROBATION OFF  3/31/2025  BALLEN, TAYAH  51810  PROBATION OFF  3/31/2025  JAVAID, FAREKH  JOHNSON, JACQUEL  51810  PROBATION OFF  3/31/2025  MALIK, AFU  MANGRAY, ASHLEY  51810  MORDATION OFF  3/31/2025  MAYERS, THERESA  51810  MCCULLOUGH, ETHAN  51810  PROBATION OFF  3/31/2025  MCCULLOUGH, ETHAN  51810  PROBATION OFF  3/31/2025  MCCULLOUGH, ETHAN  51810  MCNOTOSH, MARCIA  MCNOTOSH, MARCIA  MCNODZA, CYNTHIA  51810  MCNODZA, CYNTHIA  51810  MCNOBATION OFF  3/31/2025  MCNUTOSH, MARCIA  MCNODZA, CYNTHIA  51810  PROBATION OFF  3/31/2025  MCNOBATION OFF  3/31/2025  MAYERS, JANYLL  51810  PROBATION OFF  3/31/2025  MAYERS, JANYLL  51810  PROBATION OFF  3/31/2025  MAYERS, JANYLL  51810  PROBATION OFF  3/31/2025  MAYERS, MARLON  51810  PROBATION OFF  3/31/2025  MAYERS, MARCON  MARCHARLON  51810  PROBATION OFF  3/31/2025  MAYERS, MARCON  MARCHARLON  51810  PROBATION OFF  3/31/2025  MAYERS, MARCON  MARCHARLON  MARCHARLON  MARCHARLON  MARCHARLON  MARCH				03/31/2025
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DAMASCENO, ADRIANA   51810   PROBATION OFF   03/31/2025				03/31/2025
DEBROSSE. ERICA  51810  PROBATION OFF  03/31/2025  FORBUSH. LAUREN  51810  PROBATION OFF  03/31/2025  GOMETZ. LEAH  51810  PROBATION OFF  03/31/2025  GREEN, TAYAH  GUZMAN, BEVERLY  51810  PROBATION OFF  03/31/2025  HENRY, TRENT  51810  PROBATION OFF  03/31/2025  HENRY, TRENT  51810  PROBATION OFF  03/31/2025  HENRY, TRENT  51810  PROBATION OFF  03/31/2025  JOY, JOB  51810  PROBATION OFF  03/31/2025  MALIK. AFU  MANGRAY, ASHLEY  51810  PROBATION OFF  03/31/2025  MALIK. AFU  MANGRAY, ASHLEY  51810  PROBATION OFF  03/31/2025  MAYERS. THERESA  MCCULLOUGH, ETHAN  MCINTOSH, MARCIA  MENDOZA, CYNTHIA  MILLER, DONELL  NEWTON, AVIANNA  51810  PROBATION OFF  03/31/2025  MENDOZA, CYNTHIA  51810  PROBATION OFF  03/31/2025  MENDOZA, CYNTHIA  51810  PROBATION OFF  03/31/2025  MENDOZA, CYNTHIA  51810  PROBATION OFF  03/31/2025  MENDOX, CYNTHIA  51810  PROBATION OFF  03/31/2025  MENDOX, CYNTHIA  51810  PROBATION OFF  03/31/2025  MENDOX, CYNTHIA  51810  PROBATION OFF  03/31/2025  PROSPER, MARLON  51810  PROBATION OFF  03/31/2025  PROSPER, MARLON  51810  PROBATION OFF  03/31/2025  TORES, JANYLL  51810  PROBATION OFF  04/14/2025  MAHARAJ, PREMATIE  51810  PROBATION OFF  04/14/2025  MAHARAJ, PREMATIE  51810  PROBATION OFF  04/14/2025  MAHARAJ, PREMATIE  51810  PROBATION OFF  04/14/2025  MOSTAFA, MUHAMMAD  51810  PROBATION OFF  04/14/2025  MOTATION OFF  04/14/2025  MOTAT				03/31/2025
DEBROSSE.ERICA   1810   PROBATION OFF   03/31/2025				03/31/2025
FORBUSH, LAUREN  GOMETZ, LEAH  S1810  PROBATION OFF  GOSTIC, LEAH  GREEN, TAYAH  S1810  GREEN, TAYAH  S1810  GREEN, TAYAH  S1810  GREEN, TAYAH  S1810  GUZMAN, BEVERLY  HENRY, TRENT  JAVAID, FAREKH  S1810  PROBATION OFF  JOS/31/2025  JONISON, JACQUEL  JAVAID, FAREKH  S1810  PROBATION OFF  JOS/31/2025  JONISON, JACQUEL  S1810  PROBATION OFF  JOS/31/2025  JONISON, JACQUEL  S1810  PROBATION OFF  JOS/31/2025  MALIK, AFU  MANGRAY, ASHLEY  MAYERS, THERESA  S1810  MCCULLOUGH, ETHAN  MCINTOSH, MARCIA  MCNOZA, CYNTHIA  MILLER, DONELL  NEWTON, AVIANNA  S1810  PROBATION OFF  JOS/31/2025  MILLER, DONELL  NEWTON, AVIANNA  S1810  PROBATION OFF  JOS/31/2025  PROBATION OFF  JOS/31/2025  PROBATION OFF  JOS/31/2025  MILLER, DONELL  NEWTON, AVIANNA  S1810  PROBATION OFF  JOS/31/2025  PROBATION OFF  JOS/31/2025  PROBATION OFF  JOS/31/2025  PROBATION OFF  JOS/31/2025  MILLER, DONELL  NEWTON, AVIANNA  S1810  PROBATION OFF  JOS/31/2025  TORICS, JANYLL  S1810  PROBATION OFF  JOS/31/2025  JO	· ·			03/31/2025
GREEN, TAYAH GREEN, TAYAH GUZMAN, BEVERLY 51810 PROBATION OFF 03/31/2025 HENRY, TRENT 51810 PROBATION OFF 03/31/2025 JAVAID, FAREKH 51810 PROBATION OFF 03/31/2025 JAVAID, FAREKH 51810 PROBATION OFF 03/31/2025 JOY, JOB 51810 PROBATION OFF 03/31/2025 JOY, JOB 51810 PROBATION OFF 03/31/2025 MALIK, AFU 51810 PROBATION OFF 03/31/2025 MANGRAY, ASHLEY 51810 PROBATION OFF 03/31/2025 MAYERS, THERESA 51810 PROBATION OFF 03/31/2025 MCCULLOUGH, ETHAN 51810 PROBATION OFF 03/31/2025 MCCULLOUGH, ETHAN 51810 PROBATION OFF 03/31/2025 MCCULLOUGH, ETHAN 51810 PROBATION OFF 03/31/2025 MILLER, DONELL NEWTON, AVIANNA 51810 PROBATION OFF 03/31/2025 MILLER, DONELL NEWTON, AVIANNA 51810 PROBATION OFF 03/31/2025 SILVA, JOSE 51810 PROBATION OFF 03/31/2025 TORES, JANYLL 51810 PROBATION OFF 04/14/2025	FORBUSH, LAUKEN			
GREEN, TAYAH GUZMAN, BEVERLY 51810 PROBATION OFF 03/31/2025 HENRY, TRENT 51810 PROBATION OFF 03/31/2025 JAVAID, FAREKH 51810 PROBATION OFF 03/31/2025 MALIK, AFU 51810 PROBATION OFF 03/31/2025 MALIK, AFU MAYERS, THERESA 51810 PROBATION OFF 03/31/2025 MAYERS, THERESA 51810 PROBATION OFF 03/31/2025 MCINTOSH, MARCIA MILLER, MANDA 51810 PROBATION OFF 04/14/2025 MCINTOSH, MARCIA MILLER, MANDA 51810 PROBATION OFF 04/14/2025 MCINTOSH, MARCIA MARAAJ, PREMATIE 51810 PROBATION OFF 04/14/2025 MCINTOSH, MARCIA MCINTOSH MCINTOSH MCIN	:GOMETZ, LEAH			
GUZMAN. SEVERLY HENRY, TRENT JAVAID. FAREKH 51810 PROBATION OFF 03/31/2025 JAVAID. FAREKH 51810 PROBATION OFF 03/31/2025 JOY. JOB 51810 PROBATION OFF 03/31/2025 JOY. JOB 51810 PROBATION OFF 03/31/2025 JOY. JOB 51810 PROBATION OFF 03/31/2025 MALIK. AFU 51810 PROBATION OFF 03/31/2025 MANGRAY, ASHLEY 51810 MANGRAY, ASHLEY MAYERS. THERESA 51810 PROBATION OFF 03/31/2025 MCCULLOUGH. ETHAN 51810 PROBATION OFF 03/31/2025 MCCULLOUGH. ETHAN 51810 PROBATION OFF 03/31/2025 MCULLOUGH. ETHAN 51810 PROBATION OFF 03/31/2025 MCINTOSH. MARCIA MENDOZA. CYNTHIA 51810 PROBATION OFF 03/31/2025 MILLER. DONELL 51810 PROBATION OFF 03/31/2025 NEWTON, AVIANNA 51810 PROBATION OFF 03/31/2025 PROSPER. MARLON 51810 PROBATION OFF 03/31/2025 PROSPER. MARLON 51810 PROBATION OFF 03/31/2025 TORRES. JANYLL 51810 PROBATION OFF 03/31/2025 CASSELL. SAVANNAH 51810 PROBATION OFF 04/14/2025 CASSELL. SAVANDA CASSELL SAVANDA 51810 PROBATION OFF 04/14/2025 CASSELL SAVANDA CASSELL SAVENTER CASTINETER CASTION OFF 04/14/2025 CASSELL	GREEN, TAYAH			
HENRY, TRENT JAVAID, FAREKH 151810 PROBATION OFF JOHNSON, JACQUEL 151810 PROBATION OFF JOHNSON, J	GUZMAN, BEVERLY			
JAVAID, FAREKH   51810   PROBATION OFF   03/31/2025				
JOHNSON. JACQUEL   51810   PROBATION OFF   03/31/2025     JOY, JOB   51810   PROBATION OFF   03/31/2025     MALIK. AFU   51810   PROBATION OFF   03/31/2025     MANGRAY, ASHLEY   51810   PROBATION OFF   03/31/2025     MANGRAY, ASHLEY   51810   PROBATION OFF   03/31/2025     MAYERS. THERESA   51810   PROBATION OFF   03/31/2025     MCCULLOUGH. ETHAN   51810   PROBATION OFF   03/31/2025     MCINTOSH. MARCIA   51810   PROBATION OFF   03/31/2025     MCINTOSH. MARCIA   51810   PROBATION OFF   03/31/2025     MILLER. DONELL   51810   PROBATION OFF   03/31/2025     MILLER. DONELL   51810   PROBATION OFF   03/31/2025     NEWTON. AVIANNA   51810   PROBATION OFF   03/31/2025     PROSPER. MARLON   51810   PROBATION OFF   03/31/2025     PROSPER. MARLON   51810   PROBATION OFF   03/31/2025     SILVA, JOSE   51810   PROBATION OFF   03/31/2025     TORRES, JANYLL   51810   PROBATION OFF   03/31/2025     TORRES, JANYLL   51810   PROBATION OFF   03/31/2025     WILSON, JARVIS   51810   PROBATION OFF   03/31/2025     BEHARRY, FENTON   51810   PROBATION OFF   03/31/2025     BEHARRY, FENTON   51810   PROBATION OFF   04/14/2025     CASSELL. SAVANNAH   51810   PROBATION OFF   04/14/2025     GILKES, KENISHA   51810   PROBATION OFF   04/14/2025     MAHARAJ, PREMATIE   51810   PROBATION OFF   04/14/2025     MOSTAFA, MUHAMMAD   51810   PROBATION OFF   04/14/2025     MOSTAFA   MUHAMMAD   51810   PROBATIO	JAVAID FAREKH		,	
MALIK. AFU	, : JOHNSON, JACQUEL			
MALIK, AFU         51810         PROBATION OFF         03/31/2025           MANGRAY, ASHLEY         51810         PROBATION OFF         03/31/2025           MAYERS, THERESA         51810         PROBATION OFF         03/31/2025           MCCULLOUGH, ETHAN         51810         PROBATION OFF         03/31/2025           MCINTOSH, MARCIA         51810         PROBATION OFF         03/31/2025           MENDOZA, CYNTHIA         51810         PROBATION OFF         03/31/2025           MILLER, DONELL         51810         PROBATION OFF         03/31/2025           NEWTON, AVIANNA         51810         PROBATION OFF         03/31/2025           OWENS, CHEYANNE         51810         PROBATION OFF         03/31/2025           PROSPER, MARLON         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           TORRES, JANYLL         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/07/2025           CASSELL, SAVANNAH	, JOY, JOB			
MANGRAY. ASHLEY         51810         PROBATION OFF         03/31/2025           MAYERS. THERESA         51810         PROBATION OFF         03/31/2025           MCCULLOUGH. ETHAN         51810         PROBATION OFF         03/31/2025           MCINTOSH. MARCIA         51810         PROBATION OFF         03/31/2025           MENDOZA. CYNTHIA         51810         PROBATION OFF         03/31/2025           MILLER. DONELL         51810         PROBATION OFF         03/31/2025           MILLER. DONELL         51810         PROBATION OFF         03/31/2025           NEWTON, AVIANNA         51810         PROBATION OFF         03/31/2025           OWENS, CHEYANNE         51810         PROBATION OFF         03/31/2025           PROSPER, MARLON         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA	MALIK, AFU			
MAYERS. THERESA         51810         PROBATION OFF         03/31/2025           MCCULLOUGH. ETHAN         51810         PROBATION OFF         03/31/2025           MCINTOSH. MARCIA         51810         PROBATION OFF         03/31/2025           MENDOZA. CYNTHIA         51810         PROBATION OFF         03/31/2025           MILLER. DONELL         51810         PROBATION OFF         03/31/2025           NEWTON, AVIANNA         51810         PROBATION OFF         03/31/2025           OWENS, CHEYANNE         51810         PROBATION OFF         03/31/2025           PROSPER, MARLON         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           TORRES, JANYLL         51810         PROBATION OFF         03/31/2025           TORRES, JANYLL         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         03/31/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/07/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA </td <td>MANGRAY, ASHLEY</td> <td></td> <td>· · · ·</td> <td>*****</td>	MANGRAY, ASHLEY		· · · ·	*****
MCCULLOUGH, ETHAN         51810         PROBATION OFF         03/31/2025           MCINTOSH, MARCIA         51810         PROBATION OFF         03/31/2025           MENDOZA, CYNTHIA         51810         PROBATION OFF         03/31/2025           MILLER, DONELL         51810         PROBATION OFF         03/31/2025           NEWTON, AVIANNA         51810         PROBATION OFF         03/31/2025           OWENS, CHEYANNE         51810         PROBATION OFF         03/31/2025           PROSPER, MARLON         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           TORRES, JANYLL         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/07/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           GILKES, KENISHA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA </td <td></td> <td></td> <td></td> <td></td>				
MCINTOSH, MARCIA         51810         PROBATION OFF         03/31/2025           MENDOZA, CYNTHIA         51810         PROBATION OFF         03/31/2025           MILLER, DONELL         51810         PROBATION OFF         03/31/2025           NEWTON, AVIANNA         51810         PROBATION OFF         03/31/2025           OWENS, CHEYANNE         51810         PROBATION OFF         03/31/2025           PROSPER, MARLON         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           TORRES, JANYLL         51810         PROBATION OFF         03/31/2025           TOUSSAINT, KYLIAH         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           GILKES, KENISHA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMA	MCCULLOUGH, ETHAN	51810		
MENDOZA, CYNTHIA         51810         PROBATION OFF         03/31/2025           MILLER, DONELL         51810         PROBATION OFF         03/31/2025           NEWTON, AVIANNA         51810         PROBATION OFF         03/31/2025           OWENS, CHEYANNE         51810         PROBATION OFF         03/31/2025           PROSPER, MARLON         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           TORRES, JANYLL         51810         PROBATION OFF         03/31/2025           TOUSSAINT, KYLIAH         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMAD </td <td>MCINTOSH, MARCIA</td> <td>51810</td> <td></td> <td></td>	MCINTOSH, MARCIA	51810		
MILLER. DONELL         51810         PROBATION OFF         03/31/2025           NEWTON, AVIANNA         51810         PROBATION OFF         03/31/2025           OWENS, CHEYANNE         51810         PROBATION OFF         03/31/2025           PROSPER, MARLON         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           TORRES, JANYLL         51810         PROBATION OFF         03/31/2025           TOUSSAINT, KYLIAH         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/14/2025           MAHARAJ, PREMATIE         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMAD         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMM	MENDOZA, CYNTHIA	51810		• •
NEWTON. AVIANNA         51810         PROBATION OFF         03/31/2025           OWENS. CHEYANNE         51810         PROBATION OFF         03/31/2025           PROSPER. MARLON         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           TORRES. JANYLL         51810         PROBATION OFF         03/31/2025           TOUSSAINT. KYLIAH         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CASSELL. SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           GILKES, KENISHA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/07/2025           MAHARAJ, PREMATIE         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMAD         51810         PROBATION OFF         04/14/2025           RODRIGUEZ-LESLI, JOHNATHAN         51810         PROBATION OFF         04/14/2025		51810		
OWENS. CHEYANNE         51810         PROBATION OFF         03/31/2025           PROSPER. MARLON         51810         PROBATION OFF         03/31/2025           SILVA, JOSE         51810         PROBATION OFF         03/31/2025           TORRES, JANYLL         51810         PROBATION OFF         03/31/2025           TOUSSAINT, KYLIAH         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           GILKES, KENISHA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/14/2025           MAHARAJ, PREMATIE         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMAD         51810         PROBATION OFF         04/14/2025           RODRIGUEZ-LESLI, JOHNATHAN         51810         PROBATION OFF         04/14/2025		51810		
PROSPER, MARLON  SILVA, JOSE  TORRES, JANYLL  TOUSSAINT, KYLIAH  SIBIO  PROBATION OFF  TOUSSAINT, KYLIAH  SIBIO  PROBATION OFF  TOUSSAINT, KYLIAH  SIBIO  PROBATION OFF  MILSON, JARVIS  BEHARRY, FENTON  CASSELL, SAVANNAH  SIBIO  PROBATION OFF  O4/07/2025  CASSELL, SAVANNAH  SIBIO  PROBATION OFF  O4/14/2025  CLOTTER, KAYLA  SIBIO  PROBATION OFF  O4/14/2025  GILKES, KENISHA  LAVAYEN, WANDA  MAHARAJ, PREMATIE  MOSTAFA, MUHAMMAD  SIBIO  PROBATION OFF  O4/14/2025  PROBATION OFF  O4/14/2025  O4/14/2025  PROBATION OFF  O4/14/2025  O4/14/2025  PROBATION OFF  O4/14/2025  O4/14/2025  O4/14/2025  PROBATION OFF  O4/14/2025	•	51810		
SILVA, JOSE	~ PROSPER, MARLON	51810	PROBATION OFF	
TORRES, JANYLL         51810         PROBATION OFF         03/31/2025           TOUSSAINT, KYLIAH         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           GILKES, KENISHA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/07/2025           MAHARAJ, PREMATIE         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMAD         51810         PROBATION OFF         04/14/2025           RODRIGUEZ-LESLI, JOHNATHAN         51810         PROBATION OFF         04/14/2025	1	51810		
TOUSSAINT, KYLIAH         51810         PROBATION OFF         03/31/2025           WILSON, JARVIS         51810         PROBATION OFF         04/07/2025           BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           GILKES, KENISHA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/07/2025           MAHARAJ, PREMATIE         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMAD         51810         PROBATION OFF         04/14/2025           RODRIGUEZ-LESLI, JOHNATHAN         51810         PROBATION OFF         04/14/2025		51810	PROBATION OFF	
WILSON, JARVIS         51810         PROBATION OFF         03/31/2023           BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           GILKES, KENISHA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/07/2025           MAHARAJ, PREMATIE         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMAD         51810         PROBATION OFF         04/14/2025           RODRIGUEZ-LESLI, JOHNATHAN         51810         PROBATION OFF         04/14/2025		51810	PROBATION OFF	
BEHARRY, FENTON         51810         PROBATION OFF         04/14/2025           CASSELL, SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           GILKES, KENISHA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/07/2025           MAHARAJ, PREMATIE         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMAD         51810         PROBATION OFF         04/14/2025           RODRIGUEZ-LESLI, JOHNATHAN         51810         PROBATION OFF         04/14/2025		51810		
CASSELL. SAVANNAH         51810         PROBATION OFF         04/14/2025           CLOTTER, KAYLA         51810         PROBATION OFF         04/14/2025           GILKES, KENISHA         51810         PROBATION OFF         04/14/2025           LAVAYEN, WANDA         51810         PROBATION OFF         04/07/2025           MAHARAJ, PREMATIE         51810         PROBATION OFF         04/14/2025           MOSTAFA, MUHAMMAD         51810         PROBATION OFF         04/14/2025           RODRIGUEZ-LESLI, JOHNATHAN         51810         PROBATION OFF         04/14/2025		51810	PROBATION OFF	
CLOTTER, KAYLA       51810       PROBATION OFF       04/14/2025         GILKES, KENISHA       51810       PROBATION OFF       04/14/2025         LAVAYEN, WANDA       51810       PROBATION OFF       04/07/2025         MAHARAJ, PREMATIE       51810       PROBATION OFF       04/14/2025         MOSTAFA, MUHAMMAD       51810       PROBATION OFF       04/14/2025         RODRIGUEZ-LESLI, JOHNATHAN       51810       PROBATION OFF       04/14/2025		51810	PROBATION OFF	
GILKES, KENISHA  51810  PROBATION OFF  04/14/2025  LAVAYEN, WANDA  51810  PROBATION OFF  04/07/2025  MAHARAJ, PREMATIE  51810  PROBATION OFF  04/14/2025  MOSTAFA, MUHAMMAD  FROBATION OFF  04/14/2025  RODRIGUEZ-LESLI, JOHNATHAN  51810  PROBATION OFF  04/14/2025  04/14/2025		51810	PROBATION OFF	•
LAVAYEN, WANDA       51810       PROBATION OFF       04/14/2025         MAHARAJ, PREMATIE       51810       PROBATION OFF       04/14/2025         MOSTAFA, MUHAMMAD       51810       PROBATION OFF       04/14/2025         RODRIGUEZ-LESLI, JOHNATHAN       51810       PROBATION OFF       04/14/2025		51810	PROBATION OFF	
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CHAIR
CRIME VICTIMS, CRIME AND CORRECTION
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Written Testimony of New York State Senator Julia Salazar, District 18 Chair, Senate Committee on Crime Victims, Crime and Correction

# New York City Council Committee on Criminal Justice Public Hearing July 28, 2025

### Introduction

Esteemed members of the New York City Council Committee on Criminal Justice, thank you for the opportunity to offer written testimony regarding Resolution 734, calling on the Governor to sign Senate Bill S8415, the Prison Omnibus Bill, and Resolution 272 calling on the New York State Legislature and Governor to pass and sign S6677A, also known as the Gender Identity Respect, Dignity, and Safety (GIRDS) Act. I am proud to be the Sponsor of both bills in the Senate and am grateful for the Committee's recognition of the urgent need for their enactment.

As the Chair of the New York State Senate's Committee on Crime Victims, Crime and Correction, I have sponsored and advocated for key legislation, such as the HALT Solitary Confinement Act, the Fair & Timely Parole Act, the Second Look Act and many other bills, have chaired committee meetings to consider legislation in this policy area, hosted public hearings on relevant topics, regularly visited correctional facilities, and maintained communication with incarcerated individuals, families of incarcerated individuals, correctional staff, crime survivors, and community leaders in this field. In my capacity as Chair, I have visited more than half of the State's 42 correctional facilities as well as local facilities such as the jails on Rikers Island and have assigned staff to constituent services and advocacy on behalf of incarcerated individuals who contact my office on a regular basis. In addition to the services that my office provides for the constituents of Senate District 18, my office has fielded over 1,000 cases from incarcerated individuals or their families in just the past 2.5 years. As with my visits to correctional facilities, these incarceration-related cases provide me with deep insight into the systemic violence and dysfunction that plague our State prisons.

### **Recent Murders & Related Events**

On December 9<sup>th</sup>, 2024, Robert Brooks, a 43-year-old incarcerated man, was brutally murdered on camera at Marcy Correctional Facility by 14 correctional staff members, including correction

officers, sergeants, and nurses, some of whom participated in the beating, and some watched and failed to intervene or report it. This murder placed a spotlight on the New York State Department of Correction and Community Supervision (DOCCS), revealing what so many currently and formerly incarcerated individuals have been trying to amplify for years: incarcerated individuals are being neglected, harmed, and sometimes killed by DOCCS staff, all too often with complete impunity.<sup>1</sup>

In February 2025, days before the indictment of the officers involved in Mr. Brooks' murder was scheduled to be unsealed, approximately 13,000 correction officers walked off the job and participated in an unsanctioned work stoppage. This action left about 30,000 incarcerated individuals in crisis. During this time, my office received countless reports from incarcerated individuals and their families detailing the increasingly dangerous and inhumane conditions they were facing: limited access to medical care and daily medications; inadequate access to legal calls and consultations; no out-of-cell time, programming, or visitation; and minimal access to food and showers. They were essentially stuck in pre-HALT solitary confinement conditions without any clear end in sight. In response, the Governor deployed the National Guard throughout the State's prisons to provide care for the incarcerated individuals and staff the facilities. The neglect they had already faced and continued to face because there were not enough National Guard members resulted in the deaths of 12 incarcerated individuals that we are aware of, with causes of deaths ranging from death by suicide, to medical neglect, to, in the case of Messiah Nantwi, murder.<sup>2</sup> On March 1st, 2025, Mr. Nantwi was violently murdered by 18 correctional staff, including officers, sergeants, and members of the Correction Emergency Response Team (CERT) at Midstate Correctional Facility, who then engaged in a conspiracy to cover up their actions. These individuals are now facing criminal charges.<sup>3</sup>

In addition to these events, the Correctional Association of New York testified in a recent public legislative hearing I co-chaired on *the safety of persons in custody, transparency, and accountability within State correctional facilities*, that deaths within DOCCS facilities increased by 34% between 2023 and 2024, which establishes the highest number of deaths in 12 month period in custody in the past 5 years, including during the pandemic.<sup>4</sup>

### **Legislative Response**

The two violent murders and unsanctioned work stoppage that resulted in the deaths of other incarcerated individuals raised unprecedented public awareness about the long-term and multifaceted crisis of staff violence, medical neglect, and lack of accountability in New York's

<sup>&</sup>lt;sup>1</sup> Body-worn camera footage released by the NYS Attorney General

<sup>&</sup>lt;sup>2</sup> Ransom, J (2025, March 4). Seven Prisoners Die as New York Guard Strikes Cause Widespread Disarray. The New York Times. https://www.nytimes.com/2025/03/04/nyregion/ny-prison-strike-guards.html

<sup>&</sup>lt;sup>3</sup> Lyons, B (2025, June 15). Federal lawsuit filed on behalf of man fatally beaten by prison officers. *Times Union. https://www.timesunion.com/capitol/article/lawsuit-filed-behalf-man-fatally-beaten-prison-20379788.php* 

<sup>&</sup>lt;sup>4</sup> See: Written testimony by the Correctional Association of New York

correctional systems. It was imperative that the legislature act quickly and boldly before the end of the legislative session, which concluded on June 17<sup>th</sup>, 2025. As Chair of the Crime Victims, Crime and Correction Committee, I, alongside my counterpart in the Assembly, Eric Dilan, held a Public Hearing on the topic on May 14<sup>th</sup>, 2025. After the hearing, the Black, Puerto Rican, Hispanic and Asian (BPHA) Legislative Caucus, of which I am the treasurer, and co-chair of the subcommittee on criminal justice, released a comprehensive package of 21 bills, titled "The Robert Brooks Blueprint for Justice and Reform." I, alongside many other State legislators, advocacy organizations, and coalitions, as well as the father of Robert Brooks, Robert Ricks, advocated strongly for this package of bills that sought to increase transparency, oversight, and accountability within DOCCS, to create and expand meaningful pathways to release for incarcerated individuals, to ensure that basic rights and protections are in place for those in custody, and to ensure that rehabilitation be the focus of incarceration.

In the final days of the legislative session, the Senate and Assembly proposed and passed an omnibus bill (S.8415/A.8871) that addressed *some* of one of the tenets of the BPHA's Blueprint for Justice: oversight, transparency, and accountability. This omnibus bill consists of 10 previously introduced bills, 6 of which I was the prime sponsor. The 10 bills include:

- 1. S.3653 (Bailey)/A.4028 (Cruz): Requires DOCCS and local correctional facilities to disclose any video footage related to the death of an incarcerated individual to the Office of the Attorney General within 72 hours of the death, with no reductions.
- 2. S.7312 (Salazar)/A.7014 (Tapia): Requires DOCCS to install, operate, and maintain 24/7 fixed cameras that capture all areas of the facility with the exception of the interior of cells, showers, and toilet areas.
- 3. S.5680 (Salazar)/A.1010A (Epstein): Requires DOCCS to provide notification of a death and the circumstances surrounding the death to the next of kin as the information becomes available, and that this information become public within 24 hours after the next of kin has been notified.
- 4. S.3853 (Sanders)/A.5982 (Dilan): Directs the State Commission of Correction (SCOC) to perform a study on deaths in correctional facilities.
- 5. S.2510 (Salazar)/A.5424A (Gallagher): The "Terry Cooper Autopsy Accountability Act," requires that all autopsy reports of deaths in custody must include all photographs taken of the body, microscopic slides, and post-mortem x-rays.
- 6. S.8249 (Cleare)/A.8537 (Dilan): Requires DOCCS to collect data from the Office of Special Investigations (OSI).
- 7. S.856 (Salazar)/A.2315 (Gallagher): Expands the membership and authority of the State Commission of Correction (SCOC).

<sup>&</sup>lt;sup>5</sup> See: Joint Public Hearing: Safety of Persons in Custody, Transparency, and Accountability within State Correctional Facilities

<sup>&</sup>lt;sup>6</sup> See: Robert Brooks Blueprint for Justice and Reform Package

- 8. S.651A (Salazar)/A.3781A (Weprin): Expands the authority and access to data given to the Correctional Association of New York (CANY).
- 9. S.844A (Salazar)/A.694A (Cruz): Tolls the statute of limitations for civil claims arising while a person is incarcerated to three years from when the individual is released from custody.
- 10. This component, which was not a prior bill, intends to alleviate the conflicts of interest for the Office of the Attorney General by creating a separate screening system relating to the civil defense of a police or peace officer, and establishes that when the OAG is disqualified from prosecuting a case due to conflict, a special DA can be appointed from any county with the approval/order of a superior court judge.

This omnibus bill is a much-needed step to ensuring effective oversight, accountability, and transparency of a system that has not been held accountable for the harm that they have caused. This bill passed the Senate and the Assembly in the final days of the legislative session. The next step is for the Governor to sign it, which is why your support is so essential at this time.

I recognize there is significantly more that needs to be done to achieve true accountability and justice. As a State, we must acknowledge that DOCCS is a harmful and violent system, and we must pass legislation that expands pathways to release for individuals who do not pose any threat to society and are able to return and contribute to their communities and families. These bills include the Fair and Timely Parole and Elder Parole bills, and the Second Look Act and Earned Time Act. We must also pass legislation that protects the basic rights of incarcerated individuals in New York, like the Rights Behind Bars Bill, the CARE Act, and the GIRDS Act.

### Gender Identity Respect, Dignity and Safety (GIRDS) Act

The federal administration has made their stance on the trans community abundantly clear, but we know that our transgender and gender non-conforming neighbors cannot and will not be erased and are a vital piece of our State's history and communities. As legislators and representatives of our constituents, we must stand up for TGNCNBI New Yorkers, and that includes TGNCNBI incarcerated individuals. The GIRDS Act ensures that incarcerated individuals are housed according to their gender identity unless that individual opts out. Correctional Facilities are not safe in general, but this is especially true for TGNCBI individuals who are subject to discrimination and abuse based on their gender identity. My office has received reports from TGNCNBI incarcerated individuals who have been subject to unimaginable physical and sexual violence, verbal abuse and misgendering, and medical neglect because of their gender identity. This is also evident in the 2024 report, *Advancing Transgender Justice: Illuminating Trans Lives Behind and Beyond Bars* by the Vera Institute and Black and Pink National, which details the housing experiences, gender-affirming healthcare, and the

conditions and treatment of transgender people in prison.<sup>7</sup> It is urgent that New York passes this critical legislation to protect TGNCNBI New Yorkers and ensure their dignity and safety behind bars. Having the support of the Council will send a strong message to the legislature of the necessity of passing this bill as soon as possible.

### Conclusion

New York has only just begun to address the crisis in our prisons and jails. We must ensure the omnibus bill is signed into law to ensure increased accountability and oversight of DOCCS. We must fight for the basic rights for TGNCNBI incarcerated individuals through the passage of the GIRDS Act, and we will continue to push for much, much more. I thank the New York City Council for bringing attention to these critical issues. The majority of New Yorkers who are in our State prisons and local jails are going to return to our communities, and it is up to us to hold these entities accountable to ensure they are treated with dignity and respect and come home.

<sup>&</sup>lt;sup>7</sup>Chesnut, K & Peirce, J. (2024). Advancing Transgender Justice: Illuminating Trans Lives Behind and Beyond Bars. *Vera Institute of Justice*. <a href="https://vera-">https://vera-</a>

 $<sup>\</sup>underline{institute.files.svdcdn.com/production/downloads/publications/advancing-transgender-justice.pdf}$ 



# New York City Council Committee on Criminal Justice

Oversight – The Department of Probation July 28, 2025

**Testimony of The Legal Aid Society** 

49 Thomas Street New York, NY 10013 (212) 577-3300

Prepared by: Cassandra Kelly Judith Harris Natalie Peeples Lisa Freeman

### The Legal Aid Society Represents the Majority of Youth Across New York City

The Legal Aid Society represents the majority of children and youth prosecuted in New York City's Family Courts and Criminal Courts and has been a tireless advocate for those least able to advocate for themselves. Our mission is simple: we believe that no child or youth in New York City should be denied their right to equal justice because of poverty. We have dedicated teams of lawyers, social workers, paralegals and investigators devoted to serving the unique needs of children and youth, including those charged as Juvenile Delinquents (JDs), Juvenile Offenders (JOs), and Adolescent Offenders (AOs). The Legal Aid Society's Juvenile Rights Practice (JRP) represents the majority of youth prosecuted as JDs in Family Court in New York City. The Legal Aid Society's Criminal Defense Practice (CDP) represents the majority of youth charged as JOs and AOs across New York City. The Juvenile Rights Practice and the Criminal Defense Practice's Adolescent Intervention and Diversion (AID) Unit have adopted an integrated representation model to ensure seamless and comprehensive representation of JO and AO youth prosecuted in the Criminal Court's Youth Part. In addition to representing our clients in trial and appellate courts, we also pursue impact litigation and other law reform initiatives.

### Harmful Cultural Changes Within the DOP Has Hurt Youth

The Department of Probation (DOP) has moved from a youth-centered, services-based approach under the prior administration to one that is more punitive and law-enforcement oriented. Although rehabilitation is a well-established tenet of the Family Court and should be the focus in the Youth Part of Criminal Court as well, it has lost primacy under the current DOP administration. This shift unfortunately pervades all aspects of the DOP's operations at present.

The Department of Probation's decision under the current administration to effectively act as an extension of the NYPD has caused detrimental harm to the youth we serve. For the last decade, the Legal Aid Society worked with probation officers (POs) who were trained in motivational interviewing and invested in the long-term success of our clients. DOP then provided youth with more supportive services and programming. Now, youth are supervised by POs who appear to focus only on strict law enforcement with a punitive mindset.<sup>1</sup>

We have observed this in the Bronx, when the Department actively tried to tear down a young, single mother of two small children, who was unstable and moving from shelter to shelter. The DOP filed a violation of probation petition for failing to report to a probation office located in a different borough from where she and her small children lived. Instead of providing support, resources, and stability to this young person who had stayed out of trouble despite dire circumstances, DOP repeatedly sought to take away her freedom and requested that she be put in detention.

In another example, a client's parent reported that a probation officer (PO) told her that he was "not her son's father" and would not be offering her 15-year-old son programming. The PO went on to let her know that her son is a "criminal" and that "everything would be done" to ensure he is violated. Rather than supporting this family, the PO -- who has tremendous power and makes recommendations to the court -- made statements that were upsetting and harmful to the client and his family.

<sup>&</sup>lt;sup>1</sup> For example, according to an article in The City, the New York City Council's Committee on Criminal Justice, in its analysis prior to this hearing "found an alarming rise in technical violations — non-criminal infractions that can result in someone being returned to custody for missing a meeting, breaking curfew or being absent during a surprise home check. From fiscal year 2022 to fiscal year 2024, the number of technical violations issued by probation officers to youth clients rose by 30%...." <a href="https://www.thecity.nyc/2025/07/28/probation-department-juanita-holmes-city-council/">https://www.thecity.nyc/2025/07/28/probation-department-juanita-holmes-city-council/</a>

In another troubling instance, youth advocates witnessed a PO screaming in the face of an autistic youth struggling with school compliance. The Department's "scared straight" method failed and caused this youth with special needs extensive harm that could have easily been avoided if the Department had offered services responsive to the youth's needs.

In addition, DOP's current orientation has often led it to unilaterally impose more stringent probation conditions than those ordered by a judge, setting up youth for failure by adding unnecessary elevated expectations. For example, our clients report the court might order "Level 1" probation (which requires less frequent reporting to probation than "Level 3"), yet the DOP will impose stricter reporting frequencies. The DOP believes the court's order to be the minimum level of supervision to be imposed, leaving it free to add more requirements, without notice to the youth or the opportunity for the youth's attorney to advise the youth about the requirements.

This new approach fails to see the value in investing in, rather than incarcerating, youth. Aligned with this punitive trend, we have also seen continual cuts to programs and alternatives that have proven to be effective. The DOP serves as the gatekeeper of Family Court. It is authorized to "adjust" cases (which means diverting cases from Family Court prosecution), offering youth the opportunity to resolve the matter by completing community service or other designated individually tailored programming. However, under the current administration, the DOP is less inclined to agree to adjust cases, even for those identified as low risk.<sup>2</sup> Moreover, we once had Arches Transformative Mentoring Program, a program available through the Department of Probation, that was able to keep our clients interested and engaged, but that program was unceremoniously ended, and no replacement was provided. Now, we have fewer programming

<sup>&</sup>lt;sup>2</sup> According to the 2025 Mayor's Management Report, the percentage of youth who are identified by the DOP as low risk who are offered adjustment services went from 61% in fiscal year 2022 to fiscal year 39% in 2024. Available at <a href="https://www.nyc.gov/assets/operations/downloads/pdf/pmmr2025/dop.pdf">https://www.nyc.gov/assets/operations/downloads/pdf/pmmr2025/dop.pdf</a>, at "Service 1."

opportunities for youth and POs dressed in police-style uniforms carrying guns. This approach does not prioritize rehabilitation of court involved youth and has, in the alternative, divested in effective interventions that elevate public safety in our community.

The harm of the Department's law enforcement focus is not limited to young people sentenced to probation, but also to those placed on Intensive Case Management (ICM), Alternative to Detention (ATD) and Alternative to Incarceration (ATI) programs run by the DOP. Under the current administration, the Department has failed to effectively communicate with defense attorneys, many times leaving them blindsided by reports that include negative, misleading, and inaccurate information. At times, POs send updates which include information outside of the scope of supervision and provide these updates to the court only. This improper practice places youth and adults under DOP supervision at an undue risk of being placed into detention or incarceration. For instance, a client, who was otherwise compliant and waiting for his case to be removed to Family Court was nearly remanded to detention because the PO included information in his ICM update that, in the PO's opinion, the youth was disrespectful to his parents. This reported behavior was completely unrelated to the conditions of his release. Moreover, the PO failed to provide the attorney with a copy of the update in advance of the court appearance and the DOP relied on this behavior to advocate for remanding the youth to detention. This example demonstrates several problematic aspects of the DOPs current practices: the DOP's failure to limit its report to relevant information, the DOP's tendency to pathologize and overreact to normal adolescent behavior, and the DOP's failure to communicate in a timely and appropriately way with counsel.

Further, changes in priorities combined with the staffing shortage have altered the DOP's approach to the Alternatives to Detention (ATDs) and Alternatives to Placement (ATPs) programs it administers, contributing to a lack of adequate ATDs and ATPs. According to the Mayor's

Management Report, "[i[n the first four months of Fiscal 2025, there were 21 new enrollments of juveniles in alternative-to-placement (ATP) programs, versus 39 youths during the first four months of Fiscal 2024." Additional programs as well as more spaces in existing programs are needed. The failure to provide sufficient programming has deprived those we represent of diverse options for detention and dispositional alternatives, and has increased the likelihood that young people will be incarcerated, instead of having the opportunity to remain or return to the community with needed supervision and services.

# A More Community-Centered and Youth-Centered Approach Makes Sense and Saves Money.

It is well established that community-based alternatives to detention, incarceration, and placement programs both save money and increase public safety by providing individuals with the tools they need to succeed.<sup>4</sup> Alternative programming is particularly essential for youth. Science has established that the adolescent brain is not fully developed until the mid-20's,<sup>5</sup> offering an important window for assisting youth in developing pro-social behaviors. For example, programs

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<sup>&</sup>lt;sup>3</sup> Mayor's Management Report for 2025, p. 77, available at https://www.nyc.gov/assets/operations/downloads/pdf/pmmr2025/dop.pdf

<sup>&</sup>lt;sup>4</sup>See, e.g., The U.S. Office of Juvenile Justice and Delinquency Prevention's Literature Review regarding "Alternatives to Detention and Confinement," previously available at <a href="https://ojjdp.ojp.gov/model-programs-guide/literature-reviews/alternatives\_to\_detection\_and\_confinement.pdf">https://ojjdp.ojp.gov/model-programs-guide/literature-reviews/alternatives\_to\_detection\_and\_confinement.pdf</a> (August 2014) ("research has shown that juveniles who are kept in the community recidivate less often than previously detained youths"), but now removed.

<sup>&</sup>lt;sup>5</sup> See, e.g., Insights on Adolescent Brain Development Can Inform Better Youth Justice Policies, https://www.pewtrusts.org/en/research-and-analysis/articles/2023/11/02/insights-on-adolescent-brain-development-can-inform-better-youth-justice-policies; Laurence Steinberg, The Science of Adolescent Brain Development and Its Implication for Adolescent Rights and Responsibilities, in HUMAN RIGHTS AND ADOLESCENCE 59, 64 (Jacqueline Bhabha ed., 2014). See also Roper v. Simmons, 543 U.S. 551, 569-70 (2005), where the Court acknowledged scientific and sociological studies confirming that young people have a lack of maturity and underdeveloped sense of responsibility, that they are more vulnerable and susceptible to peer pressure compared to adults, and, that developmental science behind adolescence must be used as a mitigating factor.

that provide viable credible mentors and assist youth in coping with stressors can offer especially effective support for youth during their formative years.<sup>6</sup>

Alternative Programs also are dramatically more cost effective than incarceration. According to the Justice Policy Institute, New York spends nearly \$900,000 per year for each youth in confinement.<sup>7</sup> Alternative programming, on the other hand, costs hundreds of thousands of dollars less per participant annually.<sup>8</sup>

Indeed, incarcerating youth has been shown to undermine public safety by *increasing* the likelihood that youth will reoffend as compared to community-based programming. Youth are not only more likely to recidivate as a result of incarceration, but are also likely to be harmed and possibly even traumatized by that experience. As the U.S. Office of Juvenile Justice and Delinquency Prevention reported:

...[R]esearch has demonstrated that detention and confinement facilities negatively affect a child's mental state, academic aptitude, and employment prospects. Placing a juvenile in secure facilities hinders the juvenile's developmental process, leads to depression, and increases the risk of suicide or other self-harm. ... [T]he juvenile is cut off from conventional opportunities for

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<sup>&</sup>lt;sup>6</sup> Raposa, Rhodes, Stams, et al. The Effects of Youth Mentoring Programs: A Meta-analysis of Outcome Studies. Journal of Youth and Adolescence 48, 423 - 443 (2019) provides support that mentoring interventions can have positive outcomes for youth. Available at, <a href="https://doi.org/10.1007/s10964-019-00982-8">https://doi.org/10.1007/s10964-019-00982-8</a>

<sup>&</sup>lt;sup>7</sup> Justice Policy Institute, Sticker Shock 2020: The Cost of Youth Incarceration. Available at <a href="https://justicepolicy.org/wp-content/uploads/2022/02/Sticker\_Shock\_2020.pdf">https://justicepolicy.org/wp-content/uploads/2022/02/Sticker\_Shock\_2020.pdf</a> at 7. See also, Weissman, Ananthakrishnan, and Schiraldi, Moving Beyond Youth Prisons: Lessons from New York City's Implementation of Close to Home. Columbia University Justice Lab (February 2019), at chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://scispace.com/pdf/moving-beyond-youth-prisons-lessons-from-new-york-city-s-2ejrprw1ba.pdf

<sup>&</sup>lt;sup>8</sup> See estimate of \$18,250 per participant annually from 2014. <a href="https://www.lac.org/news/reduce-crime-rebuild-lives-make-nyc-safer-and-save-tax-dollars-through-ati-reentry-programs#:~:text=Alternatives%20to%20incarceration%20and%20reentry%20programs%20also%20help%20the%20City,\$200%2C000%20per%20person%20annually.%C2%B9

<sup>&</sup>lt;sup>9</sup> Sarah Cusworth Warker and Jerald Herting. The Impact of Pretrial Juvenile Detention on 12 Month Recidivism: A Matched Comparison Study, Crime & Delinquency Vol. 66 (13-14), 1865 –1887, 1881. Available at, https://journals.sagepub.com/doi/pdf/10.1177/0011128720926115 at 1869 (Youth who experienced detention are 16% more likely to be incarcerated as an adult than other justice-involved youth.); see also https://njdc.info/wpcontent/uploads/2016/10/The-Harms-of-Juvenile-Detention.pdf

growth, and any positive ties he or she may have had in the community are severed. ... Finally, as a result of their period of incarceration, detained juveniles typically receive lower wages and experience greater difficulty finding employment compared with their peers.<sup>10</sup>

Given the detriment to public safety and the harm to youth, placing youth out of the community should only be used as a last resort. Notably, the American Academy of Pediatrics recently made exactly this point. The DOP must prioritize the development of more alternatives to detention, incarceration, and placement programs and ensure that all youth facing possible incarceration are given this essential opportunity.

It is deeply concerning that the DOP under this administration has shifted away from a sound, well established and successful evidence-based perspective. We firmly believe the changed approach and lack of alternative programs have resulted in the increase in recommendations for incarcerative placements of youth. Whereas in the past, DOP's Investigations and Reports (I&Rs), prepared to make sentencing recommendations, might have been for probation with services in a community-based, intensive ATP program, now it is more frequently for placement in a juvenile facility. Moreover, I&Rs rarely recommend adjournments in contemplation of dismissals (ACD) – a favorable disposition for youth - even where the facts and circumstances show that an ACD (which can be monitored by DOP) would best serve the needs of the youth.

The harmful impact of this systemic reorientation falls most heavily on youth of color and their families. Appalling and longstanding racial disparities exist in NYC's juvenile legal system;

<sup>&</sup>lt;sup>10</sup> The U.S. Office of Juvenile Justice and Delinquency Prevention's Literature Review regarding "Alternatives to Detention and Confinement," previously available at <a href="https://ojjdp.ojp.gov/model-programs-guide/literaturereviews/alternatives-to-detection-and-confinement.pdf">https://ojjdp.ojp.gov/model-programs-guide/literaturereviews/alternatives-to-detection-and-confinement.pdf</a> (August 2014) at 1-2, but now removed. Internal citations omitted.

<sup>&</sup>lt;sup>11</sup> See https://www.aap.org/en/advocacy/juvenile-justice/protect-children-reform-the-juvenile-justice-system/

justice-involved children and teens are almost exclusively poor, and Black or brown. These glaring disparities are found in demographic data. While Black youth make up only 23% of the population of youth under 18 in NYC, they account for 54% of the juvenile delinquency intakes opened, and 56% of the intakes referred for prosecution. Moreover, Black youth are less likely to have their cases adjusted, accounting for only 42% of the intakes adjusted by DOP. In addition, Black youth make up 59.3% of youth admitted into ACS Secure Detention and 58.4% of youth admitted into ACS Non-Secure Detention. These disparities are rooted in racial inequities that permeate the juvenile legal system.

### **Harm in Criminal Court**

New York City Department of Probation claims to be a "a leader in community corrections, working within the criminal and juvenile justice systems and in the community to create a safer New York," but the experiences of the people we represent do not bear this out. At the Legal Aid Society, we urge lawmakers to invest in community-based programs, not linked to arrest or prosecution, which meet people where they live and address everyday needs before police ever intervene. We know these evidence-based solutions will always be the key to creating conditions that engender true community safety. However, when probation is the only option to keep our clients with their families in the community, probation must be a supportive system that offers

<sup>12</sup> See NYS Division of Criminal Justice Services data for 2024, available at <a href="https://www.criminaljustice.ny.gov/crimnet/ojsa/tableau\_rebjdpp.htm">https://www.criminaljustice.ny.gov/crimnet/ojsa/tableau\_rebjdpp.htm</a>, last accessed July 24, 2025 (set filters for New York City).

<sup>&</sup>lt;sup>13</sup> *Id*.

<sup>&</sup>lt;sup>14</sup> NYC Administration for Children's Services Detention Demographic Data Fiscal Year 2024, available at https://www.nyc.gov/assets/acs/pdf/data-analysis/2024/detention-demographic-report-fy24.pdf

opportunities and support to people in need, rather than acting as an extension of law enforcement, looking for any minor reason to place a person in a cage.

As we have seen in Family Court, probation in Criminal Court has also shifted from a supportive, social work-based approach to a more punitive, law enforcement-focused model. This change emphasizes surveillance and enforcement over rehabilitation and community support, potentially undermining the goal of helping individuals reintegrate successfully into society.

Research indicates that incorporating a "correctional" model can improve enforcement but risks undermining the rehabilitative and supportive role probation traditionally plays within communities. Recent studies highlight the importance of maintaining a community-centered, supportive approach, as it enhances engagement and reduces recidivism <sup>16</sup> Emphasizing community support within probation fosters trust, encourages positive behavior change, and ultimately leads to healthier, safer communities.

It is past time to shift away from the current administration's law enforcement model. Under this model, we have witnessed a failure to recognize the potential for community-based and evidence-based programming, misinformation spread about clients that suffer from mental illness, and turnover within the department. Where DOP once rewarded those who successfully complied with their conditions, this current administration has ceased to do so. We rarely see early termination of probation for those individuals who have shown extended compliance with probation. In addition, DOP formerly lessened the burden of regular in person check-ins after a year or more of successful engagement by transferring clients who have shown engagement and

<sup>15</sup> Mumola, C.J., & Savage, J. (2019). Probation, Parole, and Community Supervision. *Bureau of Justice Statistics*.

<sup>&</sup>lt;sup>16</sup> Choi, S., Lee, J., & Kim, H. (2021). Community-Based Probation and Recidivism Reduction. *Journal of Criminal Justice*, 73, 101776.

success to the once-a month "hand scan." This practice has been ended. This means for those who have followed DOP requirements for most of their sentence, they must continue day-long waits for appointments with busy POs which requires missing work and childcare, increasing the burden on people who need care and investment, not onerous oversight. We have sat beside POs in court, who share with us how unhappy they are working under the current regime because they are asked to act like cops instead of probation officers. This administration is failing to provide the opportunities our clients need, instead it is contributing to the destruction of communities and the ever-rising number of people detained and incarcerated at our city jails and state prisons. Our clients need support, not yet another agency dedicated to criminalizing and caging them.

### **DOP's Understaffing Causes Significant Hardships for Youth**

### DOP Understaffing in Family Court

The DOP's staffing shortage in New York City Family Courts has caused marked dysfunction in the juvenile delinquency practice citywide, causing harm to our clients. First, due to a lack of personnel, the DOP ended its long-standing practice of utilizing Court Liaison Officers ("CLOs") in courtrooms during delinquency cases. CLOs were an important part of the process for years, assisting the court, attorneys, and clients with court procedures at all stages, particularly in the disposition phase. CLOs were instrumental in making sure that communication remained open between the DOP, the courts, and attorneys, as well as clients and their families/guardians. This practice was intended to ensure that the process was efficient and effective, especially where disposition involved a term of Family Court probation or other supervision by the DOP, such as a conditional discharge (CD) or a supervised adjournment in contemplation of dismissal (ACD). The CLOs were responsible for communicating the court's orders to DOP and verifying the contact information of clients and their families. Further, CLOs were a resource for the court and counsel

regarding the availability of programs such as ICM, the Intensive Case Management program run by the DOP.

The removal of all CLOs has meant decreased communication between all stakeholderss, often resulting in delays and confusion for clients and their families. For example, without CLOs, the transmission of court orders to DOP has been delayed, resulting in clients often reporting to DOP offices as ordered by the court, only to find the DOP has not yet received information about them. DOP is then unwilling to meet with the client and family without a copy of the court's order. This, in turn, means that the family must arrange to meet with DOP at a later date, burdening the youth and their parent(s) or guardian(s). In addition, this delay can hold up DOP's ability to timely prepare reports required by the court such as Investigation and Reports (I&Rs), required in all delinquency dispositions, unless waived; Exploration of Alternatives to Placement (EOAs), required for youth facing placement and/or increased services disposition; and ICM reports. Indeed, the DOP appears to have a general backlog in interviewing clients, their families/guardians, and their collateral contacts required to complete I&R reports. DOP's delays in submitting completed I&Rs and EOA's greatly affects youth awaiting disposition of their case. These staffing shortages are resulting in adjournments of court dates, creating court calendar backlog and delaying resolution of cases. For youth held in detention, these delays can result in an increased amount of time incarcerated, needlessly increasing the harm they experience as well as needlessly increasing the cost to New York City.

### DOP Understaffing in Criminal Court

The Court Liaison Officer position has also been disbanded in the Youth Parts of New York City Criminal Courts, affecting those charged as either Juvenile Offenders (JOs) (ages 13 to 15), or Adolescents Offenders (AOs) (ages 17 and 18). The majority of these cases are removed

to Family Court, which triggers a complex process which begins before the first Family Court date, including an interview and assessment by the DOP for adjustment services. In addition, with respect to Youth Part cases which are not removed, the court may order the DOP's Alternative to Incarceration ("ATI") monitoring program, known as Intensive Case Management ("ICM"), as a condition of release to the community during the pendency of the case. In both scenarios -- either where there is removal to Family Court or an order for ICM as opposed to incarceration -- the first step is the DOP interview. In order to schedule that initial interview and assessment, the DOP needs the court paperwork and orders. When CLOs routinely sat in the Youth Parts, they could expedite this process, getting the paperwork from the court staff, often completing a step in the process in the courthouse hallway, right after the court appearance. But without CLOs in the courtroom, young people and their families/guardians now have an extra step when ICM is ordered, as they now must go to the DOP and wait or leave and schedule a time to meet with DOP, often delaying the start of ICM by weeks, instead of completing the process right after court and linking the child up to community services. This is especially difficult when a young person comes to court without family or a guardian. The youth must find their own way to the probation office and wait. Also in that situation, the CLO is no longer there to answer questions that may have come up in court, for example, to explain curfew requirements or other requirements and orders that the Judge made a condition of release back to the community.

Another example of confusion resulting from the lack of CLOs in the Youth Part is that some youths initially spend three or four weeks "on" ICM, seemingly without assignment to a specific probation officer, which often results in a missing report on the next court appearance date. A missing report means that the case can be held up in court much of the day to track down the report, causing the young person to miss school or programming. If no report materializes that

day, the young person's case can be adversely affected. For example, it can result in yet another

adjournment to get the judge the information they need about ICM, rather than forging ahead with

the legal issues in the case.

**Conclusion** 

The Legal Aid Society urges the City Council to ensure that the DOP's focus changes to

one dedicated to supporting our clients. We ask that the Council inquire why DOP has chosen to

eliminate CLOs and reduce evidence-based alternative to incarceration programming, especially

given DOP's decision to end reasonable practices that reduce the burden of supervision on DOP

staff and those on probation. As noted, these practices include allowing for hand scans for those

with extended compliance with reporting and early termination of probation for those with

extended compliance. We ask the City Council to ensure that DOP focuses on providing

community-based rehabilitative services and that it be required to report on the steps it is taking to

do so.

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New York City Council Committee on Criminal Justice Hearing – July 28, 2025 Testimony of The Legal Aid Society

Prepared by:

Ethan Lin (he/him) - Staff Attorney, LGBTQ+ Law and Policy Unit

We commend the City Council for advancing Resolution 0272-2024, which urges the New York State Legislature to pass A5478/S1049, the Gender Identity Respect, Dignity, and Safety Act (GIRDS) for the upcoming session. This state-level legislation would be a significant step toward ensuring that TGNCNBI (transgender, gender nonconforming, nonbinary, and intersex) individuals are treated with dignity in state custody, including protections for genderaligned housing, access to affirming items and healthcare, and limitations on solitary confinement.

While we support Res. 272 and the passage of GIRDS, we cannot overlook the urgent need for action in New York City's own jails, and that means passing Intro 625-2024 today. TGNCNBI people in NYC jails are facing violence, discrimination, and human rights violations right now. Unlike GIRDS, which addresses the state system, Int. 625 offers the City Council a direct and immediate opportunity to address these harms within NYC's jails.

Int. 625 would require DOC to house TGNCNBI people consistent with their gender identity or where they feel safest, unless there is clear and convincing evidence that they present an immediate danger of committing gender-based violence. The bill requires any denial of gender-aligned housing be documented in writing and subject to appeal. It also improves intake procedures to ensure appropriate housing decisions are made from the outset, eliminating the dangerous delays currently seen in intake facilities.

These protections are urgently needed, as data from public records and FOIL responses reveal a persistent pattern of arbitrary and discriminatory denials of appropriate housing that underscore the systemic failures that Int. 625 seeks to address. Data received in response to a FOIL request submitted by The Legal Aid Society to the DOC revealed that between January and July 2024, half of all requests for gender-aligned housing or placement in the Special Considerations Unit (SCU) at RMSC were denied, often citing vague reasons such as "infraction history" or "incident history," with no consideration of the individual's risk of sexual assault.¹ DOC's publicly available 2025 data indicates that a substantial number of application for genderaligned or SCU housing continues to be denied.² In some cases, transgender women have been punished by being removed from gender-affirming housing and transferred to men's jails,³ a form of punishment never used for cis women.

<sup>&</sup>lt;sup>1</sup> Based on DOC's response to Legal Aid Society's FOIL request for DOC's housing determinations when someone requested gender-aligned housing or the Special Considerations Unit (the SCU, a voluntary unit for TGNCNBI people) in RMSC, the women's jail.

<sup>&</sup>lt;sup>2</sup> See NYC Dep't of Corr., TGNBI Individuals in Custody Report – FY2025 1st Quarter, <a href="https://www.nyc.gov/assets/doc/downloads/pdf/FY25\_Q1\_TGNBI.pdf">https://www.nyc.gov/assets/doc/downloads/pdf/FY25\_Q1\_TGNBI.pdf</a>; TGNBI Individuals in Custody Report – FY2025 2nd Quarter <a href="https://www.nyc.gov/assets/doc/downloads/pdf/FY25%20Q2\_W20TGNBI%20Report%20-%20FY25%20Q2\_V2.pdf">https://www.nyc.gov/assets/doc/downloads/pdf/FY25\_Q3\_TGNBI.pdf</a>.

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<sup>&</sup>lt;sup>3</sup> See supra note 1.

With transgender rights under attack at the federal level, New York City has a critical opportunity to lead in protecting TGNCNBI communities. Passing Int. 625 would align New York City with a growing number of jurisdictions that already house incarcerated individuals in accordance with their gender identity and safety risks. Eighteen counties across New York State, including Broome, Steuben, Jefferson, Cayuga, Fulton, Yates, Chemung, Schoharie, Herkimer, Putnam, Lewis, Montgomery, Ontario, Schuyler, St. Lawrence, Erie, Madison, and Warren, have adopted gender-affirming custody policies, either through litigation or voluntarily. At the national level, California, Colorado, Connecticut, Massachusetts, New Jersey, Rhode Island, and Washington D.C. have all enacted laws or settlements requiring housing placements consistent with a person's gender identity.

Res. 272 appropriately elevates the need for GIRDS at the state level, but GIRDS depends on Albany. Int. 625 is within the City Council's immediate power to enact. Continued violence against TGNCNBI individuals in City facilities sends the message that trans and nonbinary people are less worthy of protection. We urge the City Council to act immediately and pass Int. 625 without delay.

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<sup>&</sup>lt;sup>4</sup> The City highlights attacks on the TGNCNBI community by the Trump administration, including efforts to force the Bureau of Prisoners to transfer transgender women to men's units and to deny transgender people access to gender-affirming care. See Reuven Blau, Advocates Call on City to Protect Transgender People Behind Bars in the Trump Era, THE CITY (April 26, 2025), <a href="https://www.thecity.nyc/2025/04/25/transgender-rights-detainees-rikers-trump-protection/">https://www.thecity.nyc/2025/04/25/transgender-rights-detainees-rikers-trump-protection/</a>.



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### **TESTIMONY OF:**

Lisa Salvatore, Attorney-in-Charge

**Adolescent Representation Team** 

### BROOKLYN DEFENDER SERVICES

**Presented before** 

**New York City Council** 

**Committees on Criminal Justice** 

Oversight – The Department of Probation's Organizational Strategy

July 28, 2025

My name is Lisa Salvatore and I am the Attorney-in-Charge of the Adolescent Representation Team at Brooklyn Defender Services (BDS). BDS is a public defense office whose mission is to provide outstanding representation and advocacy free of cost to people facing loss of freedom, family separation and other serious legal harms by the government. For 29 years, BDS has worked, in and out of court, to protect and uphold the rights of individuals and to change laws and systems that perpetuate injustice and inequality. I want to thank the Committee on Criminal Justice and Chair Nurse for the opportunity to address the Council about the Department of Probation's organizational strategy.

BDS represents thousands of people each year who are accused of a crime, facing the removal of their children, or deportation. Our criminal defense practices represent people charged with crimes in Brooklyn and Queens. We also have specialized attorneys, social workers, and youth advocates who provide representation and other services to young people aged 12-21 in criminal court, supreme court, and family court. Our interdisciplinary Adolescent Team also works to address the collateral issues that impact youth with system involvement, collaborating across BDS's practices to provide comprehensive support to the youth we represent in court as well as support and guidance to their families as they help their children navigate these complex and frightening legal systems.

### **Youth Incarceration Does Not Lead to Public Safety**

Incarceration, even short stays in detention, is extraordinarily harmful and does not address the complex issues that lead to violence and legal system involvement. Indeed, it contributes to



higher rates of recidivism. Placing youth in locked detention centers pending their court dates leads to worse public safety and youth development outcomes. This is because incarceration causes substantial long-term harm, including decreasing a young person's ability to succeed in education and employment. Incarceration reduces the likelihood of high school graduation and leads to poorer health in adulthood.

Additionally, the conditions within youth detention facilities itself are increasingly harmful. There are currently over 250 lawsuits over claims of child sex abuse in our city's juvenile jails. Sex abuse has been an issue across youth facilities nationwide, and NYC is no exception. The NYC youth detention facilities are extremely overcrowded, with reports of children sleeping on the floor and in common areas. Given ACS's continued staffing and management challenges, the potential for harm in facilities must be front of mind as we focus our efforts on minimizing young people's entry into detention.

In order to decrease the population of incarcerated youth and break the cycle of re-arrest it is imperative that we focus on alternatives to detention and keep our young people in the community with their families, while providing them with the supportive services they need.

# Black and Brown Youth Are Disproportionately Impacted by NYS's Juvenile Legal and Family Policing Systems

Like the criminal legal system, race and poverty are defining characteristics of the foster system. In NYC, Black and Latine children are 13 times more likely than a white child to be placed in foster care. In New York, Black children make up 40% of the children in foster care yet make up only 15% of the children in the state, whereas white children make up 25% of the children in foster care and 48% of the children across the state.

Termed the *foster system-to-prison pipeline* because the data is so strong regarding the connection, children who are removed from their families are at significantly greater risk if they enter the foster system, and the longer the family separation, the higher the risk.

The average stay in the foster system in New York City is nearly two years. Studies have shown the long-term effects of parent-child separation: children endure prolonged and severe toxic stress which interrupts the brain's architecture at a critical time of development which can lead to delayed development in reason, learning and emotional development. Studies have also shown that frequent foster placement changes increase a young person's likelihood of incarceration. Nationally, one in four youth leaving the foster system will get arrested.

<sup>&</sup>lt;sup>1</sup> Mendel, R. (2025). <u>From Punishment to Prevention: A Better Approach to Addressing Youth Gun Possession.</u> The Sentencing Project.; See also, Mendel, R. (2023). <u>Why youth incarceration fails: An updated review of the evidence.</u> The Sentencing Project.



Youth who have been separated by the foster system are further traumatized by contact with the juvenile legal system. In fact, over half of youth in foster care will have an encounter with the juvenile legal system by the age of 17.2 Findings released by the final Raise the Age Commission in 2020 found that in New York City nearly all youth prosecuted as adults in the youth parts in New York City's criminal courts were Black and Latine. The Raise the Age Commission reported that:

"More than 90 percent of admissions to specialized secure detention involved Black and Hispanic youth, and all [adolescents] sentenced in New York City to incarceration in a [Department of Corrections and Community Supervision] DOCCS adolescent offender facility were Black.... In New York City, white youth with delinquency cases were much more likely than Black or Hispanic youth to be adjusted by the probation department, regardless of whether the youth was charged with a misdemeanor or felony offense.... Black and Hispanic youth were similarly over-represented in all types of youth confinement settings. In New York City, more than 90 percent of admissions to juvenile detention and placements into residential treatment facilities involved Black and Hispanic youth."

In 2023, Black and Hispanic youth made up 68.2% and 25.4% of all NYC detention admissions respectively. Together, that's about 94% of all detention admissions. Additionally, justice system responses on a national level for youth referred to court on weapons possession charges have grown increasingly punitive over the past decade, especially for Black youth.<sup>3</sup>

### **Role of the Department of Probation in Youth Cases**

The Department of Probation (DOP) plays an outsize role in the family court system and the youth parts in criminal court, as DOP oversees programs and services for young people accused of crimes. BDS is concerned with the changes in DOP practices under the current mayoral administration, which is more punitive for the young people we serve.

In youth cases in family court, DOP has the ability to recommend programs, adjustments (where a case is resolved without formal charges being filed), or oversee alternatives to detention and programming for young people. We have witnessed an increased unwillingness by DOP to offer adjustments or programs in many cases. This has been coupled with harsh enforcement of status offenses, such as missing school.

<sup>&</sup>lt;sup>2</sup> Emma Ruth, Prison Policy Initiative, 2024. <u>Force multipliers: How the criminal legal and child welfare systems cooperate to punish families</u> https://www.prisonpolicy.org/blog/2024/01/08/punishingfamilies/

<sup>&</sup>lt;sup>3</sup> Puzzanchera, C., Sladky, A., and Kang, W. (2023). <u>Easy Access to Juvenile Court Statistics</u>: <u>1985-2021</u>. National Center for Juvenile Justice.



Additionally, DOP has cut mentorship, ATD, and ATI programs. Currently there are only two ATD programs in family court in Brooklyn, one is run by probation (Intensive Case Management "ICM"), and the other is run by Good Shepard. In Brooklyn, until recently, there had not been any available space in these programs. There needs to be more ATD programming available in family court, which is why we recommend the council increase this funding. Previously there had not been any available space in these programs, until recently, but we are concerned that space could become unavailable again, that is why we recommend more ATD programming in family court.

### I. Elimination of Court Liaison Officers Under Current DOP Administration

In family court and the youth parts in criminal court, the Department of Probation employed Court Liaison Officers ("CLOs") to help streamline access to services for youth and their families. Recently, DOP eliminated these roles in court leaving youth and their families without an important resource inside the court system. CLOs played an important role in court helping youth and their families navigate the process of scheduling appointments with DOP. When the CLOs were in the courtroom, they would immediately talk to the family after the case was called about scheduling an interview for services. If possible, the young person and their family was directed to go to probation that same day for the interview. If there was not a probation officer available to talk with the youth and family, the CLO would confirm contact information and either set up a date or inform the family that DOP will be reaching out.

In the Youth Part in criminal court, young people are instructed to speak with probation when their case is sent to family court and court mandated services are an option or when (2) the young person is released with intensive case monitoring (ICM) by DOP. In both cases, the young person must meet with DOP to find out about available services and programming.

Without the CLOs, the judge tells the youth and family to go to Probation. In Brooklyn, this is accessible by an elevator bank to an adjacent building and BDS staff is able to accompany our clients to help with the process. (In other boroughs, where probation is in another physical location, this may add another level of anxiety/confusion for young people and their families.) In the past, the CLO would act as a liaison with the person who was interviewing the youth and would know if someone was available to meet with the youth and family. Now, Probation has no advance notice about a youth being directed to check in with them which has resulted in long delays, often over an hour. Families are often informed, after waiting, that no one is able to complete an interview that day. This delays the engagement in services, which does not typically benefit our youth clients. In family court there is an emphasis on trying to avoid delay because kids lose the connection between actions and consequences for those actions when access to services is delayed. Immediate contact with programming leads to better engagement.

There have been similar issues in family court. When the CLOs were in the family courtroom and either intensive case management or a probation report for sentencing were ordered, the



CLO would walk the youth and family to probation and ensure that next steps were set up. This engagement allowed DOP to explain the process to the youth and family, and collect contact information. It also sped up the service and program referral process, which led to more immediate engagement, and helped to avoid a delay in program enrollment or even a failure to engage in services at all.

DOP has become less focused on individualized needs of youth and more system-oriented and law-enforcement focused. We believe that a return to the former, more social-work driven focus of the DOP will better serve our city's youth.

## **Successful Preventive Programming**

Current advances in research and neuroscience shows us that understanding adolescent brain development and behavior is a key part of providing youth with the tools and support they need to succeed. For example, making mistakes, often multiple times, and taking certain risks is part of the adolescent experience and learning process. "The brain development of this age group means that the pleasure of experimenting with certain risky behaviors prevents a proper assessment of their consequences." Additionally, many of the young people we serve are often struggling with mental health, behavioral and educational issues, as well as family and community stresses with limited access to supportive resources and services. For underresourced communities who do not have access to the resources that wealthier communities have, it can be difficult to navigate available options for services or programs when a crisis occurs, such as an arrest.

Successful preventive programs and alternatives to detention and incarceration should provide the resources needed to give youth in crisis a fighting chance. Whether it is the internet to access educational opportunities or therapy, or safe places to participate in free and accessible prosocial activities, young people should be able to live and thrive as adolescents whose brain development is on-going and should have access to programming which acknowledges this. One of the greatest differences between well resourced and marginalized communities is the ability to make mistakes. Making mistakes without being monitored by ACS, its agencies or the police. Making mistakes and being given the grace for a school to deal with the issue in school and not calling the police. Making mistakes and learning how to problem solve. Making mistakes and having access to restorative justice rather than punitive and harmful systems. These are the differences between communities whose children are not criminalized in adolescence and those who are.

<sup>&</sup>lt;sup>4</sup>Carmen Viejo and Noemí Toledano Fernández, 2022. <u>Teenage brains: What is happening and why it leads to more risky behaviors</u>, https://medicalxpress.com/news/2022-10-teenage-brains-risky-behaviors.html



# New York's Raise the Age Law Have Successfully Diverted Youth into Appropriate Interventions

Raise the Age is responsible for a consistent decrease in youth crime since its implementation in 2018. In New York City alone, since 2013, there has been a 48% decrease in adolescent arrests for serious offenses. Evidence from implementation across the state clearly shows how the law has improved community safety and youth well-being. Additionally, in New York City, a lower percentage of cases were removed from supreme court to family court in 2022 than in 2019-2021.

The current law has built in methods to address different types of cases and circumstances. Though cases are presumptively removable to family court, in certain serious circumstances, supreme court may choose to maintain jurisdiction over a young person whether through an initial hearing or an extraordinary circumstances motion. It is important to understand that family court is not a get-out of jail free card. The juvenile legal system was created to rehabilitate youth who have committed illegal acts and ensure community safety. While sentences are shorter, services are more intensive and created specifically with the needs and brain development of an adolescent in mind. There is simply no correlation between rehabilitation and lengthy prison stays. In fact, incarceration and placement in juvenile detention facilities is more likely to lead to more legal system involvement and more serious crime in the future.

The family court model, and the work that New York has done to treat young people as the adolescents they are is incredibly important work. Holding young people accountable while recognizing that children are not smaller adults is crucial for more positive outcomes and greater public safety. Looking at behavior that actually needs to be addressed by the court system rather than in the community is crucial. Keeping families together while providing individualized help that families are asking for is the only way to truly keep communities safe.

Additionally, we must truly invest in programming to support these reforms. For example, the Youth Parts in supreme court are severely lacking the resources needed to effectively divert youth from incarceration. Judges are willing to resolve cases with Alternatives to Incarceration (ATI's), but the programming is limited in each borough, and there are significant gaps, as probation has disinvested in important diversion programming. And while ATI and ATD programming is cut and reduced, ACS plans to invest \$340 million in secure detention. Adding new beds does not address many of the conditions-related challenges that exist in secure detention – many of which are rooted in staff recruitment, training, ratios, and retention.

Furthermore, despite making up half of the state's youth justice system population, New York City is currently excluded from accessing Raise the Age funding because the city exceeds the tax cap prescribed by state law. However, it is possible to access this funding by submitting a waiver of hardship, indicating that our city and our programs need the resources that are available through the Raise the Age law. New York City accounts for half of the state's youth justice system population and should be able to access more funding. It is critical to invest in programs



and organizations that are serving our communities through youth development, violence-prevention services, and other alternatives to incarceration to prevent the necessity of further investment in the carceral system. We therefore urge the council to pass a resolution in support of the Youth Justice Innovation Fund, A767 (Solages) /S643 (Cleare), which would direct \$50 million to community-based organizations to provide a continuum of services from prevention, early intervention, to alternatives to detention, placement and incarceration for youth aged 12 through 25.

### **Expanding Access to Programming for Emerging Adults**

We must also look at how emerging adults are being treated within the criminal legal system. We now know that while an 18 year old may be a legal adult, their brain is not fully developed until their mid-twenties Even if a young person at age 16 or 17 has access to programming and services in family court as a result of New York's Raise the Age law, once they turn 18 they are subjected to harsh mandatory minimum sentencing if they become involved in the criminal legal system. And the science shows us that emerging adults, like younger adolescents, are remarkably malleable and still developing impulse control and the ability to anticipate consequences of choices. Brain development during this period means that individuals have significant capacity to make positive changes but are also especially vulnerable to trauma.

The criminal legal system needs to work in tandem with the juvenile system and streamline services for system-involved adolescents and emerging adults alike. Young people in the communities we serve are particularly vulnerable to police interaction, especially when they are still continuing to grow and mature into their mid-twenties and grappling with peer pressure and decision-making skills. Nationally and in New York, young people aged 18 to 25 make up only 10% of the population, but over 20% of all arrests. Nearly three quarters of those arrests in New York are of youth of color. A recent Sentencing Project report found that across the country, Black youth are five times more likely to be incarcerated than their white peers.

Because this disproportionality is so stark among emerging adults, reforms focused on this group are especially urgent. We ask the council to support and pass a resolution urging the enactment of the Youth Justice and Opportunities Act (YJ&O) (Myrie S3426/O'Donnell A4238). The Youth Justice & Opportunities Act would expand opportunities for programs and other alternatives to incarceration and immediate record sealing for young people up to age 25. By passing YJ&O, New York has the chance to lead the nation by protecting the futures of young people up to age 25, enhancing community well-being, and providing emerging adults the opportunity to move forward in their lives without the barrier of a criminal conviction. The Act would also reduce State and local spending on youth incarceration—money that should be invested in communities to alleviate poverty and homelessness, ensure quality education, and fund other needed resources. In turn, this bill would help stabilize communities, promote community health, and increase public safety for all.

### **City Legislation**



### Res. 272-2024

Brooklyn Defender Services strongly supports the New York State GIRDS Act and is grateful to the Council for introducing this resolution in support of the bill. We encourage the Council to pass this resolution in support of GIRDS *and* to take meaningful action at the city level by passing Int. 625 to ensure transgender, gender non-conforming, non-binary and intersex people are presumptively placed in gender-aligned units in City jails.

### Res. 734-2025

BDS is grateful to the CM Brewer for her continued support for transparency and oversight in prisons and jails. We are grateful that the omnibus prison transparency bill package named for Robert Brooks was passed this legislative session. We will continue to call on the state to pass meaningful criminal legal system reforms focused on decarceration, reducing the prison population, and supporting community members as they return home.

### **Conclusion**

We are grateful to the City Council for holding this important hearing today on DOP's organizational strategy and the opportunity to shine a light on the experiences of young people with court involvement.

If you have any questions, please feel free to reach out to contact Jackie Gosdigian, Senior Supervising Policy Counsel, at <u>igosdigian@bds.org</u>.



# New York City Council Committee on Criminal Justice

July 28, 2025

Good afternoon, Chair Nurse and members of the Committee on Criminal Justice. My name is Amanda Stagnaro, and I am Senior Director of the Executive Office at CASES. At CASES we believe that New York City's most deeply rooted problems can be solved by supporting, not jailing, people. CASES does what prisons cannot: We restore hope by giving the city's most vulnerable residents opportunities to heal, grow, and succeed in their communities.

We served over 12,000 New Yorkers last year, of whom nearly 90% identified as Black and/or Latino. Our programs prevent the harm and trauma of incarceration through pretrial services and alternatives to incarceration (ATI); support achievement of education, employment, health, and housing goals; promote mental wellbeing through a range of clinical and case management programs; and improve public safety through community-based solutions.

Our youth and young adult programs work to prevent incarceration and recidivism by giving young people the support they need to stay out of jail and reach their goals. These services help emerging adults pursue their personal and professional growth, such as earning a GED or preparing for employment, while learning the skills necessary to overcome life's challenges.

Unfortunately, our work to divert young people from detention and place has become markedly more difficult in recent years, as the Department of Probation has cut essential programs and shifted its focus from rehabilitation and growth to punishment. These policy changes are a primary reason why youth detention rates have risen so much, a deeply troubling trend.

We have worked closely with DOP for decades in the family court system to provide transformative opportunities for young people to avoid placement and detention, and on voluntary programs that invest in their future. It is challenging to view our current work with DOP as a partnership, however, given abrupt program cancellations, attempts to force our

programs to be more punitive, and a complete lack of interest in our perspective and expertise.

### <u>Abrupt Closure of NextSTEPS Program - \$2.3 million</u>

Since Fall 2023, DOP has cut investments in two critical CASES youth programs: Next STEPS and IMPACT. Next STEPS was a mentoring program for youth living in NYCHA housing. DOP abruptly shuttered the program in August of 2023, without providing a clear explanation or appropriate notice. The Department gave providers citywide including CASES less than one week of notice to end the mentoring services that were being provided to hundreds of youth residing in NYCHA across the five boroughs.

Next STEPS, an initiative of the Mayor's Action Plan for Neighborhood Safety, offered one-on-one and group mentoring within a cognitive behavioral therapy-based curriculum designed to help young adults make the attitudinal and behavioral changes necessary to avoid criminal activity and re-engage with education, work, and community. The program was started in 2014 and provided mentorship services, a critical support noted in Mayor Adams' Blueprint for Community Safety. Participants connected with a trusted adult from their community and had support through the difficult period of entering adulthood. With the support of their mentors, youth built self-confidence and pursued educational and vocational opportunities.

The participants were crushed to lose the program, and had the following to say on its impact in their lives:

"Next STEPS has helped us to find jobs and internships while helping to motivate us on a daily basis. Next STEPS creates a good, safe, positive space for us to express ourselves and be free. With mentors that genuinely care, it gives us extra support from someone that we can go to without the fear of being turned away. This program has encouraged us to always do the right thing and to follow in the right path.

"Through this program we receive help with things like resume writing, filling out job applications and preparing for interviews. Our mentors work with us to better prepare us for these jobs by leading mock interviews, shopping for professional clothing, and whatever can be done to help us develop as professionals...Everyday has become a learning experience for us and through sex education, know your rights, boxing, chat no cap, and juvenile justice awareness to name a few, we have gained new knowledge...

"Whenever we are in need Next STEPS works to help us in ways that we are forever thankful for. We are grateful to have such an amazing program with loving staff that have assisted us in getting out of our comfort zones in order to reach new peaks."

### Cancellation of IMPACT Alternative to Placement - \$3.3 Million

IMPACT was a comprehensive alternative to placement program for young people in Family Court and the youth court parts in Criminal Supreme Court. The program featured three key services:

- Intensive, mobile mentoring by credible messengers trained to deliver an evidencebased cognitive behavioral therapy curriculum developed by Mass General Hospital, the Harvard Medical School, and the nationally recognized youth violence prevention organization Roca
- 2) In-home family therapy delivered by clinicians trained in the Adolescent Portable Therapy model developed by the Vera Institute for Justice
- Court liaison and advocacy services to coordinate program intake and fulfillment of court requirements through close work with Court stakeholders in courthouses in every borough

IMPACT's \$3.3 million annual budget would have supported the provision of comprehensive services to 175 youth and families citywide every year. Since the program's cancellation, more young people are being detained, but there is still no alternative program for this population. These young people are instead held in youth detention facilities dangerously overcrowded—and at great expense to the City. These young people deserve access to IMPACT's robust resources, like home-based family therapy and mentorship by a credible messenger, instead of being forced out of their community into a less supportive and more expensive setting.

### **Culture Shift at Probation**

DOP's cuts to programs like Next STEPS and IMPACT show current Probation leadership does not understand the power of youth mentorship for young people. Changes made within DOP, like uniformed and gun-carrying probation officers visiting client neighborhoods, have established an aggressive and punitive relationship between the department and the communities we serve. Frequent staff changes and a lack of communication leave clients frustrated and uninvested in progress beyond accomplishing supervision with their probation officer. Our participants have not built trust with DOP,

where CASES programs are more successful is in building strong relationships with participants.

It is unsurprising then, to see that in the most recent MMR, the DOP reported several concerning metrics regarding young people:

- A 25% increase in intakes for youth 12-17
- An increase in the rearrest rate among youth 12-17, from 2.7% to 4.1%, which shows that DOP is failing to provide services to keep young people from reoffending
- A decrease in the number of young people eligible for adjustment.

These concerning trends can be attributed to the cancellation of critical preventive and intervention programs. When young people do not get the help they need to avoid troubling behavior and exit the criminal legal system, some of them will continue to engage in illegal or harmful activities. Unfortunately, today's DOP does not facilitate trust with our young population but continues to cause them harm.

The City must restore funding for preventative programs that engage young people and develop the skills necessary to avoid criminal activity and achieve their personal goals. The DOP should reimagine its approach to youth work and their ability to build a support network for struggling young people, rather than add to the growing population of young people in detention.

Thank you for the opportunity to testify today.



Legislative Affairs One Whitehall Street New York, NY 10004 212-607-3300 www.nyclu.org

# Testimony of the New York Civil Liberties Union Before the New York City Council Committees on Criminal Justice on Oversight – The Department of Probation's Organizational Strategy

### July 28, 2025

The New York Civil Liberties Union (NYCLU) is grateful for the opportunity to submit the following testimony for the Committee on Criminal Justice's hearing entitled Oversight – The Department of Probation's Organizational Strategy. The NYCLU advances civil rights and civil liberties so that all New Yorkers can live with dignity, liberty, justice, and equality. Founded in 1951 as the state affiliate of the national ACLU, we deploy an expert mix of litigation, policy advocacy, field organizing, and strategic communications. Informed by the insights of our communities and coalitions and powered by 90,000 member-donors, we work across complex issues to create more justice and liberty for more people.

Transgender, gender nonconforming, non-binary, and intersex (TGNCNBI) New Yorkers often survive at the intersection of many socioeconomic burdens. They disproportionately face food, shelter, and employment insecurity, race-based and gender-based discrimination, and immigration status issues. They are also notoriously policed and criminalized, and thus disproportionately likely to be incarcerated. Incarceration is dehumanizing for anyone, but TGNCNBI people, especially those who are Black, Indigenous, and other people of color, are especially likely to experience harassment, degradation, and violence.

During processing and while in custody, people whose gender expression does not conform to their sex assigned at birth are frequently misgendered and referred to in demeaning ways by correctional officers. The vast majority of TGNCNBI individuals are placed in facilities that do not match their gender identity or that otherwise put their safety at risk. Improper housing regularly leads to violence, and when TGNCNBI people are attacked, they are often put in solitary confinement or other protective custody for extended periods of time, often against their own wishes.

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<sup>&</sup>lt;sup>1</sup> See generally Sandy E. James et. al, *The Report of the 2015 U.S. Transgender Survey*, The National Center for Transgender Equality (Dec. 2016).

https://transequality.org/sites/default/files/docs/usts/USTS-Full-Report-Dec17.pdf.

<sup>&</sup>lt;sup>2</sup> Id. at 184.

<sup>&</sup>lt;sup>3</sup> See Sari L. Reisner et al.., Racial/Ethnic Disparities in History of Incarceration, Experiences of Victimization, and Associated Health Indicators Among Transgender Women in the U.S., WOMEN HEALTH 750 (2014).

The state level Gender Identity Respect, Dignity, and Safety Act, S.1049/A.5478, would help keep TGNCNBI people safe by requiring that prisons and jails presumptively house people consistently with their gender identities, unless they opt-out, with a list of reasons that cannot be used as the basis for a denial; ensuring that staff at facilities respect a person's gender identity in all contexts, including name and pronoun use and during searches; and mandating access to clothing, toiletry items, and grooming standards consistent with a person's gender identity. It would also place a fourteen-day limit on involuntary protective custody.

The NYCLU strongly supports Res. 272-A, calling on the New York State Legislature to pass, and the Governor to sign, the Gender Identity Respect, Dignity, and Safety Act.

One in six people who identifies as transgender reports having been incarcerated at some point in their lifetime, and this figure jumps to nearly one in two for Black transgender women.<sup>4</sup> In a 2017 survey of transgender and non-binary people incarcerated in New York State, 95 percent of respondents reported being verbally harassed and called derogatory names by corrections staff.<sup>5</sup> TGNCNBI people in the New York State carceral system regularly face vicious physical, verbal, and sexual harassment; they are nearly ten times more likely to be sexually assaulted than the general prison population.<sup>6</sup> They are also routinely misgendered, "dead named" (or called by their former name), and denied medical care.

In fact, the conditions TGNCNBI people face while incarcerated can be fatal. For example, Layleen Polanco, an Afro-Latinx trans woman, died of neglect in a solitary confinement cell at Riker's Island, where she was placed for nearly three weeks despite her history of epilepsy, the obvious deterioration of her mental and physical health, and against procedures.<sup>7</sup>

Even the New York State Sheriff's Association agrees that reforms are necessary. They endorsed the provisions included in S.1049/A.5478 as part of a settlement in Steuben

<sup>&</sup>lt;sup>4</sup> LGBT People Behind Bars, The National Center for Transgender Equality, https://transequality.org/sites/default/files/docs/resources/TransgenderPeopleBehindBars.pdf at 5. <sup>5</sup> Letter from Lambda Legal et. al to U.S. Commission on Civil Rights (March 25, 2019) (on file at

https://ccriustice.org/sites/default/files/attach/2019/04/Final%20Letter%20re%20Concerns%20re%20L GBT%20women%20to%20USCCR%2C%20Women%20in%20Prison%20web.pdf) at 3.

<sup>&</sup>lt;sup>6</sup> *Id*. at 6.

<sup>&</sup>lt;sup>7</sup> See Erika Lorshbough, NYCLU, Black Trans Lives Matter - Here's How Our Criminal System Fails Them (June 30, 2020), https://www.nyclu.org/en/news/black-trans-lives-matter-heres-how-ourcriminal-system-fails-them.

County.<sup>8</sup> The Steuben County Sheriff described the settlement's terms as necessary "to ensure that all citizen rights are met."<sup>9</sup>

Finally, New York will not be the first state to pass legislation respecting the safety and dignity of TGNCNBI who are incarcerated. Connecticut, Massachusetts, and California<sup>10</sup> have enacted similar protections, and New Jersey agreed to protections as settlement to litigation.<sup>11</sup> In fact, at least 18 counties in New York State have adopted similar policies to those S.1049/A.5478 would require, either voluntarily or to settle a lawsuit.<sup>12</sup>

The NYCLU thanks the Committee for the opportunity to provide testimony and encourages the Council to pass Res. 272-A.

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<sup>&</sup>lt;sup>8</sup> In June 2020, Steuben County, New York agreed to implement one of the strongest policies in the country protecting the rights of TGNCNBI people in custody. The settlement arose from a 2019 lawsuit filed on behalf of Jena Faith, a transgender woman who was suddenly transferred to a men's facility where she was physically and verbally harassed and denied her prescribed hormone therapy. See Bobby Hodgson & Simon McCormack, NYCLU NY Jail Forced a Trans Woman into a Men's Facility (September 3, 2019), https://www.nyclu.org/en/news/ny-jail-forced-trans-woman-mens-facility. Steuben Sheriff Responds to Transgender Lawsuit and Settlement, WELLSVILLE REGIONAL NEWS (Aug. 7, 2020, 1:40 AM), https://wellsvilleregionalnews.blogspot.com/2020/08/steuben-sheriff-responds-to-transgender.html.

 $<sup>^{10}</sup>$  See Conn. Gen. Stat. § 18-81ii (West 2018); M.G.L.A. ch.127 § 39A(c) (West 2018); Cal. Penal Code §§ 2605-06 (West 2021).

<sup>&</sup>lt;sup>11</sup> N.J. Dep't of Corrections Internal Mgmt. Proc., PCS.001.TGI01 at 3 (2021), see https://www.aclunj.org/sites/default/files/field\_documents/2021.08.26\_aclu-nj\_gse\_letter\_to\_passaic\_county\_0.pdf. <sup>12</sup> See Passing Int. 625 Brings New York City into alignment with . . . (2025) (on file with the author).



# The only substance-abuse treatment that regenerates neurons damaged by drugs.

#### What is IBOGAINE?

IBOGAINE is a medicinal extract from the inner root bark of the tabernanthe iboga plant, which grows in West Africa and has long been used by the people there as a healing herb and ritual entheogen.

Methamphetamine Suppresses

#### What does IBOGAINE do?

IBOGAINE is a powerful tool for introspection, leading patients to an understanding of their addiction and showing them a path out of it.

#### Is IBOGAINE available in the U.S?

While still banned federally, Ibogaine treatment is legal in Mexico, Costa Rica, Jamaica, Brazil, S. Africa, Spain, Portugal, Greece, Serbia, Cypress, Ukraine, Thailand and New Zealand—and legalized in Colorado.

### How are treatments administered?

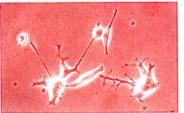
After comprehensive medical intake procedures, patients are given an oral dose of IBOGAINE in a concentration of up to 20 mgs. per kg. of body weight. The effects last for 24 to 48 hours, during which the patient lies down and experiences dream state while wide awake. Vital signs are examined regularly and recorded, as are the patient's actions and re-actions.

### How does Ibogaine break the chain of addiction?

During the treatment, symptoms of narcotic withdrawal virtually disappear. Afterwards, patients report none of the insatiable cravings associated with crystal meth, cocaine, nicotine, alcohol and opiates. IBOGAINE

Ibogaine increases GDNF secretion 12-fold within 6 hrs.





GDNF causes rapid dendritic resprouting of dopamine cells in 24-48 hrs.

also re-wires the brain--switching on growth factors GDNF, BDNF and NGF, which not only regenerate neurons damaged by substance abuse, but also back-signal to other cells to express more Nerve Growth Factor so that addicts can stay clean without additional IBOGAINE. This re-wiring effect explains recent findings on traumatic brain injury and IBOGAINE'S startling efficacy as a micro-dose treatment for Parkinson's and stroke damage.

### Are there side effects associated with IBOGAINE?

IBOGAINE is powerful medicine. Undesirable side effects include nausea, ataxia, and--rarely--dangerous slowing of heart and

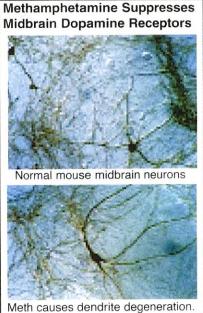
breathing which can be blocked by prophylactic administration of magnesium. In high doses it is risky, but in a controlled setting it has been shown to be safe for rapid detoxification, with some patients undergoing profound transformation

## Is there any potential for abuse?

None has been noted. Aspects of an IBOGAINE session can be arduous as well as deeply emotional.

## How can we make IBOGAINE legal in the U.S.?

A nationwide movement is working to get ibogaine either approved by the FDA or de-scheduled outright. You can join our campaign by putting on forums and rallies for ibogaine approval, by lobbying elected officials and drug treatment professionals. You can also inform your community, raising public awareness and demand for this medicine. Give us a call and get involved!



CURES not WARS treatment access +1 347-343-1791

## NEW YORK CITY PSYCHEDELIC MEDICINE RESEARCH AND ACCESS ACT

## LOCAL LAW NO. \_\_ OF 2025

A Local Law to establish the New York City Psychedelic Medicine Research Program, authorize community-based treatment access through harm reduction providers, and create regulatory frameworks for therapeutic psychedelic services with special emphasis on ibogaine treatment for opioid addiction and Parkinson's disease

### WHEREAS STATEMENTS

**WHEREAS**, the City of New York faces an unprecedented mental health and substance use crisis, with over 3,000 overdose deaths annually and treatment-resistant mental health conditions affecting hundreds of thousands of New Yorkers;

**WHEREAS**, emerging scientific evidence demonstrates the therapeutic potential of psychedelic medicines including psilocybin, MDMA, and particularly ibogaine for treating post-traumatic stress disorder, treatment-resistant depression, opioid addiction disorders, and neurodegenerative conditions including Parkinson's disease;

**WHEREAS**, ibogaine, derived from the West African iboga plant, has shown remarkable efficacy in treating opioid addiction, with studies demonstrating that 80% of patients experience significant reduction in withdrawal symptoms and 30% achieve long-term opioid cessation after a single treatment;

**WHEREAS**, recent research indicates ibogaine's potential for treating Parkinson's disease by increasing production of glial cell-derived neurotrophic factor (GDNF), which stimulates regeneration of dopaminergic neurons crucial for movement and coordination;

**WHEREAS**, New York City is home to world-class academic medical institutions including NYU Langone Center for Psychedelic Medicine, Mount Sinai Parsons Research Center for Psychedelic Medicine, Columbia University Department of Psychiatry, and Weill Cornell Medicine, which are already conducting FDA-approved clinical trials;

**WHEREAS**, the City has a robust network of community-based harm reduction organizations, which have demonstrated expertise in providing dignified, non-judgmental healthcare services to marginalized populations;

**WHEREAS**, qualified community-based harm reduction providers, including those with experience in overdose prevention services, have served as long-standing partners in community organizing, health advocacy, and support for populations disproportionately impacted by substance use disorders, including formerly incarcerated individuals, LGBTQ+ communities, and persons with HIV/AIDS throughout the city;

**WHEREAS**, established harm reduction organizations operate community-based programs providing culturally competent services for individuals who use substances, demonstrating expertise in addressing substance dependency alongside other community health challenges;

**WHEREAS**, current federal and state regulatory frameworks create barriers to accessing potentially life-saving psychedelic therapies, particularly for communities of color, LGBTQ+ individuals, veterans, and people with substance use disorders who face systemic healthcare discrimination;

**WHEREAS**, the City's Overdose Prevention Centers, operated by OnPoint NYC, represent the first publicly recognized supervised consumption sites in the United States and demonstrate the City's leadership in implementing evidence-based harm reduction interventions;

**WHEREAS**, qualified community-based harm reduction providers and other community-based organizations possess the community trust, organizing expertise, and cultural competency necessary to safely administer psychedelic therapies within a community-controlled framework;

**WHEREAS**, the principles of harm reduction emphasize meeting people where they are, reducing barriers to care, and centering the lived experiences of those most affected by current systems;

**WHEREAS**, Texas has enacted pioneering legislation providing \$50 million for ibogaine research and treatment, signed by Governor Greg Abbott in 2025, demonstrating a successful policy roadmap that New York can build upon and exceed;

NOW, THEREFORE, the Council of the City of New York enacts as follows:

## **SECTION 1: DEFINITIONS**

For purposes of this local law, the following terms shall have the following meanings:

- **a. "Covered psychedelic substances"** means psilocybin, psilocyn, ibogaine (including its active metabolite noribogaine), MDMA, and such other substances as may be designated by the Commissioner in consultation with the Psychedelic Medicine Advisory Board.
- **b. "Ibogaine treatment protocols"** means specialized medical procedures for administering ibogaine for opioid addiction treatment, Parkinson's disease symptom management, and other approved therapeutic applications, requiring enhanced cardiovascular monitoring and medical supervision due to ibogaine's unique pharmacological properties.
- c. "Ibogaine Treatment Room" means dedicated clinical spaces established for ibogaine detoxification and therapeutic research, meeting FDA, DEA, and New York State Department of Health regulatory standards for Investigational New Drug (IND) protocols or expanded access pathways.

- d. "Community-based harm reduction program" means existing programs operated by qualified harm reduction providers, providing culturally competent services for individuals in local communities, including community organizing, health advocacy, overdose prevention services, and substance use support, serving as a foundation for expanded treatment approaches.
- **e.** "Therapeutic Research Clinic" means a clinical research facility meeting FDA, DEA, and State Department of Health regulatory standards for conducting ibogaine research under Investigational New Drug (IND) approval or expanded access protocols.
- **f. "Qualified harm reduction provider"** means a community-based organization that: (i) currently operates a syringe service program authorized by New York State; (ii) provides healthcare services to people who use drugs; (iii) demonstrates at least five years of experience serving marginalized populations; and (iv) maintains appropriate medical oversight and infrastructure.
- **g. "Community healing facilitator"** means an individual who: (i) possesses lived experience with substance use, mental health challenges, or systemic marginalization; (ii) has completed training in harm reduction principles and trauma-informed care; and (iii) is certified through the Community Healing Facilitator Program established herein.
- h. "Academic medical partner" means NYU Langone Health, Mount Sinai Health System, Columbia University Irving Medical Center, Weill Cornell Medicine, or other institutions designated by the Commissioner that possess appropriate research infrastructure and clinical expertise.
- i. "Commissioner" means the Commissioner of Health and Mental Hygiene.

## SECTION 2: NYC PSYCHEDELIC MEDICINE RESEARCH PROGRAM

- **a. Establishment.** There is hereby established within the Department of Health and Mental Hygiene the New York City Psychedelic Medicine Research Program.
- b. Program Components:

- 1. **Community-Based Ibogaine Treatment Facilities**: Establishment of specialized "Ibogaine Treatment Rooms" at qualified harm reduction providers as extensions of existing community infrastructure, serving as pilot programs for NYC
- 2. **FDA-Approved Therapeutic Research Clinics**: Authorization of qualified harm reduction providers to operate Investigational New Drug (IND) protocols and expanded access pathways for ibogaine treatment
- 3. **Community Program Integration**: Expansion of existing community-based harm reduction programs to include ibogaine treatment for substance dependency
- 4. **Community-Academic Research Partnerships**: Funding collaborative research between academic medical partners and qualified community-based providers, with priority focus on ibogaine treatment for opioid addiction and Parkinson's disease
- 5. **Community Healing Facilitator Training**: Certification program for peer facilitators with lived experience, including specialized training for supporting ibogaine treatment participants
- 6. **Therapeutic Access Pilots**: Supervised access to psychedelic therapy through community-based providers, with immediate implementation of ibogaine treatment for opioid use disorder
- 7. **Indigenous Medicine Council**: Advisory body including Indigenous practitioners and traditional knowledge holders from African and other communities with historical iboga/ibogaine use
- 8. **Participant Advisory Board**: Leadership body comprising people with lived experience of mental health challenges, substance use, and those who have undergone ibogaine treatment
- **c. Funding.** The Mayor shall include in the annual budget not less than \$10 million for fiscal year 2026 and each fiscal year thereafter for the Program.

## SECTION 3: QUALIFIED HARM REDUCTION PROVIDER AUTHORIZATION

**a. Authorization Process.** The Commissioner may authorize qualified harm reduction providers to administer covered psychedelic substances for therapeutic purposes under the following conditions:

- 1. **Medical Partnership Requirement**: Each qualified harm reduction provider must establish a formal partnership with an academic medical partner that includes:
  - Licensed physician oversight for all psychedelic administration
  - Medical screening and safety protocols
  - Emergency response procedures
  - Ongoing clinical supervision
- 2. **Community Healing Facilitator Integration**: All psychedelic therapy sessions must include a certified community healing facilitator to provide:
  - Peer support and cultural navigation
  - Trauma-informed care during sessions
  - Community-based follow-up and integration support
  - Connection to ongoing social services
- 3. Harm Reduction Framework: All services must adhere to core harm reduction principles including:
  - Non-judgmental, non-coercive service delivery
  - Meeting participants where they are in their healing journey
  - Centering participant autonomy and self-determination
  - Addressing structural determinants of health
- b. Priority Populations. Authorized providers shall prioritize access for:

- Individuals with opioid use disorders seeking ibogaine treatment for addiction interruption
- Individuals with substance dependency, building upon existing community-based harm reduction program infrastructure
- · Veterans with PTSD or treatment-resistant mental health conditions
- Patients with Parkinson's disease seeking ibogaine treatment for symptom management and potential disease modification
- Formerly incarcerated individuals facing substance use challenges
- Persons with HIV/AIDS experiencing substance use disorders
- Individuals with substance use disorders seeking treatment
- LGBTQ+ individuals facing minority stress and trauma
- Communities of color experiencing systemic health disparities
- Community members served by qualified harm reduction providers
- Individuals aging out of foster care
- Survivors of domestic violence and trafficking
- Patients with treatment-resistant depression or other mental health conditions

### SECTION 4: COMMUNITY HEALING FACILITATOR PROGRAM

**a. Establishment.** The Commissioner shall establish a Community Healing Facilitator certification program in partnership with qualified harm reduction providers and academic medical partners.

### b. Training Requirements:

- 1. 120 hours of core training including:
  - Harm reduction principles and practice
  - Trauma-informed care and cultural competency
  - Psychedelic therapy support and integration
  - Specialized ibogaine treatment protocols and safety monitoring
  - Opioid addiction treatment and withdrawal management
  - Parkinson's disease support and neurological considerations
  - Mental health first aid and crisis intervention
  - Structural competency and community organizing
- 2. 40 hours of supervised practicum at qualified harm reduction providers, with required experience in ibogaine treatment support
- 3. Specialized ibogaine certification track requiring additional 40 hours of training in:
  - Cardiovascular monitoring and emergency response
  - Ibogaine pharmacology and contraindications
  - Supporting participants through extended treatment periods (18-36 hours)
  - Post-treatment integration and follow-up care
- 4. Ongoing continuing education requirements
- **c. Compensation.** Community healing facilitators shall receive compensation at rates equivalent to other certified peer specialists in the City's healthcare system.

## **SECTION 5: PSYCHEDELIC MEDICINE ADVISORY BOARD**

- a. Establishment. There is hereby established a Psychedelic Medicine Advisory Board consisting of:
  - Two representatives from qualified community-based providers
  - Two representatives from academic medical partners
  - Two community healing facilitators
  - Two participants with lived experience of psychedelic therapy
  - One representative from qualified harm reduction providers with overdose prevention experience
  - One Indigenous medicine practitioner
  - One representative from the Department of Health and Mental Hygiene
  - One representative from NYC Health + Hospitals
- b. Duties. The Board shall:

- Develop clinical protocols and safety standards
- Review and approve training curricula
- Monitor program outcomes and participant experiences
- Recommend policy modifications and program expansions
- Ensure community accountability and ethical oversight

### **SECTION 6: SAFETY PROTOCOLS AND OVERSIGHT**

- **a. Medical Screening.** All participants must undergo comprehensive medical and psychological screening by licensed healthcare providers, including:
  - Enhanced cardiovascular assessment including EKG, blood pressure monitoring, and cardiac history evaluation (required for all ibogaine participants due to potential cardiac effects)
  - Liver function testing and metabolic assessment (critical for ibogaine metabolism through CYP2D6 pathway)
  - Mental health evaluation with attention to trauma history
  - Current medication review for potential interactions, with special attention to medications affecting cardiac function
  - Assessment of social support systems and housing stability
  - For Parkinson's patients: Neurological assessment, movement disorder evaluation, and current medication regimen review
- **b. Session Protocols.** All psychedelic therapy sessions must include:
  - Licensed physician or nurse practitioner present on-site throughout entire session
  - Certified community healing facilitator throughout session
  - For ibogaine treatments: Continuous cardiac monitoring equipment, blood pressure monitoring, and emergency medical equipment including defibrillator and cardiac medications
  - Extended monitoring capacity for ibogaine sessions lasting 18-36 hours with 24/7 medical supervision
  - Private, culturally appropriate setting
  - Integration planning and follow-up care
  - **Post-ibogaine monitoring period** of at least 48 hours with regular vital sign checks due to noribogaine's extended half-life (28-49 hours)
- c. Data Collection and Reporting. The Commissioner shall collect and analyze:

- Participant demographics and outcomes with special focus on success rates for different substances
- Specific tracking of ibogaine treatment effectiveness for substance dependency
- Safety events and adverse reactions with enhanced monitoring for cardiac events
- · Community impact assessments
- Provider feedback and program improvements
- Demographic and outcome data disaggregated by race, gender identity, socioeconomic status,
   and geography
- Annual public reports including detoxification success rates for all major substances submitted to the Mayor and City Council

## **SECTION 7: LEGAL PROTECTIONS**

- a. Participant Protections. No participant in the Program may be:
  - Arrested or prosecuted for possession or use of covered psychedelic substances when participating in authorized services
  - Discriminated against in employment, housing, or other services based on Program participation
  - Required to abstain from other substances as a condition of participation
- **b. Provider Protections.** Qualified harm reduction providers and their staff acting within the scope of this local law shall be immune from prosecution under city laws for activities authorized herein.

### **SECTION 8: COMMUNITY REINVESTMENT**

- a. Economic Justice. The Commissioner shall ensure that:
  - At least 50% of community healing facilitator positions are filled by individuals from communities most impacted by the war on drugs
  - Qualified harm reduction providers receive priority designation as implementing partners for ibogaine treatment programs
  - Qualified community-based providers receive priority for city contracts and funding opportunities
  - Local procurement preferences are given to businesses owned by people with lived experience of criminalization
- **b. Funding Sources.** The Program shall be eligible to receive funding from:

- New York City's share of national Opioid Settlement Funds
- Federal research grants including NIDA and NIMH funding
- Public-private partnerships
- Philanthropic contributions
- Insurance reimbursement for covered treatments
- c. Expungement and Record Relief. The Program shall provide participants with assistance in:
  - Obtaining expungement of low-level drug convictions
  - Accessing legal services for criminal record relief
  - Navigating employment and housing discrimination appeals

## SECTION 9: COORDINATION WITH STATE AND FEDERAL AUTHORITIES

#### a. The Commissioner shall:

- Coordinate with New York State Department of Health and OASAS
- Engage with federal agencies regarding regulatory compliance
- Advocate for policy changes to remove barriers to access
- Share research findings with national psychedelic medicine community

## **SECTION 10: EFFECTIVE DATE**

This local law takes effect 180 days after it becomes law, except that the Commissioner may take such actions as are necessary for its implementation, including the promulgation of rules, before such date.

#### LEGISLATIVE INTENT STATEMENT

This legislation establishes New York City as a national leader in equitable psychedelic medicine access by centering community-based harm reduction organizations that have demonstrated expertise in serving marginalized populations. By partnering these trusted community providers with world-class academic medical institutions, the City creates a unique model that addresses both clinical rigor and community accountability.

The legislation explicitly recognizes the leadership of organizations rooted in movements for health justice, ensuring that psychedelic medicine access builds upon rather than displaces existing community infrastructure. Through the Community Healing Facilitator program, the City invests in peer support models that honor lived experience while creating pathways to economic opportunity for those most impacted by current systems.

The special emphasis on ibogaine treatment addresses the urgent need for effective interventions for both opioid addiction and emerging applications for Parkinson's disease, positioning qualified harm reduction providers as implementing partners due to their demonstrated community organizing expertise and deep community trust with marginalized populations.

This harm reduction approach prioritizes participant autonomy, cultural responsiveness, and structural competency while maintaining the highest safety standards through academic medical partnerships. The result is a program that can serve as a national model for community-controlled healthcare and equitable access to emerging therapies.

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