### Testimony from NYCHA's Executive Vice President of Leased Housing Lakesha Miller

Administration of Section 8 and Emergency Housing Voucher Program
Committee on Public Housing
Monday, September 29, 2025 – 1 p.m.
250 Broadway, 8th Floor Hearing Room 1

Chair Chris Banks, members of the Committee on Public Housing, other distinguished members of the City Council, NYCHA residents, community advocates, and members of the public: good afternoon. I am Lakesha Miller, NYCHA's Executive Vice President of Leased Housing. I am pleased to be joined by Brian Honan, Executive Vice President of Intergovernmental Affairs, and other members of NYCHA's team. Thank you for this opportunity to discuss the Authority's Section 8 program, including our administration of Emergency Housing Vouchers.

#### The Housing Choice Voucher and Emergency Housing Voucher Programs

For half a century, NYCHA has helped low-income New Yorkers rent housing in the private market thanks to the federal Housing Choice Voucher (HCV) program, also known as Section 8. The Section 8 rental subsidy allows families to typically pay no more than 30 percent of their adjusted monthly income toward rent. NYCHA pays the remaining amount to the owner of the home on the family's behalf. NYCHA administers the largest Section 8 program in the country: We currently serve about 110,000 households – over 223,000 residents – who rent homes from approximately 27,000 participating landlords. More than half of our participants are children and seniors. The average household income is about \$23,000, and families pay an average of \$472 in monthly rent. Program eligibility is based on a family's gross annual income and size of their household.

The Emergency Housing Voucher (EHV) program is also administered by the U.S. Department of Housing and Urban Development (HUD). It was established four years ago to help our most vulnerable families and individuals gain stable and affordable housing, including people who are experiencing homelessness or are victims of domestic violence. NYCHA currently serves more than 5,400 EHV participants.

#### Transitioning EHV Participants to the HCV Program

This past March, HUD announced that it is ending the EHV program. However, HUD is allowing public housing authorities across the nation to transition current EHV households to the traditional HCV Section 8 program. NYCHA will begin transferring all of our EHV participants to the HCV program, because we want to support at-risk families and keep them stably housed. EHV participants will continue to receive the same benefits – their rental subsidy will not be impacted – and the program rules and requirements will remain the same. They will benefit, however, by moving from a time-limited program to one that is not time limited.

To accommodate this, NYCHA must temporarily pause voucher issuance and outreach to applicants on the general HCV waitlist. Applicants who have not yet received a voucher will be returned to their original position on the waitlist – they will not be removed from the waitlist. Once outreach and voucher issuance restarts, NYCHA will contact households according to their spot on the waitlist. There is no impact to current voucher holders.

#### **Serving Voucher Holders**

My colleagues and I have been working hard to prepare administratively for this transition and ensure there is no interruption to the vital assistance that every EHV participant receives. Our team also provides invaluable support to Section 8 voucher holders beyond the powerful foundation of a monthly rental subsidy. For instance, our Housing Navigation Unit helps voucher holders find housing in the private market; our inspections team makes sure that voucher holders are living in safe, decent housing; and we arrange for any valid reasonable accommodations as well as transfers to other housing authorities. The Family Self-Sufficiency Program helps Section 8 residents build their assets while they pursue financial independence through education, job training, and money management. And many of the other valuable academic advancement and workforce development programs offered by NYCHA's Office of Resident Economic Empowerment and Sustainability are available to Section 8 voucher holders in addition to public housing residents.

We also support the landlords who participate in the program, who likewise benefit from the guaranteed monthly rental subsidy payments; for example, our free online property management tools help landlords manage their Section 8 portfolio.

#### A Vital Lifeline

As we have reported in previous Council hearings, we continue to monitor the news coming out of Washington and will continue to adapt to the fiscal realities. No matter what happens, our top priority is providing decent, affordable housing to the families we serve, and we remain steadfast in pursuit of our mission.

NYCHA's work, including its administration of Section 8 vouchers, is a critical lifeline for so many New Yorkers. We appreciate the Council's support as we continue to navigate the challenges and the changes, and we look forward to continuing our vital work together.

Thank you. We are happy to answer any questions you may have.

## TESTIMONY BEFORE THE NEW YORK CITY COUNCIL COMMITTEE ON PUBLIC HOUSING REGARDING NYCHA AND HUD SECTION-8 HOUSING AND THE ADMINISTRATION OF THE SECTION-8 EMERGENCY HOUSING VOUCHER PROGRAM

#### Submitted by Neil Rana, Legal Services NYC Rukaya Hamza, Legal Services NYC

Legal Services New York City (LSNYC) appreciates the opportunity to submit the forgoing comments in response to the New York City Council's Committee on Public Housing's invitation to participate in their oversight hearing regarding NYCHA and HUD Section 8 Housing and the Emergency Housing Voucher (EHV) Program.

LSNYC is a non-profit organization that fights poverty and seeks racial, social, and economic justice for low-income New Yorkers. LSNYC is the largest civil legal services provider in the country, with deep roots in all of the communities we serve. Our organization assists more than 110,000 low-income New Yorkers each year and is at the forefront of the fight to prevent evictions, preserve affordable housing, and ensure that our clients' apartments are safe and our clients are free from harassment. A significant part of LSNYC's work is in the areas of tenant rights, eviction defense, and foreclosure defense—in addition to a range of other legal matters.

### 1. Issues in relation to public-private partnerships in NYCHA and HUD-administered Section 8 programs.

LSNYC represents public housing residents throughout the city in Housing Court, New York State Supreme Court, administrative proceedings, and in the federal courts. In our work, we witness the constant neglect and disrespect that our clients face living in public housing, including but not limited to deplorable housing conditions, rent overcharges, the lack of essential services, and unnecessary problems arising from recertifications and related rent setting issues. Most of our clients endure this because of the chronic shortage of affordable housing in NYC, meaning it is virtually impossible for many of them to live anywhere else in the city. The affordability crisis also means that our clients are often faced with complicated legal issues that arise when trying to calculate their correct rent under Section 8, often leading them to be improperly sued for rent they do not owe.

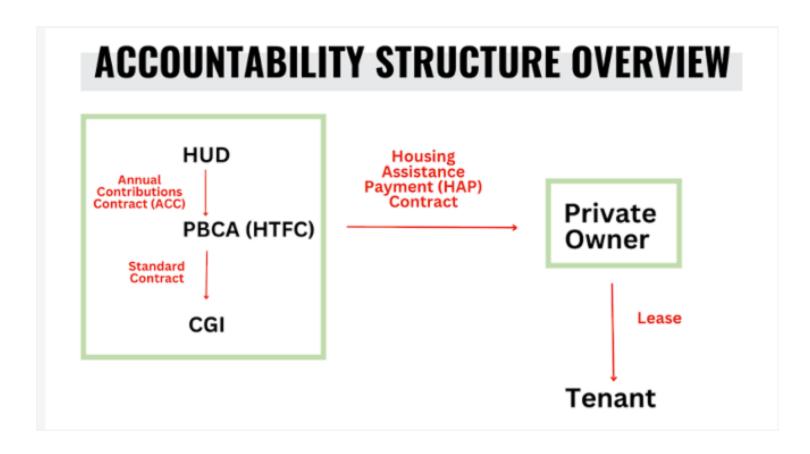
Many of the issues previously mentioned are related to the way that NYCHA and HUD administer their section 8 housing across the city. More specifically, the failures to adequately meet and serve tenant needs are often directly related to local, state, and federal government partnerships with private property managers and contract administrators. Aimed at leveraging the private sector's capital and efficiency, NYCHA through its RAD-PACT program, and HUD through its hiring of CGI and private building managers, have each entered partnerships with private actors ostensibly to improve the administration and operation of public housing across the city and state. However, these partnerships have too often failed to deliver positive results for tenants, oftentimes placing them at even greater risk of eviction.

NYCHA's Rental Assistance Demonstration and Permanent Affordability Commitment Together ("RAD PACT") program is an initiative designed to utilize private sector capital to access new resources meant to address long-overdue repairs. The RAD program was created in 2012 "to give public housing authorities (PHAs) a powerful tool to preserve and improve public housing properties..." by converting public housing to project-based Section 8, stated to be "a more reliable source of operating subsidy that allow PHAs and owners to safely leverage private capital [...] in order to finance the property rehabilitation or replacement." Under this program, a public housing authority enters into a ground lease with a private company in which it leases the building for the private company to undertake comprehensive repairs and manage operations with the use of project-based rental assistance subsidies.

Unfortunately, many tenants living in converted RAD-PACT building continue to experience deplorable living conditions and, worse yet, end up getting pushed out of their homes altogether. This isn't hyperbole, as there are direct examples of these harms through the services provided by LSNYC staff. For example, one of our clients lives in a RAD-PACT converted building where a private entity has replaced NYCHA as the principal manager of the building. In this building, management has consistently failed to make the numerous and substantial repairs needed for the apartment to meet the standards of the Housing Maintenance Code ("HMC") or pass Housing Quality Standard ("HQS") inspections. The repairs are numerous and severe, including unclean drinking water, rodent infestations, broken kitchen appliances, and broken heating implements. In fact, the apartment is in such subpar condition that our client has been forced to increasingly spend time sleeping on friends' couches to protect his health and his grandson was injured when the bathroom door fell off of the hinges, striking him and causing serious injury to his arm.

Unfortunately, the perils suffered by our client and his family did not stop there. Because management has utterly failed to act in addressing the repairs, the apartment has repeatedly failed to pass HQS inspections. As a result, and in line with the program's policy, the client's subsidy has been terminated, and the client and his family have been given a move-out voucher to find new housing. After living in public housing for nearly 50 years, the recent RAD-PACT conversion of our client's building has put this family in harm's way, bringing about worse living conditions and the cancelling of their section 8 voucher.

The RAD-PACT program is not the only example of a failed HUD public-private partnership harming tenants. In administering their state-wide contracts for Project Based Rental Assistance, HUD has entered into partnerships with private entities with both the contract administrators and building managers. In New York, the private administrator of the HAP contract is an organization known as CGI, which monitors the private managers of Project-Based Section 8 Buildings across the city and state.



Much like the RAD-PACT program, CGI's administration of these buildings has resulted in numerous harms to tenants. In fact, Project Based Section 8 buildings offer a window into the future of RAD-PACT buildings. Problems persist across the board, including management offices failing to make repairs, notify tenants of recertification deadlines, and failing to correct dangerous lead violations. Many of these private managers are wholly unresponsive to tenant concerns, face extremely high staff turnover, and fail to provide tenants with their yearly leases. While all of these harms are egregious violations of tenant rights, the results should not be surprising because, in many ways, they are incentivized by the system. By offloading the majority of their responsibilities to the private entities of CGI and the individual building managers, HUD has essentially contracted away its power to enforce and protect tenants' rights in these buildings. This has led to an accountability vacuum; whereby poorly performing building managers do not face any consequences for their failures to protect tenants in their building. Consequently, poorly performing buildings show little to no sign of improvement while continuing to collect government funds through their HUD contracts. This system of rewarding building managers for their failures and lack of concern for tenants' health and wellbeing incentivizes private entities to continue to understaff their offices and ignore tenant concerns.

The result of this accountability vacuum directly impacts our client's living in Project Based Section 8 buildings. Many of them face eviction based on arbitrary and improper increases in the client's rent share which results in unaffordable rents not in line with their income. These

increases often come without the necessary warnings and notices to recertify their household income, resulting in a client and their family being exposed to summary eviction proceedings through no fault of their own, and based on management's failure to adhere to HUD policy and procedures. Several of our clients live in deplorable apartment conditions; experiencing rat infestations, mold, and lead paint violations that continually go uncorrected. Clients living in these conditions often have young children who develop medical conditions like asthma. Despite the egregious harms to tenants, there are no consequences imposed by CGI or HUD upon the private managers of these Project Based Section 8 buildings.

If HUD and NYCHA truly desire to create a more efficient system of administering Section 8 Housing across the country and especially in New York State and City, then their current strategy of creating public-private partnerships is clearly not the solution. However, given that this is the current system we operate in, changes must be made to its managerial structure. HUD should be focusing specifically on protecting the rights of tenants who live in these buildings, which necessitates a more active role in the administration of their contracts and buildings. HUD and NYCHA must work together to monitor and effectively root out bad actors who have shown no effort to improve the way they treat section-8 tenants. NYCHA can no longer allow their private partners to forgo making necessary and desperately needed repairs to keep their apartments in line with the Housing Maintenance Code. Furthermore, if a private manager fails to correct these violations, the tenant should not be punished by being forced to move out of their home and find a new apartment with a new voucher—NYCHA must step in and undertake the repairs the private company neglected. HUD must provide more oversight on the administration of their statewide contracts and allow their statewide partners to impose consequences on the private managers of poorly performing buildings. A real effort must be made to correct the actions of poorly performing buildings, especially ones that have had consistently negative outcomes. If HUD and NYCHA want to truly protect tenants, they cannot stop at merely creating these public-private partnerships—they must do the work necessary to ensure their success, especially as it relates to safeguarding tenant rights and protections.

### 2. Ending the Emergency Housing Voucher Program Will Result in Increased Evictions and Homelessness for Many New York City Residents

The Emergency Housing Voucher (EHV) program is a federal program that was enacted during the pandemic as part of former President Joseph Biden's American Rescue Plan Act of 2021. The program sought to mitigate homelessness and assist individuals and families in securing safe and affordable housing. Recipients of the EHV program reside in housing of their choice and pay 30% of their monthly income on rent. Out of the 70,000 vouchers issued through the program nationwide, New York City received about 7,700 vouchers (11%).

<sup>&</sup>lt;sup>1</sup> Emergency housing voucher program (EHV). Homes and Community Renewal. (n.d.). <a href="https://hcr.ny.gov/ehv">https://hcr.ny.gov/ehv</a>

<sup>&</sup>lt;sup>2</sup> Brand, D. (2025, March 24). *Nearly 8k NYC households could lose Rent Aid as Federal Program runs out of money*. Gothamist. <a href="https://gothamist.com/news/nearly-8k-nyc-households-could-lose-rent-aid-as-federal-program-runs-out-of-money">https://gothamist.com/news/nearly-8k-nyc-households-could-lose-rent-aid-as-federal-program-runs-out-of-money</a>

The EHV program was expected to last until 2030. Program participants expected to have several more years to secure affordable apartments. However, in July 2025, the current Administration announced that it will terminate the EHV program. Ending this program will have a disastrous effect on NYC residents, and it will result in an increase in homelessness and evictions. With the program ending, most of the program's participants are uncertain about how they will be able to fully afford their housing without the aid they currently receive from the EHV. This means that many families who currently have stable housing will likely return to city shelters and begin the process of looking for City and State housing vouchers—to which there is limited supply and some cases narrow eligibility requirements and can also be a lengthy and cumbersome process.

According to media reporting, NYCHA has announced that it will move its 5,500 voucher holders into its regular Section 8 program. While this action protects EHV holders from experiencing homelessness, it is not a comprehensive solution to the federal funding cut because it further delays affordable housing for the thousands of families who are currently in NYCHA's Section 8 waitlist, many who already have been waiting years for their turn. Meanwhile, roughly 2,000 additional EHV holders under the purview of the City's Housing and Preservation Department (HPD) are in limbo given that HPD has not announced a plan to make sure such families are transferred into an alternate housing subsidy program.

Rather than NYCHA or HPD acting in isolation, New York State and City could step in to provide a comprehensive solution to this problem so that EHV families continue to receive the housing subsidy they need *and* thousands other families already on waitlists are not further delayed in accessing affordable housing.

NYC is currently facing unprecedented levels of homelessness as rents continue to increase, and more residents are facing evictions. In January 2024, more than 140,000 people lacked stable housing. In July 2025, 104,052 people slept in NYC shelters each night. Although the number has reduced compared to that of 2024, there is still an overwhelming need for housing assistance for NYC tenants who cannot afford to live in the city they work in and reside in with their families.

One-third of all New York City renters use more than half their income to pay for their rent and three-quarters of extremely low-income renters spend more than half of their income on rent. Additionally, half of the city's households do not have enough money to comfortably pay

<sup>&</sup>lt;sup>3</sup> Brand , D. (2025, March 24). *Nearly 8k NYC households could lose Rent Aid as Federal Program runs out of money*. Gothamist. <a href="https://gothamist.com/news/nearly-8k-nyc-households-could-lose-rent-aid-as-federal-program-runs-out-of-money">https://gothamist.com/news/nearly-8k-nyc-households-could-lose-rent-aid-as-federal-program-runs-out-of-money</a>

<sup>&</sup>lt;sup>4</sup> Id.

<sup>&</sup>lt;sup>5</sup> Id.

<sup>&</sup>lt;sup>6</sup> Brand, D. (2025b, August 11). *NYC to replace thousands of rental vouchers after Federal Program expires, but at a cost*. Gothamist. <a href="https://gothamist.com/news/nyc-to-replace-thousands-of-rental-vouchers-after-federal-program-expires-but-at-a-cost">https://gothamist.com/news/nyc-to-replace-thousands-of-rental-vouchers-after-federal-program-expires-but-at-a-cost</a>

<sup>&</sup>lt;sup>7</sup> Brand, D. (2025a, March 24). *Nearly 8k NYC households could lose Rent Aid as Federal Program runs out of money.* 

<sup>&</sup>lt;sup>8</sup> *Basic facts about homelessness: New York City.* Coalition For The Homeless. (n.d.). https://www.coalitionforthehomeless.org/basic-facts-about-homelessness-new-york-city/

rent, access sufficient food and fundamental health care. According to the Community Service Society of New York, many people face the disheartening reality each month of choosing between feeding or housing their children. 10

These are families that work two to three jobs, are stressed and overwhelmed, struggling to make ends meet and survive. <sup>11</sup> These families also face income discrimination from landlords that do not want to rent apartments to people that receive governmental assistance. <sup>12</sup>

#### 3. Effects of Cutting Funding on NYC Government and Property Owners

The termination of the Emergency Housing Vouchers program (add benefit) will cut housing programs in NYC by nearly 50%. Currently, the City runs CityFHEPS which is also a housing voucher program aimed at decreasing the number of NYC residents in shelters and preventing currently housed residents from entering shelters. However, in recent years, the rising costs of CityFHEPS has made it more expensive than what policymakers anticipated at its launch. Finding a replacement for the program to aid resident New Yorkers will be a huge financial challenge for the City.

Moreover, tenants living in properties owned by low-to-moderate income property owners are particularly at risk as, in many instances, such property owners are only able to rent their apartments with the use of EHV funds. The loss of subsidy payments accounting for 70% of the monthly rent, plus other benefits such as security deposit payments and a repair fund, will have a devastating effect for tenants of these low-to-moderate income property owners. Without being able to mitigate the risks of foreclosure or increasing property taxes, smaller property owners may not be able to participate in the rent to low-income families. This is yet another reasons why New York State and City should step in expeditiously to provide a comprehensive solution to this problem so that EHV families continue to receive the housing subsidy they need and thousands other families already on waitlists are not further delayed in accessing affordable housing.

We once again thank the Council for the opportunity to testify on this matter. If you have any questions or wish to further discuss our analysis, please contact Neil Rana Legal Services NYC at Nrana@lsnyc.org and Rukaya Hamza at Rhamza@lsnyc.org.

<sup>&</sup>lt;sup>9</sup> Basic facts about homelessness: New York City. Coalition For The Homeless. (n.d.). https://www.coalitionforthehomeless.org/basic-facts-about-homelessness-new-york-city/

<sup>&</sup>lt;sup>10</sup> Stein, S., Thompson, I., & Mironova, O. (2025, March). *Housing is the solution: A plan to end mass homelessness in NYC*. Housing is the Solution: A Plan to End Mass Homelessness in NYC | Community Service Society of New York. https://www.cssny.org/publications/entry/housing-is-the-solution-a-plan-to-end-mass-homelessness-in-nyc <sup>11</sup> Brand, D. (2025b, August 11). *NYC to replace thousands of rental vouchers after Federal Program expires, but at a cost*.

<sup>12</sup> Brand, D. (2025c, September 23). NYC issuing more housing vouchers for homeless residents than ever before.

<sup>&</sup>lt;sup>13</sup> Citizens Budget Commission. (2025, February 24). CityFHEPS hits \$1 billion | NYC cannot voucher its way out of the Housing Crisis. <a href="https://cbcny.org/research/cityfheps-hits-1-billion">https://cbcny.org/research/cityfheps-hits-1-billion</a>



### New York City Council Committee on Public Housing Oversight Hearing on the Administration of Section 8 and Emergency Housing Voucher Program

Chair Banks and fellow members of the New York City Council Committee on Public Housing.

Thank you for holding this oversight hearing on the administration of Section 8 and Emergency Housing Voucher Program. For over 50 years, the Metropolitan Council on Jewish Poverty (Met Council) has been America's largest Jewish charity dedicated to fighting poverty. We operate ten departments, ranging from 100% affordable housing to our award-winning family violence program, comprehensive Holocaust survivor assistance, senior programming, crisis intervention, and the country's largest kosher and halal emergency food network. Met Council provides a wide array of support to over 320,000 New Yorkers annually, including those facing financial crises.

Met Council's Crisis Intervention Team works directly with individuals facing eviction or termination of household utilities to help them access needed resources. Many of our clients rely on Section 8 Vouchers in order to remain securely housed. Discrimination, excessively long waitlists, and continued threats at the federal level force our clients to rely on organizations like Met Council to avoid the risk of becoming unhoused. It is essential that the Section 8 program is run fairly and efficiently to protect low income New Yorkers.

Source-of-Income (SOI) discrimination, when landlords refuse to rent to qualified tenants because their income comes from a source like Section 8 or other government housing assistance, has been illegal in New York City since 2008. However, Met Council's clients and many other New Yorkers still regularly experience this type of discrimination in their search for stable housing. In 2024, Unlock NYC performed an analysis of over 2,000 SOI discrimination reports in all five boroughs. This analysis found that about half of these discrimination reports were the result of landlords "ghosting" eligible applicants when they learned of their Section 8 vouchers. Discrimination against voucher holders often leaves New Yorkers unable to secure stable housing, even when they qualify for public assistance. The city must take stronger, proactive measures to enforce existing laws, identify violations, and prevent this form of housing discrimination.

Another barrier New Yorkers face to accessing Section 8 vouchers is the continuously growing waitlists that can sometimes last years. These long waitlists are the result of a variety of factors including high demand, inadequate federal funding, and NYCHA's capacity to process applications and vouchers. This situation has worsened since HUD announced in March that it will no longer fund the Emergency Housing Voucher (EHV) program. As a result, many families receiving EHV assistance must now be transitioned to the already overburdened Section 8 program, which further increases demand for the program without any corresponding increase in supply. The excessively long waitlists place an unbearable burden on our clients. When those who qualify for Section 8 are unable to access the support they're entitled to, they are forced to rely on our Crisis Intervention Team to meet their urgent needs. This is not only unsustainable, it also highlights a serious failure in a system designed to support vulnerable New Yorkers. To ensure timely access to stable housing for those who need it most, the city

must increase investment in affordable housing, expand the supply of units available to voucher holders, and strengthen NYCHA's capacity to process applications more efficiently.

In addition to the ongoing challenges in administering the Section 8 program, continued federal funding for housing vouchers has become an increasing concern since January. Although Congress passed a budget this summer without major cuts to HUD or public housing, the Trump Administration has signaled a clear intent to reduce federal support for these critical programs. Now, with a government shutdown underway, the uncertainty is more pressing than ever. While Section 8 vouchers are currently funded through October, a prolonged shutdown could result in delayed payments, increased risk of eviction, and the potential for thousands of New Yorkers to lose their homes. In the face of this federal instability, it is more urgent than ever for the city and state to step up, safeguard vulnerable residents, and strengthen the housing assistance systems they rely on.

We thank you for taking the time to review our testimony, and we hope to continue to work with this committee and the City Council to better meet the needs of all New Yorkers.

#### **Policy Recommendations**

- Increase resources for legal aid and housing advocacy organizations so tenants with vouchers can challenge unlawful denials quickly and effectively.
- Expand funding for the NYC Commission on Human Rights to proactively investigate SOI
  complaints, increase penalties for repeat violators, and require landlord training on voucher
  acceptance.
- Fund dedicated staff to process vouchers, set timelines for issuance, and prioritize moving families with children and seniors off waitlists more rapidly.
- Incentivize landlords to lease to voucher holders by offering risk mitigation funds and streamlined inspection processes.

Thank you,

Dickran Jebejian
Director of Policy

Metropolitan Council on Jewish Poverty



### New York City Council Oversight Hearing: Administration of Section 8 and Emergency Housing Vouchers

### Neighbors Together Testimony Written by Amy Blumsack, Director of Organizing & Policy

September 29th, 2025

Neighbors Together would like to thank the New York City Council Public Housing Committee Chair Banks, as well as the other council members on the committee for the opportunity to submit testimony.

#### **About Neighbors Together**

Neighbors Together is a community based organization located in central Brooklyn. Our organization provides hot meals five days per week in our Community Café, offers a range of one-on-one stabilizing services in our Empowerment Program, and engages members in community organizing, policy advocacy and leadership development in our Community Action Program. We serve approximately 120,000 meals to over 12,000 individuals per year. Over the past year alone, we have seen a 40% increase in the number of meals we are serving, and we see new people on the line every day.

Our members come to us from across the five boroughs of New York City, with the majority living in central Brooklyn. Nearly 60% of our members are homeless or unstably housed, with a significant number staying in shelters, doubled-up with relatives or friends, and living on the street.

Over the last five to ten years, our members increasingly report that homelessness and lack of affordable housing options are their primary concern. Our data backs the anecdotal evidence we see and hear from our members daily: an increasing number of our members are either living in shelter with vouchers for years at a time, ineligible for a voucher, or unable to find permanent housing due to rampant source of income discrimination and a vacancy rate of under 1% for affordable housing units in New York City.<sup>1</sup>

<sup>&</sup>lt;sup>1</sup>https://www.nyc.gov/site/hpd/news/007-24/new-york-city-s-vacancy-rate-reaches-historic-low-1-4-percent-demandin g-urgent-action-new#/0



#### **Threat of Federal Budget Cuts**

Prior to the current federal administration, federal social safety net funding was already less than the actual need. Prior to last year, the waitlist for Section 8 vouchers was closed for 15 years<sup>2</sup>. People on SNAP and Medicaid were already struggling to make ends meet with the benefits they had.

Federal cuts to Medicaid and SNAP in H.R.1 put vulnerable populations at increased risk of homelessness and insufficient or nonexistent medical care. Congress is currently debating the appropriations bills for the Department of Housing and Urban Development (HUD): the House appropriations bill for HUD would include catastrophic cuts and changes to programs that New Yorkers rely on, and although the Senate appropriations bill is better, it will still cause hundreds of thousands of people to lose their housing.

Additionally, with federal cuts to funding for service providers, nonprofits will see an increased need among their clients and a decreased ability to meet the need.

#### **Emergency Housing Vouchers and Section 8 Housing Choice Vouchers**

Emergency Housing Vouchers (EHV) are a lifeline for nearly 8,000 New Yorkers in New York City. Now that the federal government has announced that it will no longer be funding EHV past the end of 2025, thousands of voucher holders are facing the terrifying prospect of returning to homelessness. It was recently reported that EHV voucher holders who received their voucher through NYCHA will be able to switch over to the Housing Choice Voucher (commonly known as Section 8). Neighbors Together strongly supports the decision to provide EHV voucher holders with Section 8 Housing Choice Vouchers- it makes no sense to throw formerly homeless households back into homelessness after they have just achieved stability.

It will be critically important for NYCHA to provide clear and timely communication about the process for transferring EHV voucher holders to Section 8 vouchers, and for the process of transferring people to go smoothly and without interruption. Communication should be early, often, and extremely clear. For those EHV voucher holders whom NYCHA is unable to reach, there should be intensive proactive outreach in the community to ensure that no one falls through the cracks.

<sup>&</sup>lt;sup>2</sup> https://www.amny.com/housing/nyc-households-section-8-housing-voucher-waitlist-2024/



In addition to the EHV vouchers being administered by NYCHA, there are nearly 2,500 EHV vouchers being administered by HPD. Thus far, HPD has made no announcement about what will happen to their EHV voucher holders. It is crucial for HPD to provide an alternative voucher for these 2,500 EHV recipients, and for those plans to be communicated as soon as possible. Voucher holders are being put under incredible stress every day under the weight of potential homelessness in the near future.

Given the end of EHV vouchers and potential cuts to Section 8 and other key HUD funded housing programs for low-income and homeless individuals, New York City government must rise to meet the occasion. It is incumbent upon the mayoral administration and City Council to do everything in their power to protect the communities of New York City from the terrible harm these cuts will cause.

#### **Address Source of Income Discrimination**

At today's oversight hearing, NYCHA officials testified that the successful usage rate of Section 8 vouchers is hovering above 50%. Given both the success of vouchers as a tool for moving families out of homelessness and the level of need in the city, usage rates should be higher. However, as a number of council members on the committee noted, source of income (SOI) discrimination is a major barrier to successful voucher use.

NYCHA can and should do more to address the issue of source of income discrimination. Beyond merely referring Section 8 voucher holders to the City Commission on Human Rights, NYCHA should be proactively offering all Section 8 recipients know-your-rights information on what source of income discrimination is and how to report it, similar to that required of DHS for CityFHEPS recipients by Local Law 115 of 2020.<sup>3</sup>

Neighbors Together has worked to assist voucher holders in securing housing since 2019, and our experience shows that teaching voucher holders how to capture and submit quality evidence of source of income discrimination to CCHR is one of the primary ways that voucher holders can secure housing. There are quality tools that make reporting easy; Unlock NYC has worked with voucher holders to create SOI reporting tools that are accessible and easy to use.<sup>4</sup> NYCHA should be proactively sharing these tools with Section 8 voucher holders.

<sup>&</sup>lt;sup>3</sup> https://www.nyc.gov/assets/cchr/downloads/pdf/amendments/Local-Law-115.pdf

<sup>4</sup> https://weunlock.nyc/



In addition to these simple steps that NYCHA can take to address SOI discrimination, City Council must pass the **End Source of Income Discrimination Bill Package**. These bills (Intros 1210-1215) will help remove the persistent barrier that source of income discrimination presents to homeless New Yorkers trying to access housing. The bill package was developed by voucher holders who have experienced source of income discrimination, to address weaknesses in the enforcement against this illegal but all too common form of discrimination. The bill package is designed to create financial disincentives for landlords to discriminate, by mandating increased fines for discrimination, making SOI discrimination findings publicly available, banning credit checks and minimum income requirements for voucher holders, and more. Vouchers are a critical tool for moving people out of homelessness, and these bills will increase their effectiveness.

#### Support the City Commission on Human Rights to Meet Demand

As civil and human rights protections are being actively dismantled at the federal level, the City Commission on Human Rights (CCHR) will play an increasingly critical role in protecting the most vulnerable groups in New York City, whether it be against housing discrimination, workplace harassment, illegal workplace exploitation, or other discrimination. As protections at the federal level are shrinking, the number of protected classes in New York City are among the most robust in the country, with over 25 protected classes. The administration and City Council must **make robust investments in the Commission on Human Rights** to ensure it has the resources and capacity to meet the growing need.

In addition to increased funding, the City, particularly OMB, must remove barriers to hiring and timely onboarding.

- Exempt CCHR staff from hiring freezes The city must classify attorneys at CCHR as "critical" positions and exempt them from hiring freezes.
- Increase attorney salaries at CCHR Salaries at the Commission on Human Rights
  need to be raised to competitive rates in order to attract and retain experienced attorneys.
  Currently CCHR staff attorneys make significantly less than their counterparts in other
  government agencies, or at nonprofit legal services providers. At minimum, salaries of
  staff attorneys at CCHR should match those of staff attorneys at the City Law Department.



Exempt CCHR from 2:1 hiring allotments - CCHR should be exempt from the
two-to-one allotment mandate from OMB, which requires that two people leave the
Commission before it can hire one new person. The two-to-one allotment process stymies
the Commission's ability to fill the staff lines for which they've been budgeted. Often, that
inability to fill budgeted staff lines is used as an excuse not to provide additional funding in
the following fiscal year.

#### **Strengthening and Maximizing CityFHEPS**

CityFHEPS is a proven tool in the fight against homelessness. In the midst of the city's housing affordability crisis, a symptom of which is the historically low vacancy rate of less than 1% vacancy for units under \$2,500 per month, CityFHEPS is one of the primary tools that moves low-income and extremely-low-income New Yorkers out of homelessness and into stable housing.

As hundreds of thousands of New Yorkers face potential homelessness due to federal safety net cuts, the City must ensure that it **funds CityFHEPS vouchers at the full level of need.**Commissioner Park has been messaging that the City cannot afford to cover the need for vouchers, but that is a shortsighted approach to the problem of homelessness. The Department of Social Services must **stop passing harmful policy changes to CityFHEPS** that will increase and/or prolong homelessness; increasing voucher holders' rent portion to 40% of their income in their 6th year of CityFHEPS, and ending the unit hold incentive are two examples of policies that claim to create cost savings, but will cause more harm and financial strain in the long run. To this end, Neighbors Together would like to voice its **support for Intro 1372**, which would limit CityFHEPS voucher holders' portion of their rent to 30% of their income.

The Council must continue to push the administration to **implement the expansion of CityFHEPS through local laws 100-102.** One of the best approaches to homelessness is to keep people in their homes and avoid homelessness altogether. These local laws will help do exactly that.

Additionally, the administration should include **funding for increased hiring in the Human Resources Administration and Department of Homeless Services** to ensure that vouchers are distributed and leased up smoothly and efficiently. There should also be a tranche of **funding to address longstanding administrative barriers in the CityFHEPS program.** 



#### Conclusion

In order to address the impending cuts to federally funded social safety net programs, the City must do everything in its power to protect the people of New York City. Now is the time for the City to show bold leadership and double down on investments in keeping people healthy, housed, and fed. The City must port NYCHA and HPD EHV voucher holders over to Section 8 Housing Choice Vouchers. The process must be seamless, and the communication must be early, often, and clear. It is unacceptable to let vulnerable New Yorkers fall back into homelessness.

To bolster these efforts, the city must address source of income discrimination by passing the <u>End Source of Income Discrimination Bill Package</u>, remove bureaucratic barriers at the City Commission on Human Rights, and improve and strengthen CityFHEPS.

Without a proper investment in these critical priorities, New York City will continue to see increasing numbers of people falling into homelessness and unable to escape. The existing affordability crisis that New York City is already facing, plus the oncoming federal program cuts, require a bold willingness to invest in our city's systems and its people. The priorities outlined above will help ensure positive outcomes for hundreds of thousands of New Yorkers.

For questions regarding this testimony, please contact Amy Blumsack, Director of Organizing & Policy at Neighbors Together, at <a href="mailto:amy@neighborstogether.org">amy@neighborstogether.org</a> or 929-759-6667.



#### September 29, 2025 New York City Council

#### Hearing Before the Committee on Public Housing Oversight: Administration of Section 8 and Emergency Housing Voucher Program Testimony of the New York Legal Assistance Group

Greetings Chair Banks and members of the New York City Council Committee on Public Housing. Thank you for the opportunity to submit testimony on the administration of Section 8 and Section 8 Emergency Housing Vouchers, a vital program that has been abruptly and prematurely shut down. My name is Anna Luft and I am the Public Housing Justice Project Director in the Tenants' Rights Unit at NYLAG. PHJP is the first team of legal advocates solely dedicated to directly representing public housing residents in New York City.

New York Legal Assistance Group ("NYLAG") uses the power of the law to help New Yorkers experiencing poverty or in crisis combat economic, racial, and social injustices. We address emerging and urgent needs with comprehensive, free civil legal services, financial empowerment, impact litigation, policy advocacy, and community partnerships. We aim to disrupt systemic racism by serving clients whose legal and financial crises are often rooted in racial inequality.

NYLAG works closely with community organizations, agencies, and elected officials, and operates numerous legal clinics in locations such as community centers, courthouses, and hospitals. With the full implementation of Right to Counsel at the NYCHA Office of Impartial Hearings ("OIH"), NYLAG created the Public Housing Justice Project ("PHJP") within its Tenants' Rights Unit ("TRU"). NYLAG's PHJP represents residents in Section 9 and Permanent Affordability Commitment Together, known as "PACT," developments; as well as Section 8 Housing Choice and Emergency Voucher-holders in voucher termination and restoration advocacy. This testimony draws on the experience of housing advocates in PHJP and TRU, as well as in other NYLAG Units including Domestic Violence Law Unit, serving survivors of intimate partner violence across family and immigration law matters; LegalHealth, the largest medical-legal partnership, with advocates embedded in hospitals across New York City; and our Shelter and Economic Stability Project, serving individuals experiencing or at risk of homelessness.

#### **Emergency Housing Vouchers**

The Emergency Housing Voucher (EHV) program has had a significant impact on the clients and communities NYLAG serves across all of our practice areas. For individuals experiencing poverty, survivors of domestic violence, people facing medical hardships and crises impacting their stability, and people experiencing homelessness, Emergency Housing Vouchers provide a lifeline: crucial housing stability during some of the most vulnerable period in our clients' lives.

New Yorkers in particular benefited from the creation of EHVs and will be impacted by the sudden wind down of the program. When HUD created the Emergency Housing Voucher program in May of 2021, it allotted approximately 7,788 vouchers to New York City divided across NYCHA and HPD, over 10% of the nearly 70,000 vouchers issued nationwide under this program. Both agencies prioritized unhoused families and young people, frequent hospital patients, and domestic violence survivors. For these populations, access to deeply affordable housing through Section 8 can fundamentally change their lives for the better. For survivors of domestic violence, having access to their own Emergency Housing Voucher and therefore their own lease, means a safe home wherein they can reclaim their lives.

Stable housing also means better access to healthcare and better health outcomes, fewer trips to the emergency room, and greater financial security. Many of NYLAG's clients in our LegalHealth Unit have not reported the health harming conditions in their apartments because they were in arrears to their landlord and feared reporting would result in their eviction. Landlords' failure and refusal to provide safe and habitable housing perpetuates a cycle of generational inequity against low-income populations, which are predominantly individuals and families of color. Similarly, individuals who are housing insecure or unhoused are less likely to have regular medical care and more likely to postpone treatment or use the emergency room for treatment. People who are unhoused and discharged from the hospital back to the street or a shelter are associated with a higher risk of readmission.

Subsidized housing vouchers are a critical pathway to stable and healthy housing and provide a crucial foundation for tenants to obtain a sense of safety for their families or consistent employment. By way of example:

NYLAG's LegalHealth Unit previously worked with Ms. H, a single mom to a four-year-old medically fragile child who had spent the entirety of his life in the hospital. During that time, Ms. H effectively lived at the hospital with her child, relinquishing her prior apartment in order remain at his bedside. Because of her son's medical status, Ms. H had difficulty maintaining a job or covering her expenses. Thanks to the Emergency Housing Voucher program, Ms. H was able to obtain an apartment that could meet the needs of her child. Because she had stable housing, once her child's medical status stabilized, he was able to be discharged to his first home with his mother. This was only possible because of her prioritized access to Section 8 through the Emergency Housing Voucher program.

NYLAG's Shelter and Economic Stability Project worked with a client named Mr. C. At the time, he was a 22-year-old man who had no place to live. He frequently stayed in the City's youth drop-in programs and eventually homeless shelters. While staying in shelter, Mr. C. was lucky enough to be selected to receive an Emergency Housing Voucher. Mr. C. was considered especially desirable as a tenant because he had access to the preferential Section 8 Emergency Housing Voucher (as opposed to other rental subsidies) so had a very easy apartment search. After transitioning into permanent housing, Mr. C. was sufficiently stabilized that he was able to gain employment at the very drop-in center where he had once been a client. Mr. C. now works helping to connect youth experiencing homeless to shelter and permanent housing. Perhaps the strongest testament to the power of

Emergency Housing Vouchers is that Mr. C. has not returned to NYLAG with any follow-up concerns or problems with the operation of his voucher (which is not generally the case with other rental subsidies). He is able to continue to work to support others in shelter and in need of vouchers from the stability achieved by his own voucher.

Our clients' stories are compelling, but they are not unique. Across all five boroughs, thousands of households have similarly benefited from Section 8 and scores more need access to reliable housing subsidies and deeply affordable housing.

We are relieved to understand that NYCHA has a plan to retain the households receiving Emergency Housing Vouchers by converting groups of voucher holders each month to NYCHA's Section 8 Housing Choice Voucher program. Indeed, this is a plan that is encouraged by HUD, which issued a PIH suggesting that public housing authorities transition EHV recipients to Housing Choice Vouchers if possible. The steps planned by NYCHA will provide stability and consistency with minimal burden placed on voucher holders.

However, this plan does not account for the one third of New York City's Emergency Housing Vouchers that are administered by HPD. For those voucher holders, no plan has been publicly published for the recipients to prepare adequately or for advocates to advise them. HUD's guidance encourages the transfer of vouchers from EHV to HCV, but it does not require that transfer. The winddown of the Emergency Housing Voucher program does not come with any guarantee from HUD that there will be space available in the Section 8 Housing Choice Voucher waitlist for those residents who are losing their subsidies, and it certainly does not guarantee that any transition will be seamless.

City Council must call on HPD to publicly publish its plan for the people enrolled in its Emergency Housing Voucher program. Recipients and advocates deserve to know what will happen so they can plan accordingly. If HPD's plan is anything less than an immediate transfer to the Housing Choice Voucher program, it will come with a significant disruption in subsidy and will destabilize voucherholders and their families.

It bears emphasizing that even if NYCHA and HPD are able to seamlessly transition each Emergency Housing Voucher household, New York City will still imminently be losing approximately 7,000 vouchers. Those are 7,000 fewer deeply affordable units. As those Emergency Housing Voucher recipients are migrated to the Housing Choice Voucher program, they will be taking spots that could have otherwise gone to other families who are desperately in need of subsidized housing, pushing those vulnerable families even further back on the waitlist. This will have a profound negative impact on the health of individuals as during that time they may remain in housing that is harmful to their health and well-being, either because of the conditions of the housing, or the other people who have access to it. As New York City's rents continue to skyrocket, those families will be forced to grapple with the compounding consequences of housing instability. We urge the City Council to continue to move to fill this crucial gap in deeply affordable housing for New Yorkers, ensure that no household that received Emergency Housing Vouchers is displaced, and that

those who have been waiting years to receive Housing Choice Vouchers receive the relief they so desperately need.

#### **Administration of Section 8**

NYCHA's current administration of the Section 8 subsidy raises significant concerns, and potential federal cuts to funding for the administration of Section 8 will cause the already stretched-thin Leased Housing Department to become even more strained.

Even when vouchers continue to be steadily funded, cuts to the funding for the administration of Section 8 will harm recipients and impact their ability to maintain their vouchers. While the voucher is what pays the NYCHA portion of the rent, the administration is what helps tenants obtain and retain their vouchers. The administration is how voucher recipients apply to add family members to their household composition, recertify their income or adjust their portion of the rent, or provide otherwise needed information to NYCHA. When voucher recipients miss deadlines for the submission of materials, their ability to cure those transgressions likewise relies on the administration of the subsidy. Strains in the administration through cuts to funding put voucher recipients at risk of termination and eventual eviction.

In 2022, NYLAG identified a troubling pattern in NYCHA's administration of Section 8, when thousands of recipients received termination notices in error. After our advocacy, Section 8 terminations were suspended for years pending NYCHA's investigation into the matter. Although the issue is now resolved, these types of administrative issues are likely to recur, and NYCHA's underfunded and inefficient administration of Section 8 creates significant hurdles to accessing relief in these situations. Recently, we have received multiple reports from tenants in PACT developments stating that there were gaps during their conversion from Section 9 to PACT Section 8 Project Based Vouchers. Those lapses resulted in periods of time where the client was a tenant of the PACT development, but not yet enrolled in Section 8. During those periods, these clients were charged the full market rent for their PACT apartment due to NYCHA's own delays.

NYCHA's inefficient administration of Section 8 has material impacts on voucherholders' ability to access the information and paperwork necessary to remain in good standing. If a NYCHA Section 8 recipient has a question about their voucher or a notice they receive from NYCHA, they must reach out to the Customer Contact Center (CCC). The CCC is an important resource for tenants living in NYCHA-subsidized housing. However, it is stretched thin and inconsistent, and sometimes its existence is used as a pretense for taking actions against residents. If, in theory, a resident could have accessed information or resources through the CCC but did not, that may be raised during an adverse action. Unfortunately, this ignores the fact that the CCC is often effectively inaccessible. If residents want to access the CCC, they have two options: go to a walk-in location or call the hotline. However, there are only two walk-in locations for the entire city: Fordham Road in the Bronx and Atlantic Avenue in Brooklyn. For a significant portion of Section 8 recipients, these centers are inaccessible, either geographically or due to mobility limitations. For them, the only option is to call the hotline. However, the hotline is responsible for an incredibly

high number of calls for the hundreds of thousands of New Yorkers who rely on NYCHA for their subsidized housing. With high call volumes, callers are often made to wait an hour—and sometimes even longer—before speaking with a representative. When they get through, we have had clients receive incorrect advice. Other times, callers do not even get an opportunity to speak with a representative at all because their calls are dropped.

As more and more Section 9 developments convert to Section 8 through RAD-PACT and the Preservation Trust, we expect that there will be further strain on NYCHA's administration of Section 8, which appears to lump all forms of Section 8 together under the purview of Leased Housing. NYCHA has designated one contact person for advocates on any Section 8 issue, including vouchers and RAD-PACT. When she is out of the office, there is no one else to speak to. Likewise, the portion of the CCC designated for Section 8 will absorb a higher and higher call volume as more developments convert to RAD-PACT. NYCHA must adjust accordingly by ensuring that there is proportionate capacity and training so that residents and their advocates have meaningful access to the information and resources they need to maintain their housing subsidies.

If cuts to funding mean that NYCHA will lose administrative staff, then NYCHA must increase transparency and easy access to information and resources for residents. This could be as simple as making forms accessible online. Right now, if residents need to submit a restoration packet after their subsidy is suspended due to Housing Quality Standards violations, they need to request the form through the CCC. If they believe their rent is set incorrectly, they need to request the form to request the adjustment through the CCC. If they lose their annual recertification packet and need a new one, it must be requested through the CCC. For HPD Section 8 voucher holders, many of these documents are easily found and downloaded through a quick Google search, but for NYCHA voucher holders, they're not. This simple step would be meaningful progress in terms of equity and access for voucher holders and would relieve NYCHA and the CCC of some of its administrative burden.

It cannot be overstated how important NYCHA's services are to the hundreds of thousands of New Yorkers who rely on it to maintain their homes. It brings an unaffordable city closer to affordability for its residents. However, poor administration, a lack of transparency, and an apparent reluctancy to evolve with the needs of its residents, not only puts a strain on NYCHA workers, but it puts the homes and families who rely on it at risk. Housing subsidies are a lifeline for recipients, they meaningfully impact a family's health, education, and safety. But housing instability due to federal policy confusion, poor administration, or a lack transparency threatens to harm those families. It is our sincere hope that the City Council will provide the oversight needed to ensure that NYCHA meets the moment and that transparency and access to resources and information increases.

Project Director Public Housing Just Project Tenants' Rights Unit New York Legal Assistance Group



#### Testimony of

#### The Legal Aid Society and Coalition for the Homeless

before the

New York City Council Committee on Public Housing

Regarding Oversight-Administration of Section 8 and Emergency Housing Voucher Program.

September 29, 2025

Chair and Members of the Committee, thank you for the opportunity to testify today.

On July 4, 2025, H.R.1, became law. It permanently extends tax cuts for the wealthy by slashing funding for social programs, particularly Medicaid and SNAP. H.R. 1 also features deep cuts to rental assistance, public housing, and supportive programs that could mean that millions lose access to voucher-based or project-based assistance, while states and localities are forced to stretch already thin resources to fill the gap. With states suddenly responsible for fragmented block grants, many will be overwhelmed, leading to sharp rises in homelessness, evictions, and housing instability. The federal government's ability and willingness to enforce fair housing protections, oversee delivery of aid, and support vulnerable communities will be weakened, while local affordable housing development, especially for the elderly and disabled, may stall or regress. As federal protections and support recede, New York City will be forced to carry even greater responsibility for protecting vulnerable residents with fewer federal resources.

#### THE EMERGENCY HOUSING VOUCHER PROGRAM

Though not part of H.R.1, the impending end of the Emergency Housing Voucher Program ("EHV") is another alarming example of the federal government's retreat from its role in addressing housing insecurity and presents significant challenges for local Public Housing Agencies ("PHAs") and the vulnerable households who rely on these vouchers for stable housing. EHV, established under the American Rescue Plan Act of 2021, provided rental assistance to individuals and families who were homeless, at risk of homelessness, recently homeless, or fleeing domestic violence, dating violence, sexual assault, stalking, or human trafficking. Administered by local PHAs and funded by the U.S. Department of Housing and Urban Development ("HUD"), EHVs operate like Housing Choice Vouchers ("HCV") but include additional supports, such as housing search assistance, security deposit payments, and other move-in costs, to facilitate rapid placement into stable housing.

Similar to HCV, rental assistance is paid directly to landlords. The PHA determines the household's share of rent, typically 30% of monthly income, with the voucher covering the remainder up to the area's payment standard. Units must meet HUD Housing Quality Standards before approval. Eligibility requirements are similar to HCV, including meeting HUD income limits (at or below 50% of the Area Median Income) and passing standard PHA screening; referrals were typically made through a local Continuum of Care or other designated agencies.

EHV provides critical housing support to homeless households. In New York City, 7,713 vouchers were issued, 1 serving low-income households, including survivors of domestic violence, homeless youth and youth aging out of foster care, and people living with HIV/AIDS. Many of these households, with an average income of just over \$18,000, face a significant risk of returning to shelter as the program ends. 2 The City's EHV vouchers are administered by three agencies: the New York City Housing Authority ("NYCHA"), the New York City Department of Housing Preservation and Development ("HPD"), and New York State Homes and Community Renewal ("HCR").

<sup>&</sup>lt;sup>1</sup> The three PHAs operating in New York City, New York City Housing Authority ("NYCHA"), the Department of Housing Preservation and Development ("HPD"), and New York State Homes and Community Renewal ("HCR"), issued EHVs.

<sup>&</sup>lt;sup>2</sup> New York Housing Conference. "NYHC EHV Policy Brief." May 2025, thenyhc.org/wp-content/uploads/2025/05/NYHC-EHV-Policy-Brief-May-2025.pdf.

Originally intended to last until 2030, the program is approaching its conclusion due to early depletion of funds, with resources projected to be exhausted by mid-2026. On March 6, 2025, HUD announced it will end the EHV program and issued guidance to PHAs on transitioning recipients to the Housing Choice Voucher program to prevent disruptions. However, not all PHAs may have the capacity to absorb all recipients and thousands of individuals and families are at risk of losing their housing assistance. Housing advocates continue to urge Congress to allocate additional resources to prevent increases in homelessness and housing instability.

To prepare for the end of the EHV program, NYCHA is making sure that current EHV recipients can smoothly transition to Section 8. Households that are already receiving EHV assistance, will continue to receive assistance, and at the same time, they'll be added to the HCV waitlist with priority status so they can move into the Section 8 program without any interruption.

We wholly support NYCHA's decision to absorb EHV recipients into the Housing Choice Voucher program. EHV recipients received the vouchers because they were uniquely vulnerable. Most were homeless or at risk of homelessness and had either no ability to afford market rents or little prospect of affording market rents in New York City. For example, The Legal Aid Society assisted nearly 200 clients and former clients in obtaining EHVs in a collaboration with HRA and NYCHA. Most are long-term residents of apartments that they could no longer afford; and most can no longer work because they have disabilities. If these recipients lost their vouchers, they would quickly be evicted from their current apartments, become homeless, and require other City resources. Continuing their subsidy is the most effective and efficient means to continue their housing support, while avoiding additional trauma caused by eviction and homelessness and other social costs.

A member of Coalition for the Homeless' Client Advisory Group received an EHV voucher administered by HPD. The voucher was life-changing, allowing her to find stability after seven years of homelessness. She found herself without a home in 2015 after a fire destroyed her apartment. For two years, she couch-surfed and stayed with friends, but eventually she was left with no choice but to enter the shelter system. Sleeping in shelters meant constant movement, and each move made it harder to establish any routine or stability. Getting an EHV voucher allowed her to have a stable home and eventually find employment. Despite working, she still does not make enough to afford an apartment in

<sup>&</sup>lt;sup>3</sup> https://www.hud.gov/sites/dfiles/OCHCO/documents/PIH\_2025-19.pdf

NYC without the assistance of a voucher. The City must prioritize keeping her, and the thousands like her, stably housed.

We recommend that HPD institute a similar policy to NYCHA for the EHVs that it administers. If HPD is unable to transfer all EHV recipients using its existing HCV allocation, it must work with the City to provide CityFHEPS vouchers to any remaining voucher holders. While the City Council cannot dictate HCR's policies, we recommend that the City advocate that HCR institute the policy as well. This will ensure continuity of support for EHV recipients and avoid a large influx of vulnerable people into the shelter system.

Additionally, NYCHA and HPD must ensure that the transition from EHV to HCV is as seamless as possible, and that every EHV voucher holder is successfully transferred to HCV. First, this requires NYCHA and HPD to communicate with EHV recipients about the end of the voucher, the plans to transfer to another voucher, and what voucher recipients need to do. If the transfer process requires action on the part of EHV recipients, both PHAs must closely track non-responsive households and use multiple methods of communication – including in-person outreach – to ensure that every voucher holder transitions successfully and remains housed.

#### SECTION 8 VOUCHER PROGRAM ADMINISTRATION

#### NYCHA Self Service Portal

Managing housing assistance across a large, citywide program can be challenging, and the NYCHA Self-Service Portal ("Portal") helps Section 8 participants handle these responsibilities more efficiently and transparently. The Portal allows Section 8 participants and applicants to manage many aspects of their housing assistance without having to visit a NYCHA office. Through the Portal, tenants can securely log in to view and update their personal information, report changes in household income or family composition, submit required documents, and track the status of their case. The Portal also gives access to rent breakdowns, upcoming recertifications, and important notices from NYCHA. It is especially helpful for people who work, older adults, and anyone for whom traveling to a walk-in office is difficult, since it allows them to maintain good standing conveniently from home. While NYCHA has only two Customer Contact Center walk-in offices, one in the Bronx (1 Fordham Plaza) and one in Brooklyn (787 Atlantic Avenue), its Section 8 voucher program participants live all across the city, including in places like Far Rockaway or Staten Island, where traveling to these offices can be a significant hardship. By allowing participants to upload documents and check case updates online, the Portal improves

transparency, helps avoid confusion and miscommunication, and reduces delays in processing paperwork.

That said, the Portal needs improvement. Many users report that it is not easy to navigate, and when problems arise, the Customer Contact Center ("CCC") call-in line is often not helpful. Even reaching a representative can be a challenge, creating further barriers for participants who rely on the system to maintain compliance with program requirements. At times users report that the CCC call volume is so high that the system does not pick up calls and suggests that callers "call back later." Regardless of the time of day, the CCC message will say that the caller elected a busy time to call. Users report issues with viewing the Portal on a smart phone and many Section 8 applicants/participants have only one Internet-connected device—a smart phone. In addition, certain web browsers do not work with the Portal.

NYCHA's recommendation to access the Portal through public computers at libraries may work for some populations, but is challenging for working people due to limited library hours and the distance some people must travel to access a library branch.

Despite these issues, HPD should be encouraged to adopt a similar self-service portal for its Section 8 programs. Participants and applicants with HPD-administered vouchers face the same geographic and logistical barriers as those with NYCHA administered vouchers, but are often part of even more vulnerable populations, including individuals exiting homeless shelters, survivors of domestic violence, seniors, people with disabilities, and other households with urgent housing needs. HPD is also difficult to reach by phone or in person, which underscores the need for an alternative, reliable way for participants to manage their cases and obtain key documents. For these groups, travel to the limited number of in-person offices can be especially burdensome, and the lack of a digital option increases the risk of delays, errors, and miscommunication. Requiring HPD to provide an accessible online portal, similar to NYCHA's, would promote fairness across agencies, improve program efficiency, and ensure that vulnerable households can maintain their housing assistance without unnecessary barriers.

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<sup>&</sup>lt;sup>4</sup> You can view the first page of the self-service portal on a phone but not the full website.

#### Section 8 Expansion

NYCHA is rapidly expanding its Section 8 program as thousands of families are moved from traditional public housing into project-based Section 8 through NYCHA's Permanent Affordability Commitment Together ("PACT") initiative, which uses HUD's Rental Assistance Demonstration ("RAD") program to convert the source of rental subsidy from Section 9 to Section 8. As of Fall 2025, NYCHA has already converted over 35,000 apartments under PACT, with the ultimate goal of converting approximately 62,000 units citywide by 2028. Hundreds of public housing units are also slated to convert to Section 8 under NYCHA's Public Housing Preservation Trust. This huge influx of new participants into NYCHA's Section 8 program raises questions about its capacity to adequately accommodate this increase. Thousands of public housing residents are experiencing the impacts of the transition firsthand, and many are sounding the alarm about the serious Section 8 program administration issues putting them at risk of subsidy termination, leading ultimately to eviction.

The Legal Aid Society maintains housing and benefits helplines for low-income New Yorkers and frequently receives calls from NYCHA Section 8 tenants. NYCHA Section 8 tenants report to us with increasing frequency that it consistently takes hours to reach a customer service representative through CCC. Phone lines are routinely backlogged and drop calls, and the "walk-in" center only allows seniors and those with disabilities to access service without an appointment (which can take weeks to schedule), which means most people are reliant on online tools that very often don't work as needed. Helpline callers also share the deep frustration of finally connecting with a customer service representative, after hours or days, who cannot give them the basic information or provide any help or solutions to problems they face. Many participants experience confusing and inconsistent communications from NYCHA, face technical issues trying to submit annual or interim recertifications, and can't access help when they're desperate for answers and trying to complete tasks necessary to meet program obligations. These chronic problems have very real consequences; more families are being terminated from the program, often for reasons outside their control or unknown to them. Notices often contain inconsistent information or are incomplete, for example, omitting the very information the notice requests or failing to include critical information like the reason for a purported termination. It appears that NYCHA's capacity to adequately serve a rapidly growing Section 8 population may not be keeping pace with the rate of conversion to the program, putting thousands of vulnerable households at risk of termination and causing households anxiety and frustration as they try fruitlessly to resolve issues without sufficient support. Tenants' stories continue to illuminate how administrative barriers, broken systems, and

poor customer service are making it unduly challenging for people to meet program obligations.

#### HOUSING DISCRIMINATION

Housing discrimination such as source of income discrimination poses a significant barrier to the effective use of rental vouchers, undermining the very benefits these programs are designed to provide. Discriminating housing providers and their agents have increasingly moved beyond outright refusals, adopting subtler and more sophisticated tactics that make housing effectively unavailable to voucher holders. These tactics put units out of reach and limit mobility to safer neighborhoods with greater economic opportunity and higher-quality schools all without a "smoking gun" discriminatory statement like "no Section 8".<sup>5</sup>

Over the past decade, awareness of the law has increased among housing providers, and many no longer openly state "No vouchers" or reject applicants based solely on receiving public assistance and/or vouchers. But while the overt denials have declined, the discrimination has not declined; it has simply evolved. Landlords and brokers now rely on more subtle methods to exclude tenants based on how they pay rent, not whether they can pay the rent.

Voucher holders frequently face additional requirements that are not imposed on other applicants. These include demands for co-signers, larger security deposits, or several months of rent in advance. Some applications simply omit a space for vouchers and online applications often cannot be processed without a large upfront payment or an authentic PDF of a bank statement or paystub. Other housing providers offer concession rents and create unusual lease terms (i.e., 18 months, 9 months, or 6 months) that government agencies cannot process on behalf of tenants with programs.

Many housing providers continue to apply income standards that disregard the tenant's subsidy, requiring tenants to earn three times the full monthly rent or 40x the annual rent, despite court decisions outlawing this practice. This practice disqualifies applicants not based on financial risk, but based on the type of income. Other tactics are even harder to detect. Units may suddenly become "unavailable" once the applicant discloses their source of income. Communication may abruptly stop. Applicants are often discouraged through coded language: they're told that the process will take too long, or

<sup>&</sup>lt;sup>5</sup> Compounding this problem, recent reporting by the New York Times shows that the federal government has abdicated its enforcement responsibilities; career staff were reassigned or terminated for raising concerns, discrimination cases were blocked or deprioritized, and Fair Housing Act protections were effectively halted

that inspections will be a problem. In some cases, housing providers and their agents steer applicants toward less desirable units or buildings, even when higher-quality options are available in their price range. Finally, some housing providers take weeks or even months to render a decision on a prospective tenant's application if they have a voucher. These tactics effectively render the application rejected, particularly when an applicant is searching with a voucher like Section 8 that can expire if not used.

These tactics may not involve a direct "no," but the impact is the same: applicants are denied housing based on their lawful income source. The City's Human Rights Law is clear—but when enforcement is limited, inconsistent, or reactive, these practices go unchecked. They persist because enforcement has not kept up with the reality on the ground.

These discriminatory practices diminish the ability of voucher recipients to improve their long-term social and economic outcomes, perpetuating cycles of concentrated poverty and housing instability. To address this, the New York City Commission on Human Rights ("CCHR") must be adequately funded and take a robust approach that targets hidden discriminatory practices and pursues the more complex cases. Widespread federal inaction leaves the city with an urgent responsibility to step up enforcement, ensuring that the hidden discriminatory practices are investigated and that tenants' rights are protected.

CCHR needs more staff and more robust resources dedicated towards source of income discrimination prosecutions—both for the processing of affirmative cases as well as precomplaint interventions. CCHR staff need access to testers (in real time for "ghosting cases") as well as robust background check software in order to locate and contact "bad actor" housing providers and brokers. Too often, even when CCHR does respond to a complaint, the City is unable to get in contact with the alleged discriminator and the conduct goes forward unchecked. This is true for both filed complaints and pre-complaint interventions.

The Council should also pass Introductions 1210, 1211, and 1212, which would create real financial consequences for landlords who discriminate, and end credit and minimum income requirements for households with a voucher.

At the same time, incentives for landlords—such as the "unit hold," which provides an additional month's rent when a landlord agrees to accept a DSS client and refrain from leasing the unit while the application is processed—must be preserved, as they encourage compliance and facilitate access for voucher recipients while mitigating potential delays in processing.

#### CONCLUSION

We thank the Committee for the opportunity to testify and commend the Council for its dedication to addressing the vast challenges that face New York City households that rely on housing assistance.

#### **About The Legal Aid Society**

The Legal Aid Society ("LAS"), the nation's oldest and largest not-for-profit legal services organization, is more than a law firm for clients who cannot afford to pay for counsel. It is an indispensable component of the legal, social, and economic fabric of New York City – passionately advocating for low-income individuals and families across a variety of civil, criminal, and juvenile rights matters, while also fighting for legal reform. This dedication to justice for all New Yorkers continues during the COVID-19 pandemic.

The Legal Aid Society has performed this role in City, State, and federal courts since 1876. It does so by capitalizing on the diverse expertise, experience, and capabilities of more than 2,400 attorneys, social workers, paralegals, and support and administrative staff. Through a network of borough, neighborhood, and courthouse offices in 26 locations in New York City, LAS provides comprehensive legal services in all five boroughs of New York City for clients who cannot afford to pay for private counsel.

LAS's legal program operates three major practices — Civil, Criminal, and Juvenile Rights — and receives volunteer help from law firms, corporate law departments and expert consultants that is coordinated by LAS's Pro Bono program. With its annual caseload of more than 200,000 legal matters, The Legal Aid Society takes on more cases for more clients than any other legal services organization in the United States. And it brings a depth and breadth of perspective that is unmatched in the legal profession.

The Legal Aid Society's unique value is an ability to go beyond any one case to create more equitable outcomes for individuals and broader, more powerful systemic change for society as a whole. In addition to the annual caseload of 200,000 individual cases and legal matters, LAS's law reform representation for clients benefits more than 1.7 million low-income families and individuals in New York City and the landmark rulings in many of these cases have a State-wide and national impact.

The Legal Aid Society is uniquely positioned to speak on issues of law and policy as they relate to homeless New Yorkers and the administration of public benefits. The Legal Aid Society is counsel to the Coalition for the Homeless and for homeless women and men in the Callahan and Eldredge cases. The Legal Aid Society is also counsel in the McCain/Boston litigation in which a final judgment requires the provision of lawful shelter to homeless families. LAS, in collaboration with Hughes Hubbard Reed LLP, settled Toliver v. New York City Department of Social Services on behalf of current and past recipients of CityFHEPS and FHEPS rental subsidies.

#### **About the Coalition for the Homeless**

The Coalition, founded in 1981, is a not-for-profit advocacy and direct services organization that assists more than 3,500 homeless and at-risk New Yorkers each day. The Coalition advocates for proven, cost-effective solutions to address the crisis of modern homelessness, which is now in its fifth decade. The Coalition also protects the rights of homeless people through litigation involving the right to emergency shelter, the right to vote, the right to reasonable accommodations for those with disabilities, and life-saving housing and services for homeless people living with mental illnesses and HIV/AIDS.

The Coalition operates 12 direct-services programs that offer vital services to homeless, at-risk, and low-income New Yorkers. These programs also demonstrate effective, long-term, scalable solutions and include: permanent housing for formerly homeless families and individuals living with HIV/AIDS; job-training for homeless and low-income women; and permanent housing for formerly homeless families and individuals. Our summer sleep-away camp and after-school program help hundreds of homeless children each year. The Coalition's mobile soup kitchen distributed nearly 400,000 hot, nutritious meals to homeless and hungry people on the streets of the city this past year – up from our usual 320,000. Finally, our Crisis Services Department assists more than 1,000 homeless and atrisk households each month with eviction prevention, individual advocacy, referrals for shelter and emergency food programs, and assistance with public benefits as well as basic necessities such as diapers, formula, work uniforms, and money for medications and groceries. In response to the pandemic, we are operating a special Crisis Hotline (1-888-358-2384) for homeless individuals who need immediate help finding shelter or meeting other critical needs.

The Coalition was founded in concert with landmark right-to-shelter litigation filed on behalf of homeless men and women (*Callahan v. Carey* and *Eldredge v. Koch*) and remains a plaintiff in these now consolidated cases. In 1981, the City and State entered into a consent decree in *Callahan* through which they agreed: "The City defendants shall provide shelter and board to each homeless man who applies for it provided that (a) the man meets the need standard to qualify for the home relief program established in New York State; or (b) the man by reason of physical, mental or social dysfunction is in need of temporary shelter." The *Eldredge* case extended this legal requirement to homeless single women. The *Callahan* consent decree and the *Eldredge* case also guarantee basic standards for shelters for homeless men and women. Pursuant to the decree, the Coalition serves as court-appointed independent monitor of municipal shelters for homeless single adults, and the City has also authorized the Coalition to monitor the

municipal shelter system serving homeless families. In 2017, the Coalition, fellow institutional plaintiff Center for Independence of the Disabled – New York, and homeless New Yorkers with disabilities were represented by the Legal Aid Society and pro-bono counsel White & Case in the settlement of *Butler v. City of New York*, which is designed to ensure that the right to shelter includes accessible accommodations for those with disabilities, consistent with Federal, State, and local laws. During the pandemic, the Coalition worked with the Legal Aid Society to support homeless New Yorkers, including through the *E.G. v. City of New York* Federal class action litigation initiated to ensure Wi-Fi access for students in DHS and HRA shelters, as well as *Fisher v. City of New York*, a lawsuit filed in New York State Supreme Court to ensure homeless single adults gain access to private hotel rooms instead of congregate shelters during the pandemic.

# Committee on Public Housing Administration Of Section 8 and EHV Program Testimony by Michael Bell October 1, 2025

Greetings to the Chair of the Committee on Public Housing, Councilmember Chris Banks, and all committee members for holding this hearing on the administration of Section 8 and EHV program. My name is Michael Bell, and I am a recipient of EHV, which changed my life when faced with unforeseen circumstances. I am living proof that it works. Because of this program's housing stability, I can maintain employment and volunteer on issues I care about in helping my community as a leader at Neighbors Together, fighting to end homelessness, equitable, dignified housing for New Yorkers. Cutting funding and changing the detrimental eligibility requirements of these programs would be a travesty to anyone like me who deserves the same opportunity for stable living, in a city where housing costs that most low-income, working, and middle-class populations cannot afford.

Administering Section 8 and Emergency Housing Voucher (EHV) programs is a profoundly human effort, focused on providing the fundamental stability of a home for individuals and families facing housing insecurity. It's a compassionate testament to your dedication to supporting the most vulnerable members of our community. We recognize that behind anyone who uses a housing voucher for stability is a unique story of struggle and resilience—a single parent striving for a better future, a senior citizen on a fixed income, a person overcoming homelessness, or a family facing the most dire circumstances. However, none of that matters in the current presidential administration and the political party that leads federal legislation, which is weaponizing our stability through politics, funding the 1%, and wielding the power of executive orders.

Our role in this program is to find and access permanent, deeply affordable housing. It is not just about processing paperwork or time limits- it's a lifeline that offers hope and a path toward safety and independence. The proposed changes to the administration of Section 8 and EHV are a significant burden, but have been overcome through the profound impact of success with committed New York State and City leaders. When a family receives a key to their new apartment, their journey is transformed. A stable home improves a child's educational and developmental outcomes, enhances physical and mental health, and allows adults to secure and maintain employment. The voucher system, especially the swift deployment of EHVs, is a critical tool for disaster response with a need for immediate crisis intervention, acting as a vital bridge from immediate danger to an emergency safety-net for long-term security.

As entrusted to the City Council, dedicated to making this complex process as smooth, transparent, and respectful as possible, treating every applicant with the dignity they deserve. While the need is evident, every successful placement affirms that a compassionate, accessible

housing safety net is essential for a just and thriving society. Please continue to fund Section 8 and EHV urgently, improving the accessibility of Section 8 and EHV, and the stability lifeline for myself and others I'm advocating for, enabling people to stay and thrive in the city meaningfully.

Thank you,

Michael Bell

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#### **Committee on Public Housing**

#### Administration of Section 8 and EHV Program

#### **Testimony By Velvet A. Johnson-Ross**

**September 30, 2025** 

Greetings to the Chair of Public Housing, Councilmember Chris Banks, and members of the Committee. Thank you for holding this hearing on the Administration of the Section 8 and Emergency Housing Voucher program. Your presence here today is not just procedural—it's personal. For thousands of us, it's a signal that someone is listening. My name is Velvet A. Johnson Ross. I am a Leader with Neighbors Together, a Founder of the Leadership Collective with Unlock NYC, a member of Housing Justice All, and a member of Impacted Advocates. I also serve as founder and CEO of the NYC Eviction Fund.

I speak today as an advocate but also as someone directly impacted. I've held an Emergency Housing Voucher for three years. Before that, I relied on a CityFHEPS voucher. These programs have been more than lifelines. They've been anchors—for me and over 8,000 New Yorkers. But now, we stand on the edge of losing it all. The passage of "Big Beautiful Bill" and proposed Federal Appropriation bills reveals a devastating truth: Our democracy, at times, can be indifferent to the people it claims to serve. Cutting the EHV program funding isn't just a policy decision—it's abandonment. It's a quiet eviction notice to thousands who've survived homelessness once. It signals that temporary fixes are being chosen over permanent solutions, that suffering is being prolonged, not alleviated.

The federal proposal to prematurely slash New York's housing budget by nearly half threatens the very foundation of our communities. It risks imposing two-year time limits on public housing and Section 8—affecting half a million families statewide. That's not reform, that's erasure.

We often quote the Constitution:

"We hold these truths as self-evident, that all men are created equal."

But equality disappears when policies target the poor, the disabled, the elderly, single mothers, and Black and brown communities. In New York City, even those earning modest incomes are rent-burdened. On September 13th, CityFHEPS recipients are forced to pay 40% of their income in rent after five years. For someone earning \$30,000 a year, that's untenable and an injustice to housing affordability.

And for me—come January 1, 2026—my EHV voucher will expire. I will be pushed back toward housing insecurity. I've done everything I could, pursued education, built organizations, and even fought for others.

But in this political climate, survival is not guaranteed. Still, I hold onto hope because I believe in the power of elected officials who choose people over politics. History will remember your actions—not just as legislative decisions but as moral ones. You have the opportunity to be revolutionary—to be remembered as leaders who stood up for the forgotten—not just during election season but when it mattered most.

So I implore the City Council to act boldly and urgently:

**One:** Oppose federal housing cuts and priorities to protect programs like CityFHEPS, SNAP, and Medicaid. These are not luxuries—they are lifelines.

**Two:** Push back against rescission bills that threaten Continuum of Care funding. Supportive housing and long-term rental assistance must be preserved, and funding for these programs must be a priority.

**Three:** Pass legislation to reverse the 40% rent hike. Expand and fully fund CityFHEPS expansion so more families can move from shelters into permanent homes.

**Four:** Prioritize permanent housing over prolonged shelter stays. Visit shelters, listen to the people, and let their realities guide your decisions.

**Five:** End source-of-income discrimination. Pass Intro 1210–1215 to enforce penalties, increase transparency, and remove unjust barriers like credit checks and income minimums for voucher holders.

We are not just data points, nor are we just "voucher holders"—we are human beings. And while the narrative may be shifting toward "no more handouts," I urge you to remember that many of us were never given hands to begin with. We are disabled, working poor, caregivers, and survivors.

Housing is not a privilege—it is a human right. Continuing EHV funding is not just about keeping people off the streets. It's about giving families a chance to grow, heal, and contribute to this city's future.

Thank you for your time, courage, and commitment to justice.

With deep respect,

Velvet A. Johnson Ross

## Oversight section 8 & emergency housing voucher on 092925:

Oversight is necessary especially when it comes to funding. Nycha should not rue to eviction but engage with the residents. Eviction should be the last resort. Housing assistants or staff should be available when communicating instead of flyers in the shared areas. Avoidant behavior but front facing when time to collect rent or evict. Work orders are redundant in submission. The workers are sometimes out of the loop when a work order ticket has been cancelled and so are us residents. Some workers need more training when it comes to certain areas of expertise: electrician, plumbing etc. Technology at the management office: phone call bounce around until hang up even during heat, hot water, emergencies is unacceptable and intolerable. Quality of life issues are still present even if funds are abundant. Rad pact conversion is whole another confusing conduit to navigate as a resident. Town hall up until vote until decision there is no accountability nor transparency. Only 2 walk- in center is inefficient when dealing with insurmountable issues for families to address in a prompt fashion. Brian Honan to acknowledge there is a difference in funding for sect 8 vs sect 9 is divide and conquer 101.

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