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TRANSCRIPT OF THE MINUTES

of the

COMMITTEE ON CONSUMER AFFAIRS

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June 19, 2013 Start: 1:17 pm Recess: 2:25 pm

HELD AT: Council Chambers

City Hall

B E F O R E:

DANIEL R. GARODNICK

Chairperson

COUNCIL MEMBERS:

Charles Barron
Leroy G. Comrie, Jr.
Karen Koslowitz
G. Oliver Koppell
Michael C. Nelson
Julissa Ferreras

A P P E A R A N C E S (CONTINUED)

Fran Freedman Deputy Commissioner for External Affairs New York City Department of Consumer Affairs

Sally Greenberg Executive Director National Consumers League

Hae Lin Choi Communication Workers of America District 1

Alyssa Verilli Concerned Citizen

Tony Fangle Concerned Citizen

Kimberly Knox Concerned Citizen

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CHAIRPERSON GARODNICK: afternoon, everybody and welcome to the Consumer Affairs Committee of the New York City Council. Today is Wednesday, June 19th. My name is Dan Garodnick, and I have the privilege of chairing this committee. I am joined today by Council Members Karen Koslowitz, Oliver Koppell, Charles Barron, and in a moment, we will also be joined by the bill's sponsor Leroy Comrie, who is on his way across the street. As you all know, we are having the Zoning Subcommittee today on the subject of the Madison Square Garden special permit, so a lot of members are over there, and I know that Council Member Comrie as chairman of the Land Use Committee is over there, but also on this way over here. Like most New Yorkers, I am a sports fan, but whether it is a Giants game, a Jay Z concert or any other in demand entertainment event, tickets to these events can be a difficult proposition. In the first place they can be expensive and hard to obtain. Tickets to a hot concern for example, can sell out in minutes. some extent, this is simply economics. Most

performers only play one show in each city that

2	they tour, so obviously demand will frequently
3	exceed supply, but there are other problems with
4	ticketing as well. For one, unscrupulous
5	characters can use automated web purchasing
6	software or bots to scoop up large numbers of
7	tickets with the goal of selling them at an
8	inflated price on the secondary market. While
9	bots are banned by state law, this ban is not
10	perfectly enforced and savvy operators can often
11	find a way around it. Another problem is that
12	often only a small portion of the total tickets
13	are made available to the general public. We have
14	seen as few as seven percent of tickets get
15	through for purchase by the man on the street
16	after credit card presale program, artist fan
17	clubs, and sometimes even artists themselves have
18	taken their share and put the tickets up on the
19	secondary market. But managing to purchase
20	tickets is only one problem. Resale is another
21	issue. If a consumer purchases a ticket to an
22	event, but is then unable to attend he is she
23	ought to be able to made whole either by returning
24	it for a refund or by selling it; however we have
25	recently seen the rise of terms like paperless

ticket, will call only ticketing and credit card
entry only, all of which ultimately describe a
system where only the original purchaser can enter
the event. While the attempt behind this system
is laudable ensuring that ticket prices remain
affordable for instance, the fact is that they
restrict the transferability of tickets. Not only
does it make it difficult for a consumer to be
made whole, but it also makes it difficult for a
person to give a ticket to an event as a gift. We
are going to be hearing two pieces of legislation
today that relate to this issue. One is a bill;
one of them is a resolution. The first is Intro
247-A, sponsored by Council Member Comrie, whose
timing is impeccable. It is what we call the
ticketing transparency bill. This bill would
simply require a venue to disclose the total
number of tickets available for sale to the public
at an event. This bill would exclude venues with
a capacity of fewer than 3,000 people as well as
events that occur daily over the course of a week
or more, a Broadway theater production for
example. We held the first hearing on this bill
in 2011, but we will be hearing an amended version

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today. With that, I'd like to turn the microphone 2 over to Council Member Comrie, who I believe has 3 an opening statement, and welcome.

COUNCIL MEMBER COMRIE: Thank you, Chair Garodnick. I would like to just catch my The legislation and resolution we are breath. discussing today will help ensure that everyone has access and that transparency is increased to all the great entertainment that our city has to offer. Introduction 247 will help bring truth in advertising. Current event promoters and venues advertise that a certain number of tickets are available for sale, yet in reality the same companies hold back a significant number of tickets at every event leading to fewer tickets actually being available to the wider public. This leads to tickets going on sale in secondary markets for prices that are often times several times higher than their face value. This effect on purchases are even made more difficult by entities that use automated bots to grab all the available tickets the second they go on sale, which makes it even more difficult for a legitimate person who is trying to even buy

0	nline. This legislation that we have proposed
W	vill mandate that all venues release the actual
n	number of tickets for events that are being sold
t	o the public and also eliminate how many tickets
t	hat they are having from each event that is being
s	old to the public that is being held for resale
t	hat is being held for these venues purpose or for
t	he promoter or for the artist. I would like to
t	hank the chair of the Consumer Affairs Committee,
С	council Member Garodnick and all of my colleagues
t	hat are working to support this legislation and
t	he fact that we are having a second hearing on
t	his only testifies to the fact that this has been
а	continuing problem, only exacerbated by every
t	ime a person tries to actually get tickets to an
е	event to find out that they are being frustrated
f	rom bots that are still happening and from the
f	act that they even though advertise that they
W	ant people to buy tickets online. Oftentimes
0	online is the worst way to get tickets directly
f	rom a venue. Thank you.

CHAIRPERSON GARODNICK: Thank you,
Council Member Comrie. I understand that Council
Member Koppell also wants to make a short opening

2 statement.

COUNCIL MEMBER KOPPELL: 3 want to make a comment, Mr. Chairman and 4 5 congratulate you for getting involved in this thicket. I can tell you that 20 years ago when I 6 served as attorney general of New York, I sought to enforce the then present ban on scalping 9 tickets as we called it at that time, which I 10 guess in a more police way could be called 11 reselling tickets. We were generally I would say 12 somewhat unsuccessful in attempting to stop the 13 scalping, but it is extremely difficult because 14 our intent in trying to stop the scalping is the 15 same intent that you have I believe and that is to 16 make tickets available to people at a reasonable 17 price and on a fair and equitable basis. I want 18 to hear testimony here because as I say I have had 19 a lot of experience with this. I do not support 20 the completely unregulated marketplace. I do not. 21 I don't think that is the best way to go, but at 22 the same time, I am not sure that the strict 23 restrictions that were in place 20 years ago can 24 in fact remain or could be returned.

CHAIRPERSON GARODNICK: Thank you,

2	Council	Member,	and we	are	certainly	delighted	to

3 have you with us in the thicket. Thank you.

Council Member Barron also wants--

COUNCIL MEMBER BARRON:

[interposing] I am very supportive of this bill, the regulations and all of that, but the pricing at some point, we have got to do something about the pricing whether sporting events or Broadway because while we are trying to protect from scalping the reason why a lot of that stuff happens is because the pricing is outrageous for tickets, and it is difficult for people in our communities to even go to a basketball game or to a Broadway play because just the pricing is off the hook, so I hope at some point, we can address that as an issue too.

CHAIRPERSON GARODNICK: Thank you,

Council Member and I will note that today we are

also going to be hearing Resolution 1295-A. This

resolution calls on the state legislature to

better define eticket, paperless ticket and

paperless ticketing system, all of which state law

currently uses to articulate a prohibition on non
transferable tickets, but does not actually

define. This is I think what Council Member
Koppell would refer to as the thicket. In light
of the proliferation of new terminology I
mentioned just now proper definition is important
in this issue. This resolution also calls for
better enforcement on the ban on bots. This is a
complex issue as you have heard and one that
should resonate with anyone who has ever attended
a game or a concert. We look forward to exploring
it today and hearing feedback from the city's
Department of Consumer Affairs and from all
present, and Ms. Freedman, we are glad you are
here, so when you are ready, please come join us
at the witness table and introduce yourself, and
we will get started.

afternoon, Chair Garodnick and members of the

Consumer Affairs Committee. I am Fran Freedman,

Deputy Commissioner for external affairs for the

Department of Consumer Affairs. Commissioner

Mintz has asked me to thank you for the

opportunity today to comment on Intro 247-A, a

bill to disclose ticket availability at

entertainment venues. Intro 247-A is aimed at

2	ensuring that the general public has an
3	opportunity to purchase tickets for limited
4	engagement performances and events at face value
5	prices instead of competing with the secondary
6	market of ticket resale agencies, ticket brokers
7	and promoters. We have reviewed this draft
8	legislation, and would use this opportunity to
9	pose our concerns and questions about the bill as
10	written. First, definitions regarding a number of
11	key components of the bill lack sufficient
12	clarity. We are unclear for example as to whom
13	this bill does and does not apply and who is
14	actually responsible for complying with the
15	disclosure requirement the operator, the building
16	manager, the production company or the public
17	relations team? For the Metropolitan Opera for
18	example is compliance the responsibility of
19	Lincoln Center, of the opera company itself? Does
20	the bill apply to both producers of events and
21	owners of the venues where tickets occur for less
22	than a week whether or not some tickets are
23	available by subscription and some by individual
24	sales? Like many entertainment events at
25	different venues baseball games or daily events or

the Yankees, the Mets, the	ir minor league teams
and the Parks Department e	ach subject to the
requirements of this bill?	They sell season and
individual tickets. Does	that mean that for each
and every home game each c	lub would have to
purchase ads that disclose	the total number of
seats available, which we	do not believe is their
current business practice?	And in those ads,
would the ball clubs discl	ose just the numbers of
non-subscription, non-corp	orate and non-giveaway
seats? Further, in a worl	d series, a club might
not know 48 hours prior to	the sale date where or
whether they are playing i	n the city, so
fulfilling the requirement	to place ads would be
impossible, and are multip	le ads required or will
just one per event suffice	? Putting aside for the
moment whether the require	ment to advertise 48
hours prior to the sale da	te for each event places
an undue burden on event p	roducers or operators,
will a single ad for just	the sale date fulfill
the requirement or are mul	tiple ads required on
multiple days. The bill's	definition of place of
entertainment is a venue t	hat has permanent
seating capacity in excess	of 3,000 persons. Does

this definition purposefully exempt venues like
Lincoln Center's Avery Fisher Hall and the New
York State Theater, Carnegie Hall, BAM, Beacon
Theater and the Lehman Center for the Performing
Arts, all of whom have seating capacity under the
threshold? Similarly confusing Flushing Meadow
Park qualifies to be subject to the requirements
of this bill by the sheer number of its seats,
22,547, but the U.S. Open, which runs for two
weeks would be exempted under the bill as written.
We are also unclear about what the number of
tickets referred to in this bill draft means.
Does it mean the number of tickets available not
counting tickets already sold through
subscriptions, corporate purchase, free giveaways
or tickets already purchased by the secondary
market? Second, we wonder how such a disclosure
achieves the presumed purpose of the bill. How
would such a disclosure somehow prevent bulk
purchases? Third, how would enforcement work? We
don't understand how records required to be
maintained which do not currently include the
advertisements with the ticket number disclosures
would be of use for compliance purposes, and

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finally even with the presumably complaint driven
enforcement expectations we simply do not see how
DCA would be able to satisfy the Council's or the
public's expectations of a change in the ticket
market place with this bill at least as written.
These are serious questions that we believe call
for careful consideration. We recommend therefore
that the Council work with the industry members
and representatives to understand more
specifically the realities of this market place,
the impact on this marketplace of the concerns
sought to be addressed by this bill and the
appropriate balance between the free market and
public desires. I am happy to answer your
questions.

CHAIRPERSON GARODNICK: Thank you very much, Deputy Commissioner. I know that

Council Member Comrie and perhaps others will have questions, but just right off the bat, you have raised some questions about the wording of the bill and the applicability of the bill, et cetera. I just want to clarify at least from my understanding and certainly want to make this point since you have raised it about the Yankees

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2	or the Mets, my reading of the bill is that those
3	are regularly scheduled events, and so this would
4	not actually apply. For the Broadway theater I
5	guess in that situation, it would not apply, but
6	for the Yankees and Mets it would. Now as for the
7	ads, I also don't read this bill to have any
8	requirement for anybody to purchase anything from
9	anybody would be a matter of putting it out
10	wherever they would otherwise disclose it. There
11	is nothing in the bill about advertising and so I
12	just want to make sure that that is clear for the
13	record. Also, I just wanted to ask one question
14	of you of your last paragraph here where you talk
15	about satisfying the public's expectations of a
16	change in the ticket marketplace with this bill.
17	How does this change the ticket marketplace?
18	DEPUTY COMMISSIONER FREEDMAN: We
19	don't know how it would change the ticket
20	marketplace, but we thought that was your aim was
21	to change the ticket marketplace to impact
22	secondary markets.

CHAIRPERSON GARODNICK: I'll let Council Member Comrie address that, but it seems to me that he is trying to just create some

2	transparency, not to actually change the
3	marketplace, and then I guess the big picture
4	question I have for you is if the sponsor and the
5	Council were able to clarify some of these
6	questions and to address the 48 hour issue, the
7	season versus individual tickets as to the Yankees
8	and the Mets by misspeaking a moment ago, is it
9	something that DCA would support?
10	DEPUTY COMMISSIONER FREEDMAN: We'd
11	have to see the bill actually.
12	CHAIRPERSON GARODNICK: Do you have
13	any view on the resolution?
14	DEPUTY COMMISSIONER FREEDMAN: The
15	administration doesn't typically comment on
16	resolutions.
17	CHAIRPERSON GARODNICK: Council
18	Member Comrie?
19	COUNCIL MEMBER COMRIE: Thank you,
20	Mr. Chair. Again, thank you for holding this
21	second hearing on this bill. I don't know where
22	to start, Fran, other than to say that you think
23	it is too much. There is just too many
24	unnecessary concerns that you guys have folded and
25	added into the bill, too many definitions that

have nothing to do I think with the purpose and
focus of the bill to create all of these nuisances
about whether the Lincoln Center the
Metropolitan Opera. It boils down to clearly if a
ticket is being sold for a venue at an event, it
is the opportunity for whoever is managing that
even to disburse the tickets, but to try to parse
out individual locations I think is just going a
little too far. Let me just back up to the
reasons why we're doing this bill which was to try
to help consumers, which is the and
jurisdiction of this Council and your agency.
Don't you receive complaints from consumers
regarding availability for tickets for events in
New York City?

DEPUTY COMMISSIONER FREEDMAN: In the last two years, Council Member, we have had two consumer complaints about tickets. One had to do with the fact that a couple could not attend a performance because of Sandy and the other had to do with the fact that a couple was given the wrong seats. That was it.

COUNCIL MEMBER COMRIE: That was it. You don't have any records or work with the

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Broadway theater group or any of the major
have you seen all of the articles that have come
out where people that have been trying to purchase
tickets for events and special opportunities in
the city that have not been able to purchase them?
Are you aware of those complaints that have been
registered?

DEPUTY COMMISSIONER FREEDMAN: They haven't been registered with the Department though.

checked with 311 to see if they have been registered or called into 311 and they just haven't been properly redressed at all? Because I can't believe that there is not any complaints from the public going to the city, so I would ask that we would check with 311 to see--

DEPUTY COMMISSIONER FREEDMAN:

[interposing] We do get the 311 complaints,

Council Member. I will say this, I would suspect

that a lot of complaints may be going to the state

since the state has taken over ticket selling or

ticket brokers since 2009, so that may well

account for the reason that we have no records on

2 this.

COUNCIL MEMBER COMRIE: And do you think that as a result of the 2007 repeal of the law and the subsequent appeals since the complaints are going to the state, have you checked with the state Department of Consumer Affairs to see if they have any plans to deal with this at all?

DEPUTY COMMISSIONER FREEDMAN: We did not.

COUNCIL MEMBER COMRIE: Again, this bill is to try and create transparency and create opportunities for consumers to benefit by having more tickets available for sale directly to them online or directly to them at the theater, and I don't think that trying to layer and add all of these nuances is helpful to the spirit of trying to get help for consumers, so I would hope that we could sit and go through these specific problems and all of these wrinkles that you have put in about who - - the responsibility for a venue, for a ticket, for an event I think can be quickly resolved just focusing on making sure that we ensure that the public is taken care of just

because whoever is managing an event, wherever the
event is being held, whoever is the owner of an
event, the event is happening and the consumer
doesn't know all those nuances. All the consumer
knows is that there is an event happening at
Lincoln Center. They may not necessarily know
that it's the Metropolitan Theater of Art or the
Dance Theater of Harlem or somenot to name any
particular venues, but whoever is holding that
event they know that the tickets are being sold
for a particular event at a location on a
particular day, and I think we can just focus on
drilling it down to that as opposed to trying to
create blame all over the place, but just target
exactly who is managing the ticket sales for the
event, which would create a much more effective
way of monitoring and helping our consumers.
While I appreciate the someone in your office
coming up with all of these quirks and all of
these levels of concern, I think that we need to
work with you to drill it down to make sure that
all of these concerns, which I think are really
secondary to the issue can be resolved. Just on
theyou talked about the definition of place of

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you are saying--

entertainment havingand then you talked about
Flushing Meadows Park. You are talking about
Flushing Meadows Park just the open or not the
park itself because the U.S. Open would not be
exempted. We would still want to make sure that
they have some kind of transparency to ensure that
tickets are being sold in an open manner as well.
I think looking at their website, they have been a
little bit more open than some, but I would be
concerned about how you were defining what the
place of entertainment venue is. Could you
explain that?

DEPUTY COMMISSIONER FREEDMAN: We were concerned about how the bill was defining places of entertainment venues, which is exactly why we asked the question, and we used the open as an example. The open runs for two weeks, so that under the bill as written it would be exempted; however, it is a huge venue, which would fit under your other definition of 3,000 or more capacity COUNCIL MEMBER COMRIE: Okay, so

DEPUTY COMMISSIONER FREEDMAN: [interposing] So that is why we raised the

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question. We are merely raising questions that we 2 felt we couldn't answer from what we were reading 3 in the bill.

5 COUNCIL MEMBER COMRIE: Okay.

> Well, I think we can clear up that to make sure we are focused on the -- even with just using the USTA as an example the ability for consumers to purchase tickets to the daily events there since it is a two or three week event or program that they are having there, but it is the individual events that need to be focused on in the same way, so I think that we can work those things out in the language hopefully and get that discussed, and hopefully we can have a meeting to get all of this work done as quickly as possible since this is our second hearing. Do you anticipate that the state--or have you heard of the state doing anything to deal with the issues of the transparency in advertising or ...?

DEPUTY COMMISSIONER FREEDMAN: Wе have not heard.

COUNCIL MEMBER COMRIE: Have you heard from the state that they are doing anything on ticket resale recently, on ticket resales or

1	COMMITTEE ON CONSUMER AFFAIRS 23
2	the opportunity
3	DEPUTY COMMISSIONER FREEDMAN:
4	[interposing] We have not heard from the state.
5	COUNCIL MEMBER COMRIE: Okay. I
6	would just hope that we can sit down and go
7	through this in a more detailed manner to try to
8	clear up any language that you feel is confusing
9	so that we can protect the public and create the
10	transparency necessary so that people can have the
11	opportunity to know what they have an ability to
12	purchase. Thank you.
13	CHAIRPERSON GARODNICK: Thank you,
14	Council Member Comrie. Let me just jump in with a
15	couple of quick follow ups before we go to Council
16	Member Koppell. Ms. Freedman, do you think that
17	people generally know that when they are buying
18	tickets to say a Justin Bieber concert that most
19	of the tickets are not available to them for
20	purchase?
21	DEPUTY COMMISSIONER FREEDMAN: I
22	wouldn't even guess on that.
23	CHAIRPERSON GARODNICK: Well, what
24	do you think?
25	DEPUTY COMMISSIONER FREEDMAN: I

1	COMMITTEE ON CONSUMER AFFAIRS 25
2	product they are seeking to buy is actually
3	available to them?
4	DEPUTY COMMISSIONER FREEDMAN: I
5	think it would probably be helpful. It is hard to
6	know how that could be achieved.
7	CHAIRPERSON GARODNICK: We have had
8	hearings here before where we look at issues like
9	used car sales for example where DCA has come and
10	testified and said you know, if you are going to
11	put an advertisement out there to the world saying
12	that you have a car available on your lot, if DCA
13	goes there and finds that it is not in fact
14	available you are going to issue a fine to that
15	used car dealer. Is that right?
16	DEPUTY COMMISSIONER FREEDMAN:
17	Correct, and used car dealers of course are our
18	licensee.
19	CHAIRPERSON GARODNICK: They are
20	licensed because we believe that consumers deserve
21	some protection in that context, correct?
22	DEPUTY COMMISSIONER FREEDMAN:
23	Absolutely.
24	CHAIRPERSON GARODNICK: And we
25	believe that because we want people to know that

2	if something is advertised that in reality if you
3	go there to show up to buy it that you will at
4	least have an opportunity to do so, correct?
5	DEPUTY COMMISSIONER FREEDMAN:
6	Correct.
7	CHAIRPERSON GARODNICK: So in the
8	context of ticketing, is there any real different
9	here?
10	DEPUTY COMMISSIONER FREEDMAN: May
11	I point out, Mr. Chair, that a used car purchase
12	or the purchase of any car is probably among the
13	largest purchase most people will make. I
14	honestly don't see how it equates to a ticket.
15	CHAIRPERSON GARODNICK: Do you
16	think people buy more used cars than tickets to a
17	sporting event or something like that? I don't
18	think so. So my question for you stands, which is
19	if the point is for consumer purposes to allow
20	people to know what is actually available to them
21	before they go and endeavor to buy it isn't that
22	something that DCA should have an interest in?
23	DEPUTY COMMISSIONER FREEDMAN: I
24	think disclosure is always something we are

interested in. Disclosure without the ability to

enforce is very difficult, and so one would have
to think carefully about how that could be
achieved.

talk about that for a second. Let's say we passed a law, which required that there be disclosure putting aside the variety of issues that you raised in your testimony, we are able to sort those out, we require that entities that have an interest here or that are applicable disclose the number of tickets that are going available to the public, they do not, somebody does not, one entity does not. Somebody calls 311 and makes a complaint to DCA. DCA could look at the website or wherever it is to determine whether or not they did what they were required to do under the administrative code. Couldn't they? Couldn't you?

DEPUTY COMMISSIONER FREEDMAN: We could but I hesitate to in the absence of something very defined that lays things out, I really don't want to comment.

CHAIRPERSON GARODNICK: Well, alright. There is really no difference in my mind

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between a complaint driven consumer protection
process as it exists with used cars or any of the
other issues that we frequently deal with in this
committee then there would be for ticket
transparency. Is there?

DEPUTY COMMISSIONER FREEDMAN: One could argue--of course not. I think it is fine to be transparent about tickets. That is very important. That is all I can say.

CHAIRPERSON GARODNICK: Okay.

Council Member Koppell?

want to belabor the issue because you kind of answered it, but are you aware of the repeated stories in the public press about popular events or popular singers like Justin Bieber or Barbra Streisand or what have you and the unavailability of tickets to people who seek to buy them, - - stories, a large number of tickets are preserved for the singer or the performer and that has been criticized that they are given blocks of tickets that they can either give away or sell. Are you familiar with those stories?

DEPUTY COMMISSIONER FREEDMAN: We

2 are aware and familiar.

COUNCIL MEMBER KOPPELL: does that trouble you? Do those stories trouble you that people feel that they are sort of--we have a letter here that was sent by someone who said he called at 9:01 on the day that tickets went on sale, and he was told no tickets available. Is that something that is of concern? Should we be concerned about that or the city?

DEPUTY COMMISSIONER FREEDMAN: I
think one has to think about priorities and
honestly, I am much more concerned about people
with low incomes who get ripped off in the
supermarket, who are being scammed by used car
dealers, who are unfairly or not served by process
servers, who are unfairly charged by debt
collectors—

[crosstalk]

DEPUTY COMMISSIONER FREEDMAN: We have a litary of concerns, Council Member. It is too bad when people get ripped off by not being able to or not able to access tickets to Barbra Streisand.

COUNCIL MEMBER KOPPELL: Well, for

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some people that is a very important part of being happy and living the kind of life they want to The issue here is you might--one of your comments in your testimony was you weren't sure whether this particular legislation would lead to improvements in the marketplace, and I suspect that that concern is well taken; however, we can't really come up with answers if we don't know the facts, and right now we really don't know and I think this is clear if you look at the stories in the paper. As I indicated I was deeply involved in this issue 20 years ago, so I have a sort of interest in it, and while I haven't spent a lot of time on it, I do read the stories occasionally and ponder about what the law ought to be. There are periodic stories and people get very upset when they feel that they don't get a shot, they don't have a reasonable shot at getting a ticket to an event that they want to attend or a reasonable shot to get a ticket at a reasonable price. Before we act on it, don't you think it is useful for us to know whether in fact tickets are available or that the promoter or whoever is actually putting out an add, people are standing

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on lines on the street corner only to be told there are no tickets left. Don't you think we ought to know the facts before we act?

DEPUTY COMMISSIONER FREEDMAN:

COUNCIL MEMBER KOPPELL: Good.

Absolutely, and I think the industry is your best resource for answering those kind of questions, and we would like to know the answers as well.

that is what the bill does because if the industry did it voluntarily, we wouldn't need a bill. That is the problem. We could write a letter to the industry, but the industry is very broad if you will, and I think your questions about who does this apply to, does it apply to the venue, the promoter and so on, that is reasonable. I haven't studied this bill in great detail, but if the bill doesn't specify who it applies to, it certainly should make clear who it applies to, but I don't know that we could write a letter to everybody who is putting tickets on sale and ask them to do this and make sure that they do it because we can't make sure they do it unless we have a law that says they have to do it, and that is what this law intends to do just to get to the facts. What we

do after that you know, is subject to considerak	ole
debate. I was part of that debate 20 years ago,	
and the state has taken a view that hands off,	
free market. I don't know that I agree with tha	ιt
and before we act we ought to know what the fact	s
are, and this is a bill to get to the facts. The	ıat
is all. You don't deny that it is a good idea	to
know the facts, right?	

DEPUTY COMMISSIONER FREEDMAN:

Always a good idea to know the facts.

COUNCIL MEMBER KOPPELL: Good. So

I think we should agree that this bill is a good
idea. It may need a little cleaning up in terms
of precision, but it is a good idea, right, since
it helps us to get to the facts.

DEPUTY COMMISSIONER FREEDMAN: If it is effective in getting the facts then it is a good idea.

COUNCIL MEMBER KOPPELL: Thank you.

CHAIRPERSON GARODNICK: Let me just share a couple of facts, which I thought were interesting. Apparently among a variety of different concerts that were offered, these are not in New York, which is why you didn't get more

complaints about them or it is very possible that
consumers just don't know that the tickets are not
available to them, and they regard the
frustrations that they have just a simple supply
and demand sort of exercise, but apparently, the
Justin Bieber concert at the Save Mart Center in
California back in October, about 90 percent of
the tickets were actually held back from the
public. Taylor Swift April this year, about 86
percent of the tickets were held back. Maroon
Five the Izod Center, not too far, 68 percent of
the tickets were held back. So these are some
examples of what we are seeing out there and what
prompt the concern, and we are glad to hear that
DCA is supportive of the concept of transparency,
although it sounds like you regard this as a very
low priority for the Bloomberg Administration. Is
that an accurate assessment of what you said a
moment ago?
DEPUTY COMMISSIONER FREEDMAN: I

DEPUTY COMMISSIONER FREEDMAN: I
will say that in thinking about DCA's resources
and what we can expend our resources on there are
industries and consumer protection issues of
greater concern. Let's put it that way.

CHAIRPERSON GARODNICK: Okay. So you can put it that way. Is there any area which you would be less concerned about than this?

DEPUTY COMMISSIONER FREEDMAN: Mr.

Chair...

CHAIRPERSON GARODNICK: I ask you this because—look, Ms. Freedman, the reason why I am asking the question this way is that the testimony that you offered was well, we understand the need for us to clean up legislation to the extent that there are questions or issues with it as Council Member Koppell noted a moment ago, but you posed the questions without the punch line, which was that you either believe or do not believe that this is a necessary important consumer protection that we are after.

DEPUTY COMMISSIONER FREEDMAN: We said very clearly it is a serious consideration and a serious concern. We said that in the testimony.

CHAIRPERSON GARODNICK: So okay.

DEPUTY COMMISSIONER FREEDMAN: That I think is as much as I would care to say at the moment.

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CHAIRPERSON GARODNICK: With that,
we have no more questions for you. We thank you.
We will move on to Sally Greenberg of the National
Consumers League, and Hae Lin Choi [phonetic] of
CWA District 1. Will be our next panel. Whenever

7 you are ready, just introduce yourselves.

SALLY GREENBERG: Good afternoon, Mr. Chair and members of the City Council Committee on Consumer Affairs. My name is Sally Greenberg. I am executive director of the National Consumers League. I am also a big fan of live events, and I buy lots and lots of tickets. So I am very familiar with this issue. One of the reasons the National Consumers League got into the issue of a fair marketplace for consumers with regard to live events is that there was several years ago a sale by--or a merger by Ticketmaster and Live Nation, and it was before the Department of Justice and as well considered by the Federal Trade Commission, and we were very concerned about the concentration in the industry that that merger would mean for consumers, and the ownership of both ticket and venues and merchandise, and in fact, it has made the live ticketing industry a

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lot more concentrated because the merger was in fact approved by the Department of Justice albeit it with some conditions. Let me just give you a little background about my organization. we were founded in 1899 by Florence Kelly right here in New York City, progressive era organization. are the nation's pioneering consumer organization and our no-profit mission is to advocate on behalf of both consumers and workers in the United States and abroad. I mentioned that I love live events, and I love buying tickets--I love attending live events. I don't always enjoy buying tickets because the live event market today operates in a largely opaque environment that leaves consumers with little chance to buy tickets to popular events at face value. Consumers are often unaware that they are competing with other ticket buyers for a shockingly small piece of the overall ticket pie, which is due to an industry practice that you have talked about, Mr. Chairman, known as hold backs or allocations. Undisclosed ticket hold backs are little understood, but a widespread economic problem. I think it rises to the level of economic fraud. We believe it plays a

significant role in the scarcity of face value
tickets for the average consumer and for the
general public. You cited some examples, Mr.
Chair, already of the undisclosed hold backs, the
Maroon Five show, the 84 percent of tickets to
Pink's March 23 rd show also at the Izod Center were
held back. We know that Justin Bieber's team
regularlywe know this because there were FOIA
requests, Freedom of Information requests to the
venue in Nashville. We found that 90 percent of
the tickets were set aside by the Bieber team.
Among other things Bieber's management company
could make additional money by scalping their own
tickets as has already been noted here, and at a
2008 Taylor Swift show in Nashville, only 1600 of
13,300 tickets were made available for the general
public. Similar incidents have occurred under
tours by music stars Keith Urban, Miley Cyrus,
Katy Perry. Make no mistake, it is a practice
that is very widespread in the industry and it has
serious economic consequences for consumers. Now
there is a poll out, I don't know if my colleague
from CWA is going to talk about the Zogby poll We
actually have the Communications Workers as a

member of our board of directors. We have got
several labor unions on the board, so we are
delighted that CWA is a part of this coalition
here in New York, but the Zogby poll released this
week found that more than half of New Yorkers have
tried to buy tickets online only to have the event
sell out within minutes of the tickets going on
sale. There is a widespread belief among
consumers once they find out that this phenomena
exists of hold backs and allocations that they
believe something ought to be done about it. They
don't think the market place is fair, but as Ms.
Freedman from the Department of Consumer Affairs
noted, they don't get a lot of complaints at the
Department of Consumer Affairs 'cause consumers
don't know that they should complain because they
don't know how this marketplace operates. Once
they are aware of that as the Zogby poll shows,
they are angry about it and they want something
done about it. So I will ask my colleague to go
into more detail about the poll, but suffice it to
say that the concert industry's use of undisclosed
hold backs penalizes consumers three times over.
First, it hurts consumers who spent their personal

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time trying to buy a number of tickets under the erroneous assumption that they have a chance at buying most of the seats in the venue. Secondly, it hurts consumers a second time when they can't buy the tickets they are seeking and are forced to pay inflated prices on the secondary market based on hype created by the artificially engineered sell out, and all too often, a consumer who does pay a premium for a ticket on the secondary market Is hurt yet another time, a third time, when tickets to the allegedly sold out show are later made available once the show's promoters realize that they have held back too many tickets. our view proposed initiative number 247-A would give New Yorkers a fair shake by creating greater transparency in the primary ticketing market. a question has been raised, what is it going to do to make this information available to consumers? Well, as Justice Brandeis [phonetic] said sunshine is the best disinfectant, and I think that adage applies here very, very well. I think once the marketplace is shown to be off kilter and unfair to average consumers, there will be a very dramatic change in behavior on the part of those

particularly when we are talking about concerts.
That is really our main focus, although there is
scalping and unfair treatment in other areas as
well, but that really I think should be the main
focus of the bill, and I would be happy to talk
about how we get there and tighten up some of the
language which has raised concerns from the
Department of Consumer Affairs and others. So our
feeling is the disclosure requirements would do a
lot to respond to consumer demand and address the
often confusing nature of the ticket buying
process. Given adequate information we believe
consumers are able to make much more informed
marketplace decisions. By requiring that
disclosure of total number of tickets be made
available to the general public, we think the bill
is going to fact help address the pernicious issue
of ticket holdbacks. Proposed initiative 247-A
will ensure that consumers have the information
they need to buy tickets with confidence in New
York City. I also want to say that we all have
to make decisions about how we spend our resources
and time, but economic fraud and taking money out
of consumers' pockets because the marketplace

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operates at a very opaque way I think should be very high on the Department of Consumer -- any Department of Affairs' list of priorities, and there are people at all levels of the economic spectrum who buy tickets to live events, and each one of those consumers deserves a far more fair marketplace than exists today. So happy to answer any questions. I am honored to be here. We are big fans of the spirit behind this legislation. would be happy to sit down with the Department of Consumer Affairs. We have worked on this kind of legislation in other states as well, and I think there ought to be a good outcome to this. I would hate to see this whole effort not be brought to fruition because of some concerns. I think that we can narrow it, and address some of the problems that have been raised. Thank you very much.

HAE LIN CHOI: Hello. My name is
Hae Lin Choi. I am a special project coordinator
with the Communications Workers of America. CWA
represents about 35,000 union members living and
working in New York City. Our members and their
families are routinely ripped off by a ticketing
system designed to inflate profits for the

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industry's biggest players, such as Madison Square Garden for example, which is owned and run by James Dolan [phonetic], one of the city's worst union busters also. Intro 247-A would help consumers get a better deal by introducing transparency as many others mentioned before. the Garden like other big venues refuses to disclose how many tickets are actually offered for sale to the general public as opposed to those held back for industry insiders, VIPs and others. Consumers like Sally mentioned before have no idea that large numbers of tickets are often held back from sale to the general public. The venues create an artificial sell out and then resellers who are sometimes the acts that are performing themselves sell tickets at inflated prices that they acquire directly from the venues. We heard this example many times before today, but here is again the hypothetical example of how it can work let's say with Justin Bieber again. Let's say Justin Bieber plays at MSG. It is a big event with lots of hype, but MSG doesn't tell anyone that only ten percent of the tickets will be sold to the general public. Instead Bieber's operation will scalp a

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portion of the tickets after the ten percent that went to the general public sell out. Bieber can then jack up the prices of the held back tickets as he scalps them. That allows venues like MSG to in turn charge Bieber more for renting the venue. The ticket buying public subsidizes MSG and Bieber by paying higher prices for tickets. And this scenario is almost exactly how a recent Bieber concert in Nashville, Tennessee worked. Holdbacks are very common. It is now a standard industry practice for big shows. MSG of course is also the beneficiary of the most notorious tax breaks in the state. James Dolan enjoys an exemption from paying any property taxes on MSG. This tax giveaway which was written into state law in 1982 will cost the city about 17 million dollars this coming year alone. The public does not support these practices. A recent Zogby poll shows that 78 percent of New Yorkers agree that publically subsidized venues should disclose to consumers how many tickets are available to the general public and how many are held back at the time they go on sale. In other words the public supports Intro 247-A. Meanwhile, I would be remiss not to

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explain that Dolan is also the city's most
notorious union buster. The NLRB has issued two
massive complaints against him and Cablevision for
personally threatening workers with retribution of
they supported CWA. 22 workers were fired
illegally. Cablevision spies on workers regularly
and does surface bargaining, the term of art for
bad faith negotiations. These are violations of
Cablevision's New York City franchise. New York
shouldn't be doing any favors for Dolan. That
includes letting MSG hide the number of tickets it
is selling to the general public as opposed to
hold backs for insiders. We commend the bill's
sponsors, and we urge you to pass this
legislation. Thank you.

Very much. Mr. Dolan taking it on the chin in two different venues here at City Hall today. Ms. Greenberg, I had a couple of quick questions for you, and by the way, many of us agree very strongly with the points that you just made about the negotiations between the union and Cablevision and the subject of what is going on in Brooklyn in particular, so we hear you and we are very

sympathetic to that. Ms. Greenberg, a couple of questions in response to your testimony. You noted the FOIL request, which was able to reveal that 90 percent of the tickets were being held back in the Bieber context. Who was in the position to be able to respond to a FOIL request in that situation because one of the points that we just heard from the city's Department of Consumer Affairs was well, we don't know who actually should be able to respond, who has the access to that information. Can you help us understand that?

SALLY GREENBERG: I may need to do a little digging around to find out who it was, but I think Nashville is less complicated than New York City because you have got Lincoln Center, you have got a bunch of venues that are part of Lincoln Center, so I think the venue provided that information. I think this is particularly—it was again with taxpayer subsidies that this venue was built. I testified in Minnesota on a similar bill and the Target Center there, taxpayer money which gave the legislature the hooks to be able to ask the questions and get responses, and I think it is

just critically important that taxpayers have access to this information if they are helping to build these venues. So I don't know what the tax status is of Lincoln Center or any of the venues that we have cited. Once again, we are focused more on concerts than we are on plays and opera because the problems are much worse in the concert situations where we see the heavy duty scalping going on, but I believe it was the venue in Nashville. I might have to ask one of my colleagues.

CHAIRPERSON GARODNICK: If you could just to confirm for us, we would like to follow up with you on that. You have also noted that you worked on issues like this in other states. If you could say a little more about that, also help us understand whether or not you have seen a local law like this passed in other jurisdictions, and if so, what that looks like.

SALLY GREENBERG: We were in Minnesota just a couple of months ago, and the first go around the bill didn't make it out of committee. I don't think it was--I am trying to recall exactly what happened 'cause I testified

and then I left town. It was not reported out of
committee. It was a very close vote. My
experience you all know a lot more about
legislating than I do, but my experience as an
advocate is you have to introduce these issues,
and it takes a year or two or three for folks to
understand exactly how the marketplace works, and
so we testified in New Jersey, Arkansas,
California, I mean there is bills pending to
create opportunities for transparency in a number
of these states. We can also give you a list of
what sort of the status is, but I think my
experience is that it is very surprising to
members of the legislature when they hear the
degree to which the market is being manipulated
and the degree to which consumers do not have a
broad access to tickets, the holdbacks at 90
percent or 80 percent is a real eye opener for
many members of the legislature. So why don't I
try to provide you a status report on that? We
are testifying and working in a number of states
to try to get this transparency working for us.
CHAIRPERSON GARODNICK: Okay.
Thank you very much. Thanks to both of you. Our

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next panel is Alyssa Verilli [phonetic], Tony
Fangle [phonetic] and Kimberly Knox. We welcome
you. I should note that we have been joined by
Council Member Nelson and thank you all for
coming. As soon as you are comfortable and
settled you can go right ahead and get started.
Do you want to kick it off?

ALYSSA VERILLI: Sure. My name is Alyssa Verilli. I live on the Upper East Side. have lived in New York for about six years now. would say I am a millennial, so my friends and I definitely have a lot of experience purchasing tickets online for in demand concerts, and I recently had an experience, which is not completely similar to some of the examples that were mentioned, but I recently tried to go to Governor's Ball Music Festival on Randall's Island. It was just two weeks ago. I definitely would say the ticking process was completely unclear. As many concerts and especially music festivals have been doing lately, the tickets were released in batches, so you had the early, early bird, and then the early bird, and then the regular, and all of this is done essentially to

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build hype around the concert and make sure that as a consumer you are sitting there at your computer ready to click at 12:01 pm and get your discounted ticket and make sure that you have a spot at the concert. I had attended the festival the year before. I gathered a group of maybe ten people. We were all ready to buy our early bird tickets. We sat at our desks, some of us at work maybe, and we were ready to go and purchase our tickets. At perhaps, 12 pm and 30 seconds, we all sat there as our computer screens had the swirling blue circle, and maybe we were frozen on that screen for five minutes and by the time the screen moved on to where we would be confirmed in our purchases, the tickets had sold out. We were sent back to a home screen, which showed that a second level of early bird tickets had been released, so most people then attempted to purchase the next level and had the same experience where the screen froze for about five minutes and by the time you were returned to the home page with the bad news that sorry, those were also sold out. You were just basically out of luck. So my friends and I all purchased full price tickets, which were close

to 300 dollars assuming that within five to ten
minutes those tickets would also sell out. That
was not the case and the tickets were on sale for
the next maybe four months, and I can definitely
say that had I known that this was going to happen
or had I know that there were holdbacks or had any
sort of knowledge about how ticketing works, I
definitely would not have made my purchase on that
day. I would have waited. I would have weighed
my options, maybe purchased a one day pass, maybe
a two day pass. So I definitely agree with the
opinions we have heard today that increased
transparency in this process would be extremely
beneficial for me as a young person, as a
consumer, as a music listener, so thank you for
letting me voice my opinion. I support this
legislation.

TONY FANGLE: Hello. My name is

Tony Fangle. I live in the East Village and I
have lived in New York for about seven years now.

I am going to tell you a little bit about an
experience I had last year when trying to get
tickets to see The Killers, which is a pretty
famous hard rock band. So on August 29th, I tried

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to get tickets. They went on sale at 10 a.m. did not get tickets. I went on right as soon as they went on sale online as many people have said, but they were unavailable. I thought no big deal, this was just the presale, so I will try two days later when they go on for the general public. two days later, I went on right when they went on sale at noon, and I didn't get tickets again. They were completely sold out immediately when they went on sale. A week or so later, they announced that they would be playing a show at Madison Square Garden, so I thought great, this is a bigger venue than the previous venue, so I will be sure to be able to see them. So I tried again September 20th, 11 a.m. went online for the presale, no luck. The next day was the general public sale, it went on at noon, again, no tickets. I don't understand how it is possible that tickets can be sold out every time they go on sale exactly the moment they go on sale. isn't something that has been new to me because I have actually tried to see The Killers four times in New York since 2006 and every single time, the box office was sold out immediately when they went

2	on sale. I am not somebody that is new to this.
3	I have actuallyI am kind of a concert fiend. I
4	have been to 161 concerts, many of them in New
5	York and buying tickets is something very common
6	that I do very regularly, so if I can't get
7	tickets to see The Killers, I imagine that people
8	that are just finding out about this band the
9	first time, they are probably not able to get
10	tickets either. So for the most recent show I was
11	curious because I have seen a rise in reselling on
12	Stubhub and various sites afterwards, so I
13	followed the tickets on Stubhub as they were on
14	sale through the online from Ticketmaster, so
15	before tickets even went on sale through
16	Ticketmaster, there was already 129 tickets on
17	Stubhub for the show before the pre-sale even
18	began. Within one hour of the pre-sale beginning,
19	there was 1300 tickets on Stubhub and before the
20	general public sale began, there were already 2200
21	tickets on Stubhub for The Killers show, so
22	clearly this sort of holdback and people selling
23	tickets is happening a lot. The problem with this
24	is that the most expensive tickets for the show
25	after fees were \$80.35, but on Stubhub they went

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between \$215 and \$604 per ticket, so that is almost a 800 percent markup. One person I saw was selling ten tickets in a row in one row at Madison Square Garden even though the limit for buying tickets online was eight at a time, so clearly someone that was holding back, and the problem with this again is like was discussed earlier, all of this money that is made from these secondary sites goes to the person selling the tickets. venue doesn't sell that, or maybe as people were discussing earlier, the venue is holding those back and selling them for even more profit. problem is for me as a consumer I never know what is happening because I don't see how many tickets are available, and that is part of the reason I really support this legislation that if I am going online or going to the venue I have no idea whether there is zero tickets or more tickets will be released later. Sometimes venues will say oh, if we have more tickets, we will release them later, but I just never know, so essentially I am told I need to go back and repeatedly ask for tickets until I find them or don't. so I really think this needs to change, and I think publishing

just the amount of available would be very	
helpful. If I knew during the pre-sale that only	У
100 tickets were going to go on sale for 5,000	
seats, maybe I would say, okay, I am not going to	0
go out of my way to go online and take off of wo	rk
or whatever to try to find these tickets.	
Similarly, if there was something where I knew h	OW
many people were trying to get tickets if there	
was a line system where I knew there was 10,000	
people trying to get 5,000 tickets, at least I	
would feel that if I didn't get tickets, it was	a
fair process, but now I just don't feel like it's	S
fair, and that is part of the reason that I	
support this. I really think that we need to main	ke
this change and it would help people just feel	
better about the process even if they don't get	
tickets in the end.	

KIMBERLY KNOX: Good afternoon,

Chair Garodnick and members of the Consumer

Affairs Committee. My name is Kimberly Knox, and

I have been a live event producer for over 14

years. my main reason for pursuing that

profession has been my love of the live show. I

have created and produced event marketing concepts

working with major recording artists, music
labels, corporations and charities. Over the
course of my career, I have had the pleasure of
working with organizations such as Keep a Child
Alive, Toyota Scion, Trace Magazine, Afro Punk,
BAM [phonetic] and a myriad of others including
Harlem Stage, Gen Art, Littlefield [phonetic].
Growing up in New York City I have been blessed
with seeing some of the most amazing concerts that
have truly shaped my passion for presenting
artists. For my first concert seeing Menudo at
the age of nine in Madison Square Garden. I have
seen everyone from Janet Jackson to Tina Turner,
Black Crows, Lenny Kravitz, Whitney Houston,
Prince, et cetera. I have always been a fan
first. In recent years I have noticed the shift
in the concert going experience, and I feel that
it is quite tragic. The live arena is the last
true bastion of direct contact between an artist
and their fan base. The concert has always been
the reward to the fan for supporting an artist's
career. Unfortunately, due to rampant ticket
holdbacks and exorbitant fees, competition from
automated bots and unrealistic will call only

rules, the regular consumer at large is either priced out or made to jump through all kinds of hoops to partake in the live concert or sporting event experience. I believe transparency is very necessary so that people are aware that for the most part, the cards are stacked against them. Hopefully this will force the ticketing giants, concert promoters, artist management and industry executives to play fair so that the fan does not always come away with the short of the stick. That is all.

CHAIRPERSON GARODNICK: Great.

Thank you. Thanks to all of you. I think that the frustration that you expressed is the real motivation behind all of this, which—it doesn't mean that anyone has a right to get a ticket at a particular moment for a particular event. It's just that you need have a sense of what you are getting yourself into. I think we gave that example at the last hearing on this subject where somebody who endeavors to sit down at midnight and keep clicking refresh on their browser to be able to have that chance, if you knew that only 100 of the 5,000 were available, you might actually call

1	COMMITTEE ON CONSUMER AFFAIRS 57
2	it a night and take a different route, and that is
3	really what this is about. So we thank you all
4	for your testimony.
5	COUNCIL MEMBER COMRIE: What is a
6	millennium?
7	ALYSSA VERILLI: I don't know what
8	the exact limit on age is. It might be between 20
9	and 29. I think if you are born like 1985 maybe.
10	COUNCIL MEMBER COMRIE: Okay. Got
11	it. Thank you.
12	ALYSSA VERILLI: Apparently we are
13	very lazy, unmotivated, narcissistic. There are
14	plenty of great articles about us.
15	COUNCIL MEMBER COMRIE: Thank you
16	for coming then.
17	CHAIRPERSON GARODNICK: All
18	evidence today to the contrary. Thank you very
19	much for being here to testify. With that, that
20	is our last panel for the day. We thank everybody
21	for their interest in this subject, everybody who
22	came to testify and certainly we look forward to
23	pursuing this issue further. With that, this
24	hearing is adjourned. Thank you.

[gavel]

I, Kimberley Campbell certify that the foregoing transcript is a true and accurate record of the proceedings. I further certify that I am not related to any of the parties to this action by blood or marriage, and that I am in no way interested in the outcome of this matter.

Signature Kimbuly Campbell

Date _____7/13/13