CITY COUNCIL
CITY OF NEW YORK

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TRANSCRIPT OF THE MINUTES

of the

COMMITTEE ON GOVERNMENTAL OPERATIONS

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June 16, 2010 Start: 1:10 pm Recess: 1:41 pm

HELD AT: 250 Broadway, 14th Floor

Council Chambers

City Hall

B E F O R E:

GALE A. BREWER Chairperson

COUNCIL MEMBERS:

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

Ann Northrop

Brendan Fay Civil Marriage Trail Project

Jeannette Vargas LGBT Rights Committee Association of the Bar of the City of New York

Cathy Marino-Thomas Board President Marriage Equality New York

Michael McSweeney City Clerk City of New York

Patrick Synmoie General Counsel City Clerk's Office

SERGEANT-AT-ARMS: Ladies and
gentlemen, please make sure you set your cell
phones to vibrate, please take any conversations
outside thank you were much

CHAIRPERSON BREWER: Good

afternoon, I'm Gale Brewer, Chair of the Committee
on Governmental Operations and we're here today to
talk about Intro 260-A. Members are mostly across
the street at the budget negotiations and it's
making me crazy that I'm not there now 'cause I
don't want my money to be given away, but I'm
delighted to be here.

Proposed Intro 260-A is sponsored by the Speaker, Council Member Quinn, and it would require the city clerk to post information online relating to marriage for same-sex couples and, obviously, such information would also be available in hard copy at the Marriage Bureau.

Specifically, the bill would require the city clerk, who is sending a representative and should be here at any moment, to post the following text: Lawfully married individuals, including individuals in same-sex marriages, are entitled to more New York State

rights and benefits than those registered asdomestic partners here in New York City.

If an individual lawfully enters into same-sex marriage in a jurisdiction outside

New York, they are entitled to most of the New

York State rights and benefits available to people lawfully married in New York.

If you are considering entering into a marriage in one of the jurisdictions listed above, it is recommended that you contact that jurisdiction beforehand in order to learn about any applicable marriage requirements or restrictions.

The bill would also require a listing of international and domestic jurisdictions where individuals can enter into a same-sex marriage that would be recognized in New York.

And as I said, we will hear from the city clerk and interested members of the public. We also have a briefing document, which is always put together well by Matt Gewolb and others who are part of this Committee, Mr. Gewolb is the attorney for the Committee.

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us?

2	And one might wonder why are we
3	doing this in terms of legislation as opposed to
4	just a letter to the city clerk, and I think the
5	Speaker said it best when she was talking about
6	it, where she wants to make sure that no matter
7	who is Mayor, who is in the City Council, who's
8	the clerk's office that this is always the law,
9	and, of course, we hope that, at least speaking
10	for myself, that we have full marriage equality

[Off mic]

for everyone in the near future.

Since the city clerk is delayed, we are going to go ahead and call a panel and then we will have the city clerk as soon as he or she arrives. So we have Brendan Fay, we have Ann Northrop who I saw earlier when I was on the wrong floor and she was on the right floor, and we have Cathy Marino-Thomas, and Jeannette Vargas. And thank you all very much for being here.

ANN NORTHROP: Where do you want

CHAIRPERSON BREWER: Right there, just sit and we'll pull up two--you need four chairs so we'll pull up two more.

legislation or this amendment to our city law providing information for New Yorkers basically on how they need to travel outside of the state, it's basically saying that marriages from outside the state of New York are recognized in the city and the state.

And of course, why are we here, really because our state does not allow New Yorkers to marry in the state of New York. And also we're also here, because, of course, the city just recently announced that couples applying for domestic partnerships can now actually have a domestic partnership ceremony and pay for it. For me, basically, that's like same-sex couples being invited to ritualize our second-class citizenship in the city of New York and to pay a fee to do it.

I really applaud and appreciate the gesture of the Speaker and Council Members and all involved in doing whatever is possible to alert New Yorkers to the issue, the seriousness of the consequences of both whether they are domestic partners in this city or married couples in the city of New York, for which there are many, many more rights.

Poll after poll, of course as we

orientation.

know, shows that most New Yorkers support and believe it is high time that same-sex couples be treated like heterosexual couples. And Peter Tatchell actually recently wrote imagine an outcry if the government reserved marriage for white people and introduced a separate partnership register for black couples. It would provoke accusations of racism and apartheid and international condemnation. Yet civil, or in our case, domestic partnerships are in a way a form of sexual apartheid. They enforce separate laws for

heterosexuals and homosexuals, perpetuating

discrimination on the grounds of sexual

I am also a married man and myself and my spouse, Tom, we were legally married in Toronto in 2003 and on the way back after our marriage I felt that I wanted to help other New Yorkers experience the same treatment. What it is like to go into a bureau and where it just simply said marriage license and to see all couples being treated equally. I want other New Yorkers to have the same experience and not as they do today, have

to go into our New York Marriage Bureau and make a decision between marriage license or domestic partnership. That is an incredibly--like it says something about somebody's humanity, it really does.

And so on the way back, I decided I would form the Civil Marriage Trail Project. So instead of just protesting discrimination, I wanted to do something positive, I wanted other couples to experience as I had. And with Jesus Lebron who in 1998, by the way, organized the first rally on the steps of City Hall, some of us were there, and we formed the Civil Marriage Trail Project and have since helped perhaps over 100 couples to cross the border to Toronto, to Boston, and most recently to Stanford.

Among those couples that I helped were Edie Windsor and Thea Spyer, I'll just give you two stories of two couples because I want to bring home this is not simply like just some Administrative Code change, this is about New Yorkers lives, real lives, the lives of real families, and I know most of us here appreciate that. I got a call from—as I did from 2003,

couples would call me, can you help us, how can we get married, and what's the recognition of marriage. Edie Windsor and Thea Spyer were one such couple and when Edie called, she said that there was an issue, that Thea Spyer, her lover, her partner of 40 years was quadriplegic and had been informed by their physician that she only had some months to live and they could not wait for the state of New York to grant them the right to marry, and could I help them. And I did and we arranged a marriage, and I traveled with them to Toronto.

The judge in the city of Toronto, because of his status, was able to come to a hotel room in the airport to welcome them and greet them and give them this human experience of being treated equally. And it was an extraordinary moment for Edie Windsor and Thea Spyer to see these New Yorkers having to go to Canada for this simple right.

I'll just finish by saying Thea died in February 2009. Prior to her death, at a very personal moment, she thanked me for helping them to have this experience and exchange vows and

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rings and are so proud of their marriage. Ι contacted filmmaker friends of mine who have since made a documentary called Edia and Thea, and encourage anyone who has doubts about this issue to even just Google YouTube Edie and Thea.

Another couple contacted me in 2009 and Chuck and Pedro from Woodhaven. Chuck called me to say could I help them, they didn't know what to do, but Pedro was just diagnosed with Stage IV cancer, had full-blown AIDS, they're both disabled men, and needed help. So it's not so easy just get on even the Metro or a plane, do you know what There are disabled couples, there are I mean? elderly, there are frail people, so it's not always easy, I want just to understand.

They called me and wonderful news was that Connecticut had just extended marriage to same-sex couples and, of course, so many New Yorkers are now hopping on the metro and returning with marriage certificates, Chuck and Pedro were one such couple. A local Stanford paper was there and just asked Pedro, what did he think, how did he feel coming to Stanford as New Yorkers for marriage. He just gave him one line, he said, I

much, I share your mixed emotions and I bet people

CHAIRPERSON BREWER:

JEANNETTE VARGAS: We'll refer them

Go ahead.

will still call you. Thank you.

to the Council.

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equality and civil rights, we unfortunately trail behind other jurisdictions in the important area of marriage equality. There are, however, five states, the District of Columbia, Canada, and seven other countries that have full marriage equality, and more jurisdictions are rapidly proceeding toward it. Until such time as the New York State legislature finally enacts marriage equality legislation, it is vitally important that same-sex couples residing within New York City be informed as to the other options that are available to them and, specifically, the fact that they can potentially be married in other jurisdictions, domestic and international, and that pursuant to common law, executive order, and judicial decisions, marriages between same-sex couples performed in accordance with the laws of such other jurisdictions will be accorded full recognition by both the state and city of New York.

In the area of recognition of validly executed marriages between same-sex couples, in particular, the state of the law is constantly in flux and misinformation among the

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public is rampant. Yet New York State's domestic laws denied unmarried same-sex couples at least 1,324 legal rights and duties that married different-sex couples currently receive. Accordingly, it is essential that same-sex couples in New York City be provided with accurate information regarding their right to have their validly performed marriages accorded the full

panoply of rights under state and local law.

New York's more than 50,000 samesex couples, like their opposite sex counterparts, confront life's challenges. Many have modest incomes, approximately 20% are raising children under the age of 18, and more than 25% have one disabled partner, as we just heard from the prior testifier, 32% of individuals in these couples are nonwhite, and the inability of this long-term couples to marry in the state of New York has real and devastating consequences for these couples. For example, in death, without inheritance rights, the surviving partner can be thrown out of the family home; upon relationship dissolution, without the right to maintenance, custody, or visitation, the lives of a partner and the

couple's children may be turned upside down.

Marriage provides the legal stability that many couples, lacking financial resources, knowledge, or willingness to plan for the future, fail to create on their own. Half or more of the general public has failed to prepare many crucial documents: Only 53% of New York State residents, for example, have a health care proxy; nationwide, only about 40 or 50% have wills; 15 to 42% have living wills; and a mere 5% have prenuptial agreements. So this presumption that people will take care of these arrangements through private contractual arrangements that seems to inure the debate currently on marriage equality is just false.

Despite entering into valid
marriages in other jurisdictions, same-sex married
couples in New York face selective recognition
within New York as well as a confusing array of
relationship recognition rules outside of New
York. The unfortunate reality is that same-sex
couples are not adequately or consistently
protected by New York's piecemeal recognition of
same-sex relationships over the last two decades

by statutes, executive orders, regulations, and court decisions.

Now despite the efforts of governors, certain state officials, and local executives of both parties, the lack of clear legislative action has and will continue to generate decades of litigation, complex private domestic partnership agreements, and scattershot legislation of regulations meant to establish inheritance, divorce, child custody, pension and tort rights under a range of relationship recognition rules.

For these reasons, the Committee supports the City Council's proposed amendment to the Administrative Code of New York City requiring the city clerk to provide the public with information regarding the legal rights that will be accorded to marriages between same-sex couples performed in other domestic or international jurisdictions.

This provision is no substitute for the enactment of state legislation affording samesex couples residing in New York with full marriage equality, but the proposed amendment does

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represent an important step forward towards fully
protecting the rights of LGBT residents of New
York City and providing them with the information
they need to protect themselves

CHAIRPERSON BREWER: Thank you very much. Go right ahead.

Cathy Marino-Thomas, and I'm the Board President for Marriage Equality New York. We're a statewide grassroots organization working for the right to civil marriage for all families. Marriage Equality New York has been working on this issue for more than 12 years, making us the oldest LGBT organization in the state working on this issue. I thank you for the opportunity to speak today.

Marriage Equality New York strongly advocates for the implementation of this initiative. There are substantial amounts of confusion regarding laws and rights related to the various forms of relationship recognition available for all same-sex families. This initiative would be the first step towards rectifying that confusion. We at Marriage Equality New York feel it's extremely important

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that the City clarify the fact that only a handful of rights are afforded to a couple seeking a New York City domestic partnership. Among those would bereavement leave and child care leave for city employees only, this does not cover anyone that does not work for the city; visitation in a city correctional or juvenile detention facility; visitation in facilities operated by New York City Health and Hospital Corps, not privately run hospitals or care centers; eligibility to qualify as a family member to be added to the New York City Housing Authority as an existing tenant; health benefits provided by the City of New York only, this does not cover health benefits provided by private corporations, state or federal agencies.

In addition to educating couples on the limitations of domestic partnerships, we feel it's important to educate couples on New York State's recognition of out-of-state marriages. With marriage come over 1,000 rights that are somewhat portable between states and countries with marriage recognition for all families. We feel the public needs to be made aware of the

locations of such--that such marriages are legally performed. In addition, we feel the general public is not aware that New York State honors these marriages.

Finally, we would advocate that information be added referencing the inequities of even these marriage licenses. Some of those inequities are the inability of a legal name change when a marriage was performed in another state. Same-sex couples currently bear the expense of hiring a lawyer and go through the legal process of name change here in New York since there is no New York State marriage license to fill in the blank. Same-sex couples will have to keep a copy of their out-of-state marriage license with them at all times as proof of marriage, since they cannot register with the state.

Since there is no New York State law to protect same-sex families, if any of the over 1,300 rights are denied or contested, same-sex families would have to sue to obtain these rights.

In closing, I would like you to

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imagine what it would be like to be a couple in love wanting to validate their commitment through a civil ceremony. You arrive at the city clerk's office and pay your fees for a domestic partnership because you think it's the same as obtaining a marriage license, you say your I dos, just like any other couple wanting to be committed to each other, you leave the office, and you're protect it, right? Well then you start to live in the real world and you discover that you only have a small fraction of the rights and obligations that marriage licenses give you. You find that when you leave New York City to visit your relatives in Westchester, Long Island, Middletown, Buffalo, you have absolutely no rights at all. Wouldn't you have wanted somebody to tell you that? Wouldn't you have wanted someone to tell you that all you had to do was drive to Connecticut or Massachusetts and you would be able to obtain a marriage license to protect your loved one?

With that simple ride, you would have secured over 700 state-level rights bestowed on a couple with a marriage license, you would've

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2	gained the right to fight overto fight for over
3	1,100 rights at a federal level, and not even have
4	to have another ceremony.
5	I would strongly express my
6	commitment to make marriage equality a reality in
7	New York State and I advocate that this Committee
8	pass this initiative and implement it immediately.
9	Thank you very much for your time.
10	CHAIRPERSON BREWER: Thank you both
11	for phenomenal testimony, all four. I really
12	appreciate it, a lot of work went into it, a lot
13	of thought, and it highlights every issue
14	possible. Thank you.
15	CATHY MARINO-THOMAS: Thank you.
16	CHAIRPERSON BREWER: I believe the
17	city clerk has arrived, would you like to join us,
18	sir? Thank you. Thank you both very much, that
19	was great. [Long pause] Thank you very much for
20	joining us, whenever you'd like to begin.
21	MICHAEL MCSWEENEY: Good afternoon,
22	Chairperson Brewer and Members of the Committee on
23	Governmental Operations. I am Michael McSweeney,
24	City Clerk of the City of New York and Clerk of

the City Council, with me is Patrick Synmoie

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2 [phonetic], our General Counsel. We are here to 3 testify in support of Intro number 260-A.

Let me first tell you for those of you who are unaware of the invaluable function our agency fulfills a bit of history. The Office of the City Clerk is one of the oldest offices in New York City government with beginnings traceable to the inception of the town New Amsterdam.

Historically, the city clerk has played a dual role as the Clerk of the City Council and as the Clerk of the municipal corporation known as the City of New York.

As the Clerk of the City Council, the main function of the clerk is to attest to all laws enacted by the City Council; the clerk also attests to all legislation desired by and affecting the city requiring concurrent action by the state legislature; the clerk of the Council is also responsible for keeping the transcripts of the proceedings of the City Council.

As the City Clerk, the clerk attests to leases and deeds of city property, grants, agreements, bonds, tax notes, and other forms of obligation of the city. The city clerk

has charge of all papers and documents of the city
that include Executive Administrative Orders of
the Mayor, Certificates of Judicial Appointments
by the Mayor, Oaths of Office of city employees,
City Marshal bonds, and Referendum Petitions.
Other duties of the city clerk include the
qualification of Commissioners of Deeds and the
Certification to the Board of Elections of all
judicial vacancies.

In addition, the city clerk
administers the city's Lobbying Law. Under that
law, all lobbyists must register annually and
submit six periodic reports, clients must submit
an annual report. Part of our duties is
conducting random audits of these reports. The
Lobbying Bureau provides information to the public
regarding the content of lobbyists' filings, as
well as training for lobbyists and their
organizations on the law. Last year, 1,621
statements of registration were filed by
approximately 357 lobbyist entities.

The city clerk is authorized under
New York State Domestic Relations Law to issue
marriage licenses and to solemnize marriages. It

is probably for this reason we are best known. In addition, our Marriage Bureau provides registration of marriage officiates, copies and amendments of marriage records issued by the city clerk since 1930 and Certificates of Non-impediment.

Another closely related responsibility comes from Title III of the New York City Administrative Code, Section 3-240 through 245, which mandates the city clerk's maintenance of the Domestic Partnership Registry. Originally intended for nontraditional couples, it is heavily utilized by the city's homeless population. Actually, you may have seen some of the recent media coverage we received because starting June 3rd, 2010, we started performing domestic partner ceremonies to offer a measure of dignity for couples wanting a ceremony.

Last year, we issued 65,042 marriage licenses and solemnized 39,524 marriages; in 2008, we issued 66,669 marriage licenses and solemnized 40,229 marriages. It's fair to say we issue an average of 65,500 licenses annually. Since the establishment of the registry, over

2 47,000 domestic partnerships have been registered.

While that works out to an average of roughly

4 2,800 domestic partnership registrations each

5 year, the number of registrations has risen

6 steadily each year with a total of close to 5,500

domestic partnerships registered in 2009, the

8 highest of any year.

The historic role of the city clerk is to implement functions designated by the Charter and the executive and legislative branches of the city and state government. We will, therefore, swiftly implement Intro number 260-A when it is enacted into law.

We think it is very helpful measure. Let me explain, though our purview really only extends to the marriage licenses we issue, we often receive phone calls regarding validity of marriage licenses, same-sex marriages, and so forth since most people presume that we are the experts on marriage in New York City. In fact, this information on the website might be helpful in preempting the calls we receive about same-sex marriages. We want well-informed customers making educated decisions about life

changing events and providing this information dovetails nicely with the customer-friendly atmosphere we work very hard to promote.

We are actually used to handing out information. Pursuant to Chapter 46, Section 1057-A of the Charter the City of New York, we distribute voter registration forms and, pursuant to Chapter 47, Section 1069 of the Charter of the City of New York, we distribute Public Health Insurance Program Option pamphlets, handing out another pamphlet would not be burdensome to our office.

In closing, we thank you for the opportunity to provide testimony regarding this legislation. We further applaud your efforts to educate the public about marriage laws and we thank you for working to improve the quality of life for all New Yorkers. I assure you that my staff and I look forward to doing our part.

CHAIRPERSON BREWER: Thank you very much for your testimony, thank you very much for your service at the City Council meetings and all the work in between.

And I think this is a good idea for

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2	lots of reasons, I appreciate the fact that you
3	agree. One of the earlier testifier pointed out
4	that, without this information people, are lost
5	and call different sources in the community and it
6	would be much more preferable to have it someplace
7	that is central and obviously much more
8	transparent.
9	Are there any operational
10	difficulties you see in implementing the
11	provisions of this legislation or any way that you
12	would like to change it? Does it seem like it
13	would fit what you're able to do in terms of the
14	office?
15	MICHAEL MCSWEENEY: Patrick, I
16	don't know if you want to say anything about that.
17	PATRICK SYNMOIE: Well the ones
18	CHAIRPERSON BREWER: [Interposing]
19	Please introduce yourself.
20	PATRICK SYNMOIE: This is Patrick
21	Synmoie, I'm the General Counsel for the City
22	Clerk's Office, thanks for inviting us to testify
23	today.
24	The one comment we had, we made
25	earlier and it was taken into account, so we

right direction.

The practical fact is that every time there's a change in one of the jurisdictions, it's pretty national news, so I think it won't be difficult to stay on top of that. I mean, obviously, the only practical impact that it will have on the website, we can simply change it.

In terms of pamphlets, we probably will have to print new pamphlets and that's probably the one expense that we probably foresee.

CHAIRPERSON BREWER:

All right.

Thank you both very much, I appreciate that you came out. And I think everyone appreciates that this will make life more transparent, we still want more in terms of what Albany is hopefully going to pass, but this is a good step in the

And just for the public to know,
we're not going to be voting on this bill today,
so many of my colleagues are in the budget
negotiations, but we will find a time in the very
near future to have a vote on it with the other
members of the committee and then bring it to the

1	COMMITTEE ON GOVERNMENTAL OPERATIONS 31
2	full Council. So thank you very much.
3	MICHAEL MCSWEENEY: Thank you.
4	CHAIRPERSON BREWER: Thank you very
5	much, this meeting is adjourned. [Off mic]

I, Tammy Wittman, 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 Tammy Withman

Date __July 6, 2010_