

**JOINT LEGISLATIVE PUBLIC HEARING**  
**ON THE 2019-2020 EXECUTIVE BUDGET PROPOSAL**  
**TOPIC: HUMAN SERVICES**

**Testimony by**

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Good afternoon. I am Art Cody, Deputy Director of the Veterans Defense Program (VDP), a statewide program of the New York State Defenders Association. Thank you for the opportunity to testify today on the Human Services section of the State Budget Fiscal Year 2019/2020 as it relates to veterans programs.

Before I discuss the budget, I want to thank the Senate and Assembly for sponsoring a 2018 legislative add to the Executive Budget of \$720,000 for the VDP, with \$250,000 coming from the Assembly, and \$470,000 coming from the Senate.

The state funding of the VDP has allowed us to help justice-involved wounded warriors suffering from mental health conditions to obtain treatment. The VDP has assisted hundreds of justice-involved veterans and trained hundreds of public defense attorneys representing veterans in New York State's criminal and family court systems at county-level trainings and intensive point-person regional trainings.

In many of the cases where the VDP attorneys provided substantial legal assistance, veteran clients received treatment and probation, and avoided incarceration. Specifically, in 2017 and 2016, the VDP helped justice-involved veterans to be diverted into treatment and probation, avoiding a maximum total of 518 years of incarceration with a cost saving to the State of up to \$31 million. The cost saving is calculated by taking the maximum number of incarceration years for the original charge and subtracting the number of years imposed at sentencing. The cost of incarcerating a prisoner for a year is estimated at \$60,000.

The VDP also provided mentoring and assistance to veterans and their families. In addition, we provided newly incarcerated veterans with mentoring and support to help them survive prison and transform their lives. The mentoring focuses on education, job training, and wellness activities in prison leading to successful re-entry and reduced recidivism.

*I am here today to ask for your support of a Senate and Assembly add to the Executive Budget of \$900,000 for the VDP.* The VDP provides training, support, and legal assistance to promote trauma-informed effective representation of veterans and service members in New York State's criminal and family court systems. The first of its kind in the nation, the VDP was launched in response to a crisis situation as growing numbers of veterans with service-related mental health illnesses were lost in the criminal justice system. Studies report that depressive disorders, substance abuse, Post-Traumatic Stress Disorder (PTSD), and Traumatic Brain Injury (TBI) among veterans are at epidemic proportions. Studies also show that 50% of those veterans are untreated.

The U.S. Veterans Administration (VA) and the National Academy of Medicine report that veterans with untreated mental health conditions are at significant risk of arrest as their trauma symptoms can lead them to criminal conduct. Sadly, PTSD and TBI are linked to incarceration, antisocial behavior, and violence among veterans. Moreover, the numbers are expected to increase. According to the VA, the veteran population will increase 46% between 2014 and 2019.

Our budget request is supported by over 70 veteran and mental health organizations, including the American Legion, AMVETS, Disabled American Veterans, Marine Corps League, Military Order of the Purple Heart, New York State Council of Veterans Organizations, United War Veterans Council, National Alliance for Mental Illness-NYS,

Veterans of Foreign Wars, and county public defense programs, such as Brooklyn Defender Services, Legal Aid Society of Suffolk County, Ontario County Public Defender Office and the Legal Aid Bureau of Buffalo.

This year, we request a *renewal of the \$500,000 for the statewide VDP* (with a match of \$250,000 from the Assembly and \$250,000 from the Senate), and a *renewal of the Senate's sponsorship of \$220,000 for a Long Island office* where the highest concentration of veterans are located in the state.

We also ask for a strategic budget expansion. The VDP is overwhelmed with requests for legal assistance from justice-involved veterans and training and mentoring for public defense attorneys representing veterans. *We request an addition of \$180,000 for 1) a new attorney and staff support for upstate New York, primarily for the Hudson Valley and Capital District regions, and 2) for a Legal Practice Manual on Defending Veterans in Criminal Courts.* The manual would be distributed to public defense programs and legal aid societies in all of the 62 counties of the state. This valuable resource would help public defense attorneys to more effectively represent veterans, and take a treatment-oriented approach to help our most wounded warriors suffering from untreated Post-Traumatic Stress Disorder (PTSD), Traumatic Brain Injury (TBI), depression and substance abuse.

### **Intersection of Military Service, Mental Illness, & Criminal Justice**

Veterans returning home face indifference when suffering from a frontline military-related mental illness and all too often do not receive timely treatment. After making tremendous sacrifices, many suffer from PTSD, TBI, major depression, and substance abuse which negatively affect their cognitive abilities, judgment, and behavior, potentially drawing them into the criminal justice system and possibly leading to incarceration. Veterans often come into contact with the justice system because of the challenges of integrating back into society, including difficulty securing employment, unstable housing, and a lack of family connections, social networks, and supportive social services. They face unique challenges that are often overlooked or ignored resulting in an arrest that can trigger a host of collateral consequences as their lives derail, leading to homelessness, unemployment, or suicide. Those veterans charged with a crime end up lost in a criminal justice system that does not address their core problems nor treat their underlying condition(s). There is no mechanism to identify veterans in the criminal justice system, and many are sentenced by courts unaware of their military experience, let alone any untreated health condition that caused or contributed to their offense.

As noted earlier, the National Academy of Sciences Institute of Medicine reported that criminal justice involvement is a significant problem for Vietnam, Iraq, and Afghanistan War veterans. PTSD and TBI have both been linked to incarceration, antisocial behavior, and violence among veterans. One study underscored that veterans with PTSD, anger, and irritability are at higher risk of criminal arrest because their symptoms can lead them to commit a crime. According to the Veterans Administration, "the association between PTSD and violence is especially strong in the post-9/11 veteran cohort."

Attorney Brock Hunter, a recognized national expert on veteran defense, summarized the situation. "We are fighting wars on the backs of volunteers and a smaller military and we recycle the same troops back over and over, with many tours of duty. PTSD rates climb with each additional tour. The military culture is one of service and sacrifice: you deal with your

problems privately and don't complain or ask for help. Vets are badly treated and ignored in the criminal justice system. We need to give veterans support when they fall, particularly when they fall into the criminal justice system."

"Left untreated, the emotional wounds of war can have a dramatic and destructive impact on veterans," said Melissa Fitzgerald, Senior Director of the national Justice for Vets. "If we don't intervene at the critical point of arrest, we risk losing veterans to the system forever. We can hold accountable veterans who commit crimes while connecting them to the benefits and treatments they have earned. Men and women who, instead of languishing behind bars, are going back to school, working, raising children, and living as civic assets. Veterans have fought for our freedom—shouldn't we fight for theirs?"

Justice-involved veterans often do not have the funds to hire an attorney and are represented by public defenders. Public defense attorneys are rarely trained or prepared to adequately represent veterans who suffer from the invisible wounds of war, or to translate the combat experience of their clients to explain resulting criminal behavior. Approximately 7% of Americans are veterans. Thus, it is likely that very few judges, attorneys, and jurors are veterans.

Defense attorneys need to be educated as to the critical impact of military culture on justice-involved veterans. The military trains individuals to become warriors. Modern military training involves conditioning to break down soldiers' innate psychological resistance to killing and to reflexively take another's life. To survive in battle, a soldier must remain hyper-vigilant and learn hand-to-hand combat and how to use weapons. The skills that serve soldiers so well in the military often make reintegration into civilian life without help extremely difficult, especially when exacerbated by trauma. Defenders need to understand how a client's military experience and health issues impact their cases at every stage of representation and gain insight into how their mental health conditions affect them. Traumatized military veterans who need access to qualified defense attorneys are further traumatized by their lawyer's ignorance of how their military culture and service-related mental health conditions affect their case.

Some remarkable progress has been made with the advent of Veterans Treatment Courts to provide a therapeutic health-based approach to respond to the mental health calamity among justice-involved veterans. However, New York has Veterans Treatment Courts in only 30 cities or counties and most accept only a small percentage of cases, usually limited to misdemeanors. Veterans with mental illnesses in the criminal justice system—the most vulnerable of our returning warriors—deserve an alternative resolution process with treatment and rehabilitation. Incarcerating veterans for medium level crimes, such as assault and burglary, when mental health treatment is needed, provides no benefit to families who have struggled with the stress of long separations from their military spouse and parent, separations which are often exacerbated by multiple deployments. It also exposes families to additional economic challenges due to lost wages. Prosecuting veterans without needed mental health treatment closes the door to substantial opportunities for healing, recovery, family restoration, and being a productive member of society. An alternative treatment track for veterans whose crimes stem from service-related injuries is strongly supported by many veteran organizations, including the Iraq & Afghanistan Veterans of America and the NYS Council of Veterans Organizations.

The United States Supreme Court has recognized defense counsel's obligation to identify and advance defenses that acknowledge the role that military service may have played in a criminal charge. In a 2009 unanimous ruling, the Court determined attorneys are required to investigate a defendant's military history and any service-related mental health impairments such as PTSD, and present such evidence. Although the defendant was a decorated Korean War veteran, his court-appointed counsel presented no evidence of his military service to the jury, and the Court reasoned that this type of evidence might have swayed the jury as "[o]ur Nation has a long tradition of according leniency to veterans in recognition of their service, especially for those who fought on the front lines as [the defendant] did."

Defense attorneys need to be zealous advocates for therapeutic justice on behalf of their veteran clients. They need to be trained to develop strategies for dealing with their clients around the issue of treatment with a higher degree of psychological sensitivity. They need to understand that they are functioning as therapeutic agents in their interactions with their clients, particularly in the plea and sentencing process. However, to accomplish this, understaffed and overburdened public defenders need the support services of a resource center. A statewide analysis found the vast majority of public defenders were only able to spend an average of four hours on a case: from arraignment, to motion filing, to court appearances, to visiting clients in jail, to pre-trial hearings, to disposition and sentencing.

This is why the NYSDA launched the VDP. The VDP is staffed by attorneys with deep experience working with veterans and the criminal justice system. Our goal is to create informed and effective representation of service members and veterans in the state criminal justice and family court system and further justice by facilitating treatment programs for soldiers devastated by military-related trauma.

The most vulnerable of our returning warriors, those who have been injured either physically or mentally and are now in the criminal justice system because of those injuries, are often somehow removed from those 'troops' that we support. In short, we support the troops and thank them for their service until they get arrested. Very often their military experiences, which a civilian judge or jury would have a very difficult time understanding, are at the core of their involvement in the criminal justice system. It is difficult for a civilian judicial system to understand what it means to undergo rocket attacks 5 days a week for months on end or know what it is like to spend Thanksgiving, Christmas, and New Year's crouched in a bunker. That has an effect on you that is difficult to recover from when you get back home. The VDP's goal is to ensure that each veteran has an effective advocate, each veteran's story is properly presented to a judge, jury, and prosecutor, and that these veterans get the treatment they need and deserve.

The VDP is committed to giving veterans access to the best possible legal representation when they need it. Veterans with battle-borne illnesses need treatment and an alternative resolution process in the criminal justice system. The VDP is training attorneys to advocate that courts consider the role a veteran's mental health illness played in their conduct, and recommend treatment. The VDP directly assists the most vulnerable of our veterans by helping public defenders to deliver justice to mentally-impaired veterans and place them on a treatment track to heal their wounds of war.

Thank you for the opportunity to testify today.