

**Justice Implementation Task Force**  
Steering Committee Materials

Mayor's Office of Criminal Justice



# JUSTICE IMPLEMENTATION TASK FORCE

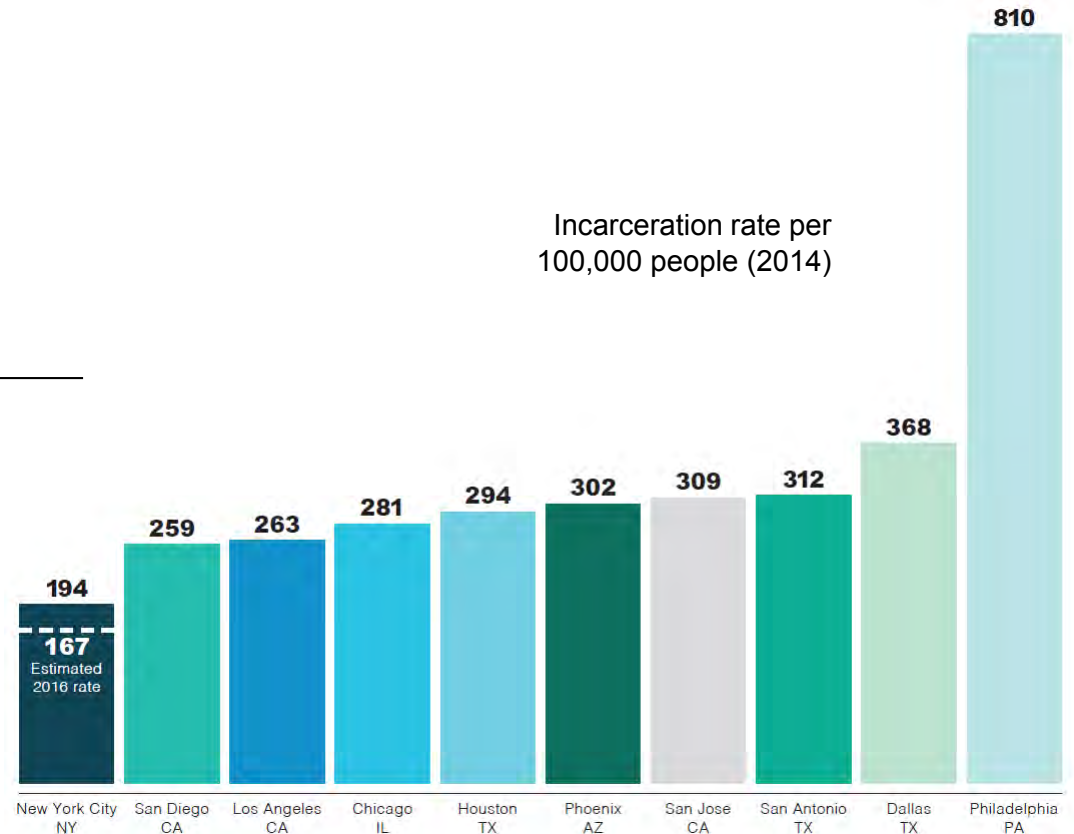
Executive Committee:  
Steering New York City toward a  
smaller, safer and fairer justice system

September 13<sup>th</sup>, 2017



# New York City has the lowest incarceration rate of all large U.S. cities

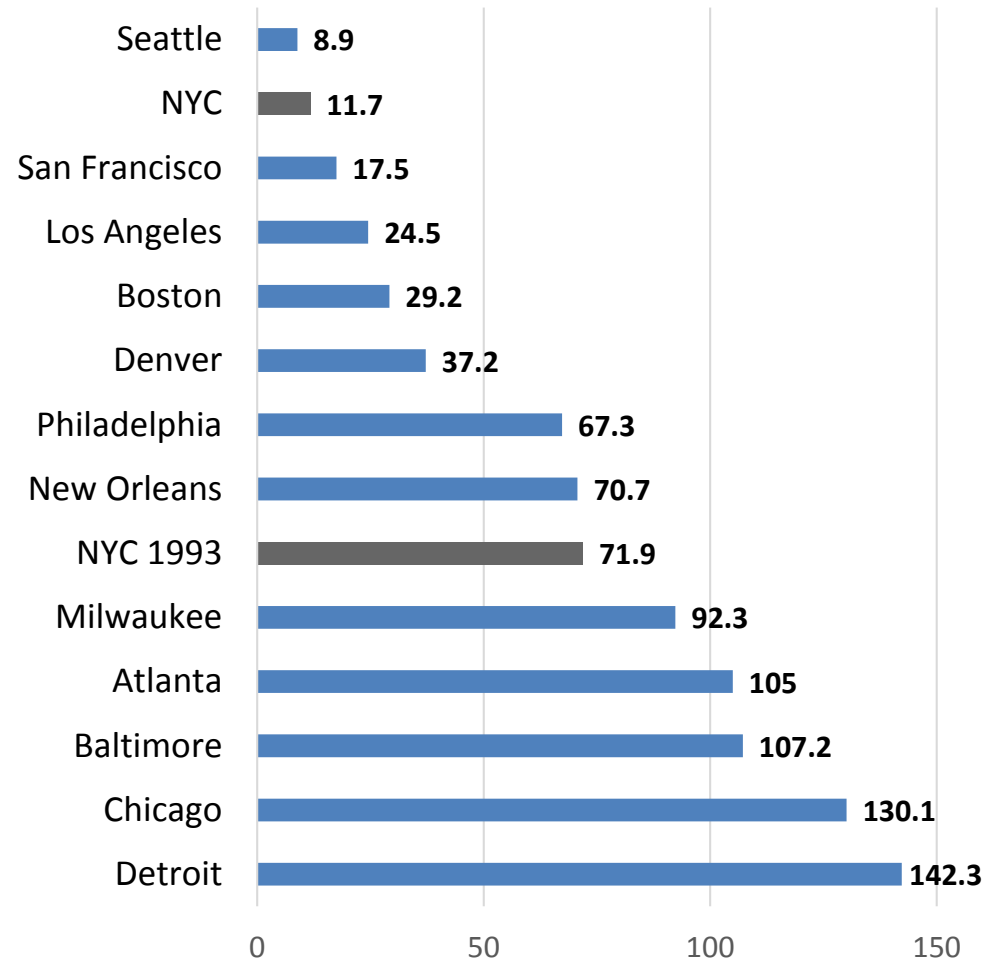
- Down 50% since 1990
- Down 18% since the Mayor took office



# The size of the jail population has fallen alongside dramatic declines in crime

- Major crime down 76% since 1993, down 9% since Mayor took office
- 2016 was the safest year in CompStat history, with homicides down 5%, shootings down 12%, and burglaries down 15% from 2015

Non-fatal shootings (2016)  
(Rate per 100,000 residents)





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# Objective:

The Justice Implementation Task Force combines existing efforts across the city, both inside and outside government, into one centralized body that shapes strategy and ensures effective implementation

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**Executive Steering Committee** is comprised of leadership from key Mayoral agencies and every part of the criminal justice system charged with accelerating progress toward three key goals:

## Smaller

### Goal

**Safely reduce the size of the jail population** by 25% in the next five years

### Baseline

18% decline in last three years  
~\$50 million investment from the city in strategies to reduce jail use

## Fairer

### Goal

**Change the culture and purpose of jail** so staff and incarcerated individuals are treated with dignity and provided with opportunity

### Baseline

City has already invested over \$90 million in support for corrections officers and programming for incarcerated individuals

## Safer

### Goal

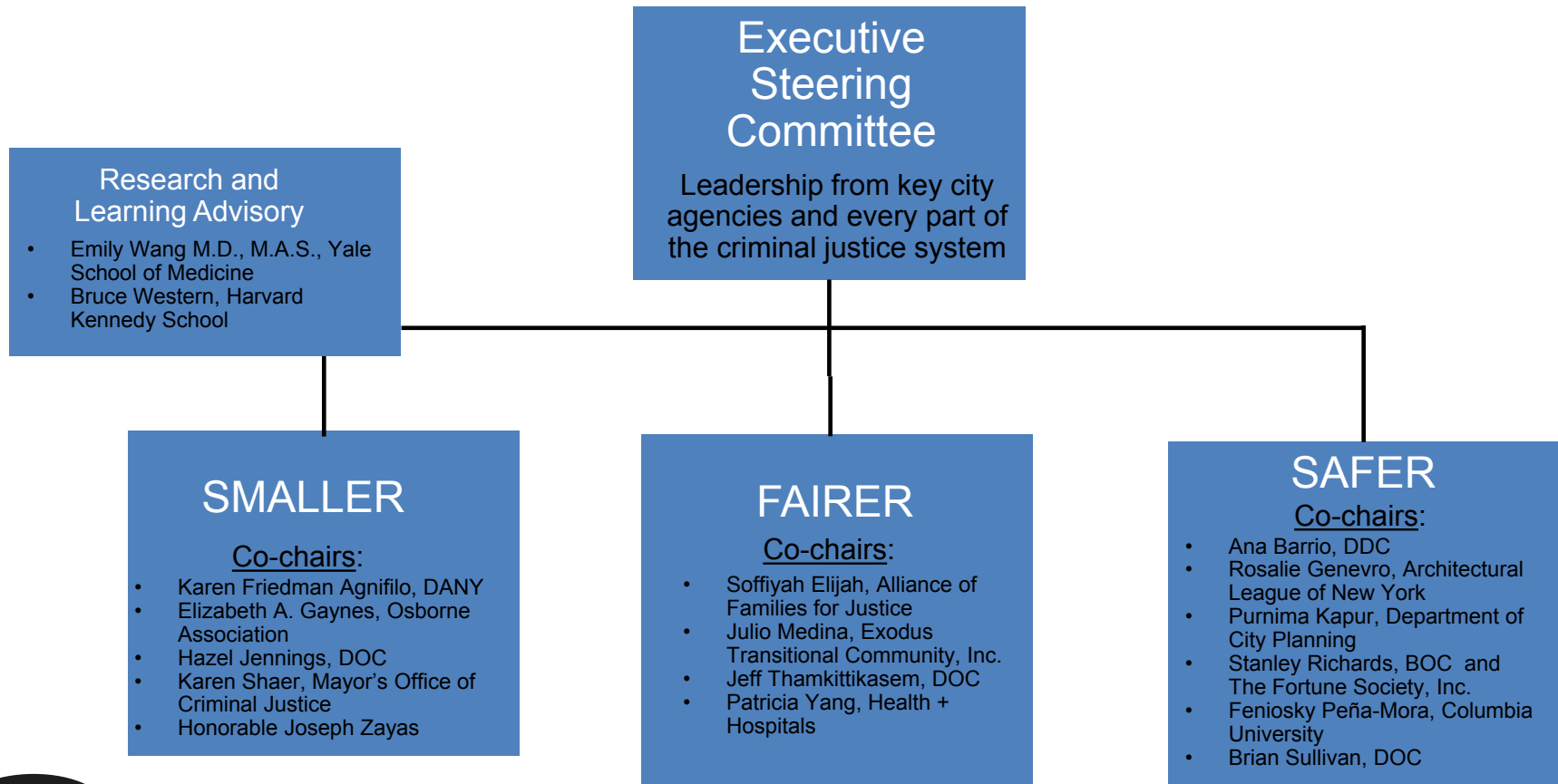
Ensure that everyone who works, visits and is incarcerated in city jails is in a **safe, modernized and humane facility** as quickly as possible

### Baseline:

City has already invested \$1.2 billion to improve conditions in city jails

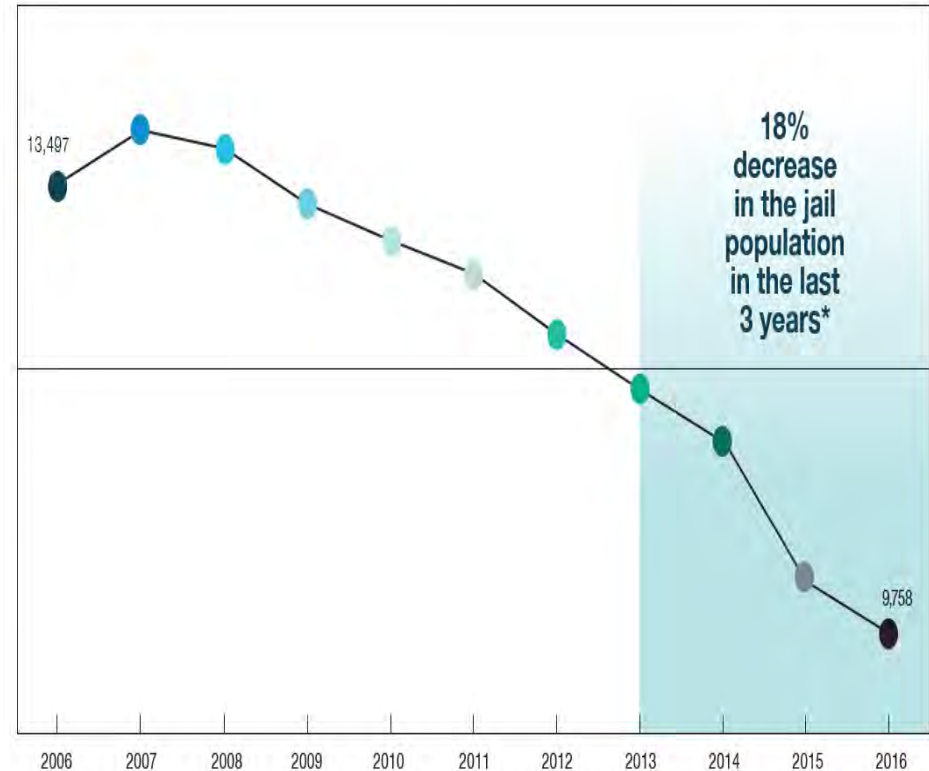
# Justice Implementation Task Force Structure

Co-Chairs: Elizabeth Glazer, Zach Carter

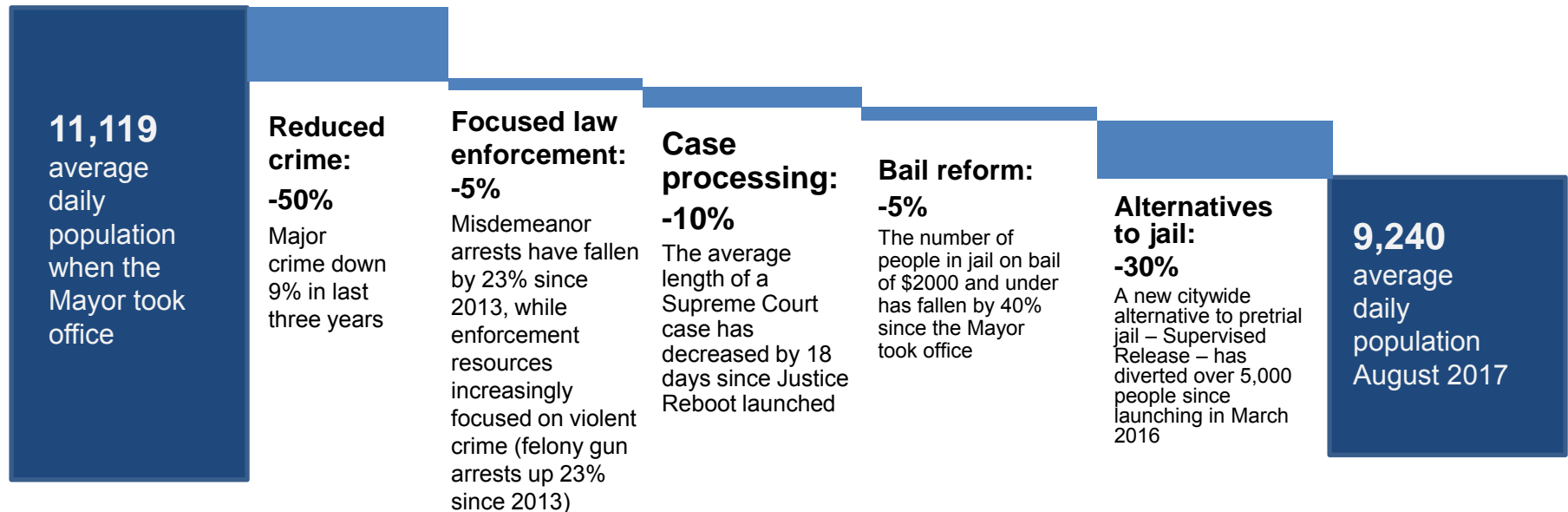


# Recent reductions to the size of the jail population accelerate the trend over the last 20 years

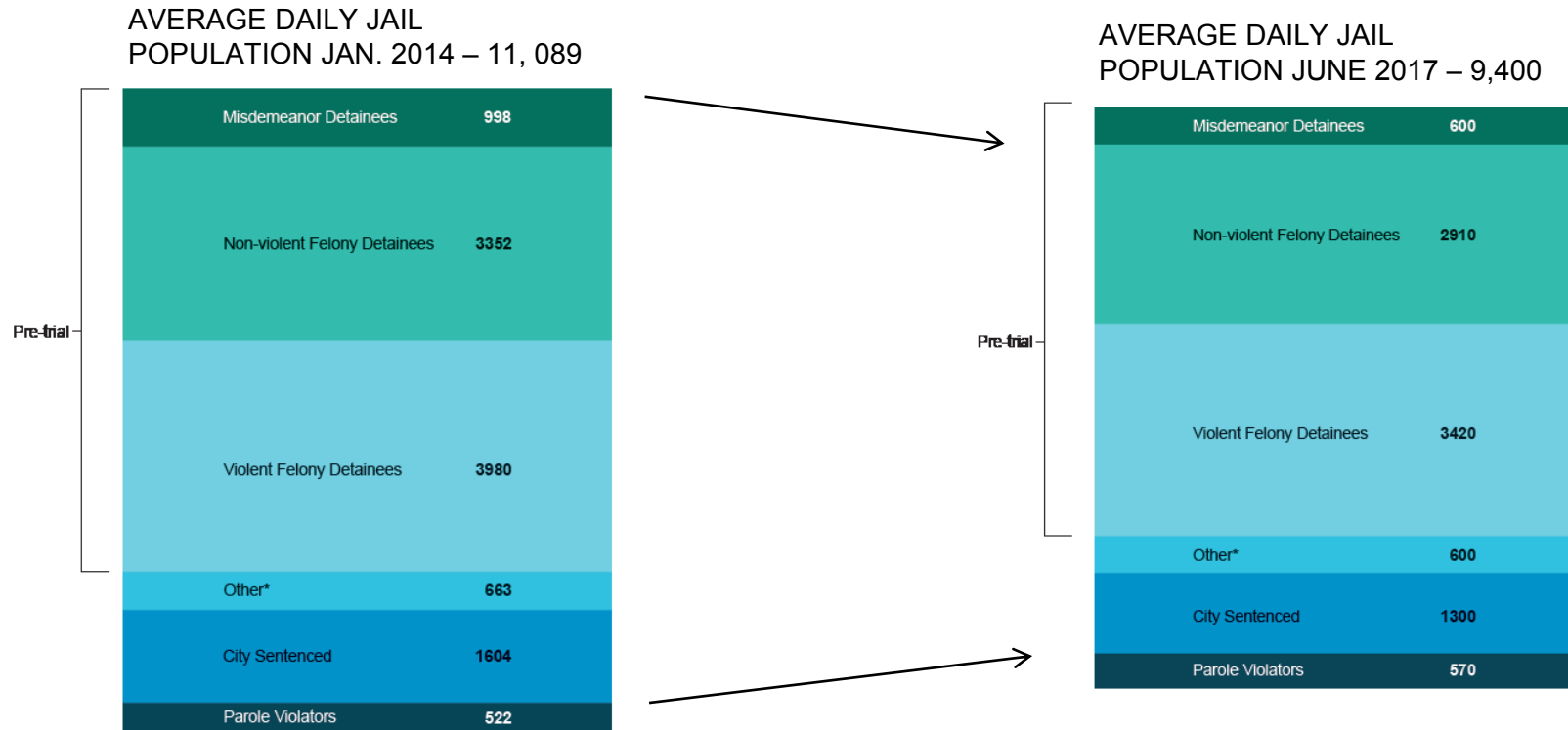
- The jail population has fallen faster in the last three years than in the previous ten
- Last year in which jail population was as low as current: 1981



Recent declines have been driven by intentional efforts to reduce the number of people who enter jail and how long they stay



# A smaller jail population translates to fewer opportunities for safe reductions



- **Obstacles to reducing the population further:**
  - 49% (3,400) of those detained pretrial are facing violent felony charges
  - 10 % (800) have a warrant hold keeping them in custody
  - 23% of felony detainees (16,00) are remanded without bail
  - 35% (2500) of pretrial detainees are medium-high to high risk of returning to jail
  - On an average day in 2017, 4% of the jail population is detained on bail of \$2000 or less

Yet opportunities exist to reduce the jail population safely. The Executive Committee will help ensure the effective implementation of the following strategies over the next five years:

## Reduce number of people who enter jail

- Provide judges with updated risk assessment tools (710 beds)
- Reform the bail system (200 beds)
- Reduce number of women and people with behavioral health needs in jails (50 beds)
- Expand diversion programs (500 beds)
- Replace short jail sentences with community-based programs (300 beds)

## Reduce how long they stay

- Improve justice while reducing length of stay for pretrial detainees (500 beds)
- Improve justice while reducing length of stay for State parole violators (120 beds)

If implemented effectively, these strategies could reduce the average daily jail population by 25% over the next five years. The Steering Committee is also charged with helping to develop additional strategies that address chronic offending and can help reduce violence beyond already historic lows.

# Change the culture and purpose of jail

- Our goal is to build on the progress made to date to transform the culture inside the city's jails into one of safety and respect.
- Improving culture includes providing staff with the support to serve the public at the highest levels of integrity
- And it offers incarcerated individuals the educational, therapeutic, and vocational programming that can permit a more stable future and reduce the likelihood of returning to jail following release



The Executive Committee will help ensure the effective implementation of the following strategies to transform the culture and purpose of jails:

## GOALS:

1. Prevent future returns to jail by providing incarcerated individuals with support to lay a foundation for future stability;
2. Improve visits to reduce isolation and support more effective reintegration;
3. Replace overly punitive population management strategies with evidence-driven approaches that enhance safety and fairness; and
4. Expand professional development opportunities and supportive services for correctional officers.

## STRATEGIES:

- Universal re-entry program that begins with 5 hours of daily programming inside jail and continues with employment, housing and health support after leaving jail
- Foster connections to families and community by improving visits and piloting expedited transportation options to Rikers
- Expand supportive services for officers
- Continue to reduce punitive segregation safely



# Transform facility design



- The physical conditions in jails have a profound effect on safety and on whether jails are places of isolation and despair or of stability and hope
- While we work toward the longer-term goal of closing the Rikers Island jails, we must act now to improve the conditions for the people who work and are incarcerated in the city's existing jails, both on- and off-Island

The Executive Committee will help ensure the effective implementation of the following strategies to provide safe, modern and humane environments for everyone who works, visits or is incarcerated in city jails:

- Ensure that all individuals in city custody are housed in safe, secure and humane facilities by making necessary repairs to the jails
- Complete the movement of all 16- and 17- year-olds from Rikers Island to a newly designed facility
- Triple the number of dedicated housing units designed for the unique needs of individuals with serious mental illness
- Invest in technology that enhances safety (cameras, tracking tool to help those incarcerated get to medical and court appointments on time, and an improved grievance system)
- Improve officer safety through investment in new training academy and modern training curriculum

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## Next steps

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- Steering Committee's designees embed within working groups  
Consistent reports to track progress
- Reconvene every six months to shape ongoing strategy and ensure effective implementation



# *Justice Implementation Steering Committee*

*January 31, 2018*





An aerial photograph of a large, modern campus, likely a university or research facility, situated on a peninsula or near a waterfront. The campus features numerous large, interconnected buildings with flat roofs, some in shades of blue and white. There are extensive green spaces, including lawns and fields, interspersed among the buildings. A winding road or path runs through the campus. The waterfront is visible on the left and right sides of the image, with some docks and smaller structures. The overall layout is organized and spacious.

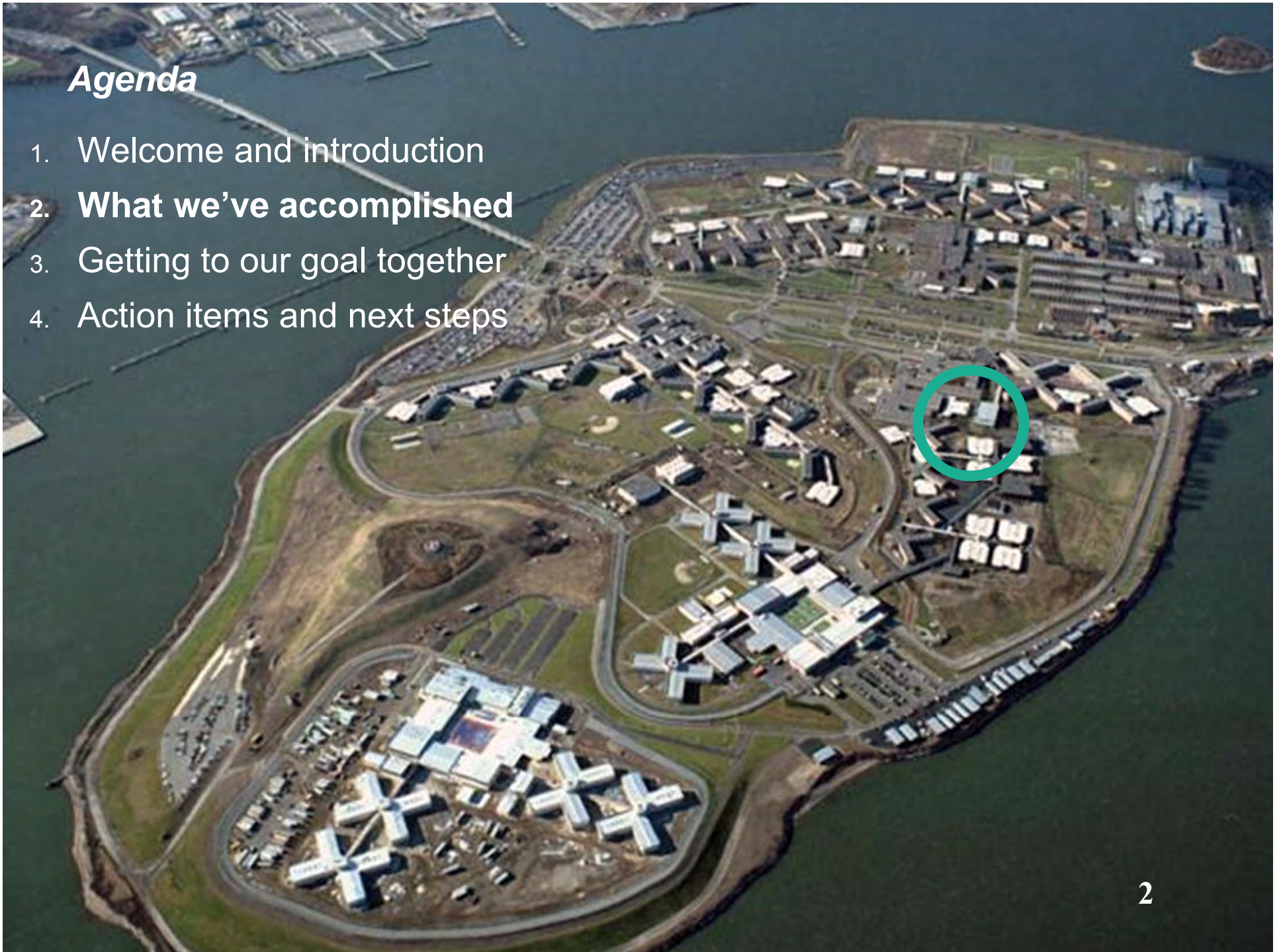
## *Agenda*

1. **Welcome and introduction**
2. What we've accomplished
3. Getting to our goal together
4. Action items and next steps



## *Agenda*

1. Welcome and introduction
2. **What we've accomplished**
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# *Smaller, Safer, Fairer*



Administration for Children's Services



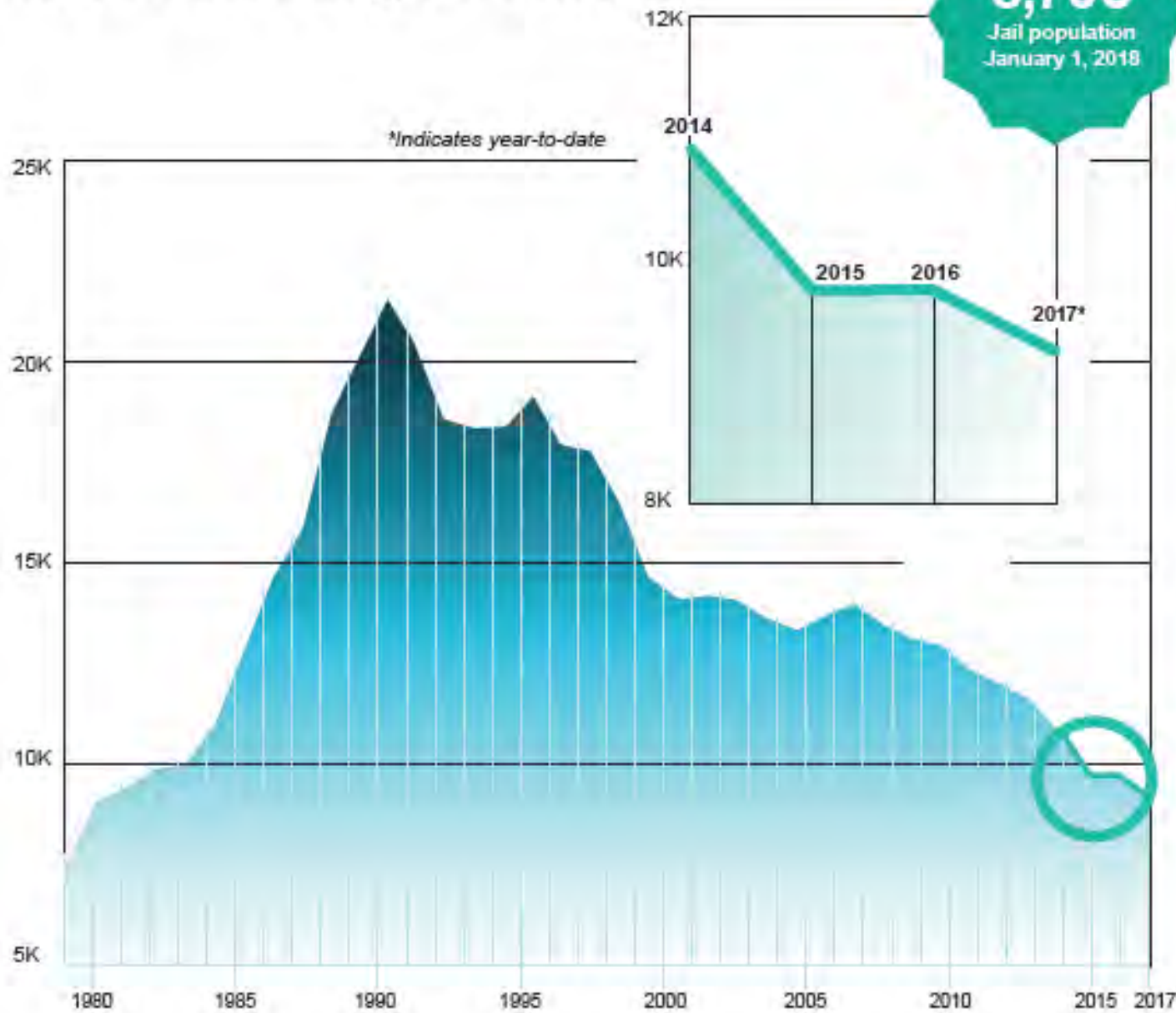


## ***What we've accomplished and the road ahead***

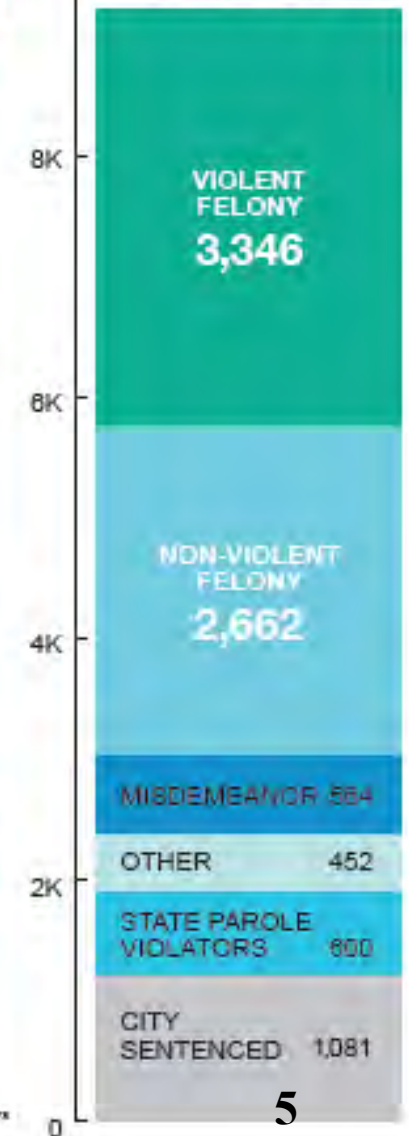
- New York City's jail population is *under 9,000* for the first time in 35 years.
- New York City announced that, due to the reductions in the number of people in jail, it is able to close a facility on Rikers Island.
  - o GMDC will be closed by summer 2018.
- New York City announced its plans to transfer adolescents off of Rikers Island.
  - o The City has proposed to use Crossroads, Horizon, and OCFS Facility Ella McQueen for intake.
- The City has selected a consultant, Perkins Eastman, to develop the master plan for a borough based jail system off Rikers Island.
  - In an upcoming workshop, the Design and Culture Change groups will develop design principles to inform the work of the consultant.



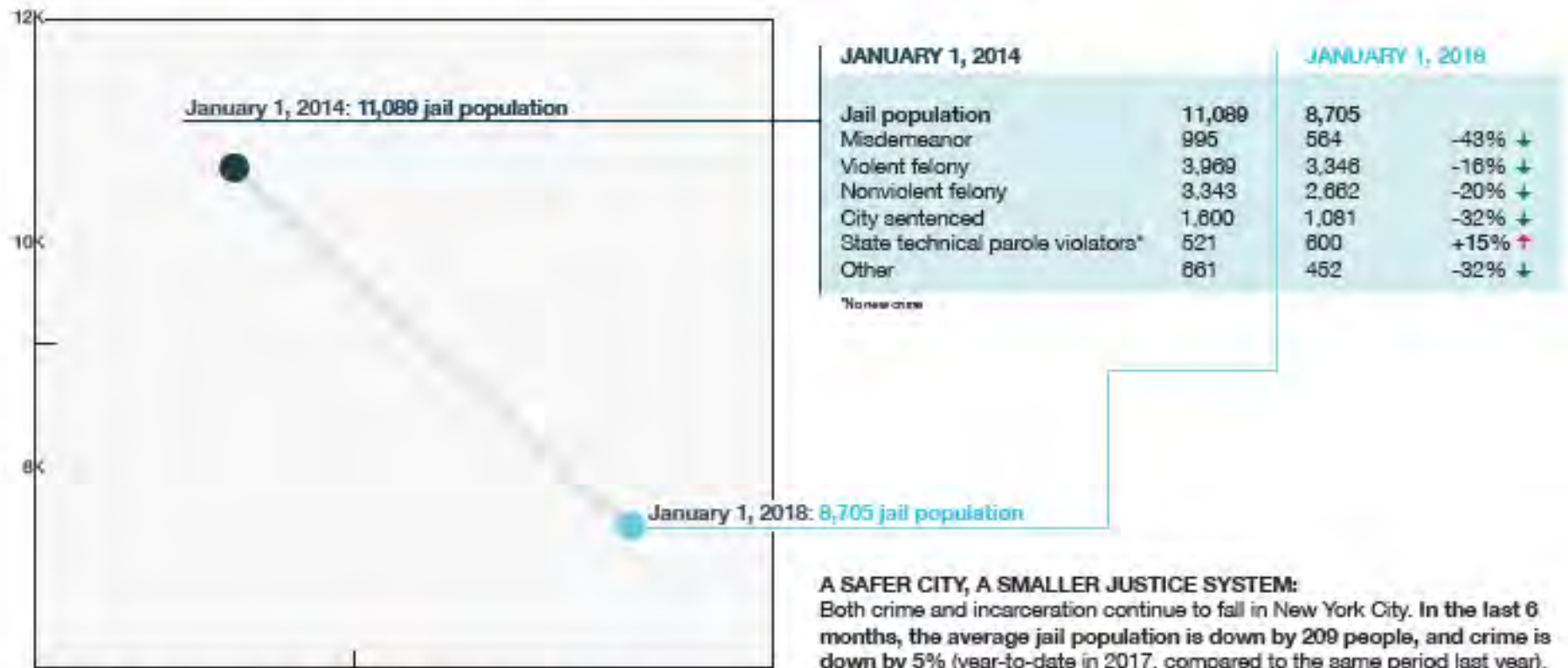
# Average Daily Jail Population in New York City, 1980-2017



## Snapshot of People in Jail in New York City on January 1, 2018



## Snapshot of the Daily Jail Population: January 1, 2014 vs January 1, 2018



The Mayor's Office of Criminal Justice analysis of New York City Department of Correction data, Jan 2018.

NYPD Compstat data 2017.



## ***Working Group Progress***

### ***Jail Population***

- **Meeting 1**  
*November 6, 2017*  
Jail population overview and review of existing strategies
- **Meeting 2**  
*November 29, 2017*  
Focus on risk assessment
- **Meeting 3**  
*January 12, 2018*  
Focus on risk assessment  
Focus on parole violator and city sentenced populations

### ***Design***

- **Meeting 1**  
*November 6, 2017*  
Jail population overview and review of Rikers facilities
- **Meeting 2**  
*November 30, 2017*  
Best practices in facilities design
- **Meeting 3**  
*January 10, 2018*  
Best practices in facilities design

### ***Culture Change***

- **Meeting 1**  
*November 8, 2017*  
Jail population overview and review of current workforce on Rikers
- **Meeting 2**  
*December 14, 2017*  
Perspectives of key groups on Rikers
- **Meeting 3**  
*January 17, 2018*  
Focus on understanding current programming and best practices in jail programming

## Working Group Milestones

	Q1 2018	Q2 2018	Q3 2018
<b><i>Jail population reduction</i></b>	<ul style="list-style-type: none"> <li>• Focus charge</li> <li>• Understand the incarcerated population</li> <li>• FTA tool implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Strategies and legislative proposals: parole violators and city sentenced</li> <li>• Analysis of other population reduction strategies</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation of parole and city sentenced strategies</li> <li>• Implementation of other population reduction strategies</li> </ul>
<b><i>Design</i></b>	<ul style="list-style-type: none"> <li>• Focus charge</li> <li>• Look elsewhere and learn</li> <li>• Identify the key attributes of future jails</li> </ul>	<ul style="list-style-type: none"> <li>• Refine design principles to inform CPSD study</li> <li>• Focus on populations with special needs</li> <li>• Rikers today (visitation, transportation, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation of new visitation and transportation practices</li> <li>• Support the CPSD study</li> <li>• Use of underutilized spaces on Rikers</li> </ul>
<b><i>Culture change</i></b>	<ul style="list-style-type: none"> <li>• Focus charge</li> <li>• Perspectives of incarcerated people, staff, and visitors</li> <li>• Inventory of programming on Rikers</li> <li>• Identify the key attributes of future jails</li> </ul>	<ul style="list-style-type: none"> <li>• Action subcommittee to implement program improvements</li> <li>• Measures of well-being</li> <li>• Qualitative research</li> <li>• Improvements to visitation</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation of new visitation and transportation practices</li> <li>• Implementation of programming initiatives</li> </ul>




An aerial photograph of a large, modern campus, likely a university or research facility, situated on a peninsula or waterfront. The campus features numerous large, interconnected buildings with flat roofs, interspersed with green lawns, walking paths, and parking areas. The waterfront is visible on the left and bottom edges of the image, with some docks and smaller structures. The overall layout is organized and expansive.


## *Agenda*

1. Welcome and introduction
2. What we've accomplished
3. **Getting to our goal together**
4. Action items and next steps





***What are you and your organization doing today that contributes to closing Rikers?***

A photograph of a group of people in a workshop or meeting room. They are seated at long tables, some facing each other in small groups, others looking towards the front of the room. The room has large yellow panels on the wall, which appear to be whiteboards or collaborative workspace. There are chandeliers hanging from the ceiling. The text is overlaid in the center of the image.

*Where does our work overlap as a group? Are there opportunities for us to work together?*



Are there new ideas or questions you would like us to explore?

12



An aerial photograph of a large, modern campus, likely a university or research facility, situated on a peninsula or waterfront. The campus features numerous large, interconnected buildings with flat roofs, some in shades of blue and white. There are extensive green spaces, including lawns and fields, interspersed among the buildings. A winding road or path runs through the campus. The campus is bordered by water on three sides, with a small island visible in the upper right. The overall layout is organized and spacious.

## *Agenda*

1. Welcome and introduction
2. What we've accomplished
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4. **Action items and next steps**

**Justice Implementation Task Force**  
**Jail Population Reduction Working Group Materials**

**Mayor's Office of Criminal Justice**



*Population Working Group Meeting #1*  
Justice Implementation Task Force

*November 6, 2017*

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## *Agenda*

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1. **Our charge (10 minutes)**
  - a) **Structure of the Justice Implementation Task Force**
  - b) **How we're working together**
2. Presentation: overview of Rikers today (30 minutes)
3. Discussion (40 minutes)
4. Closing and next steps (10 minutes)

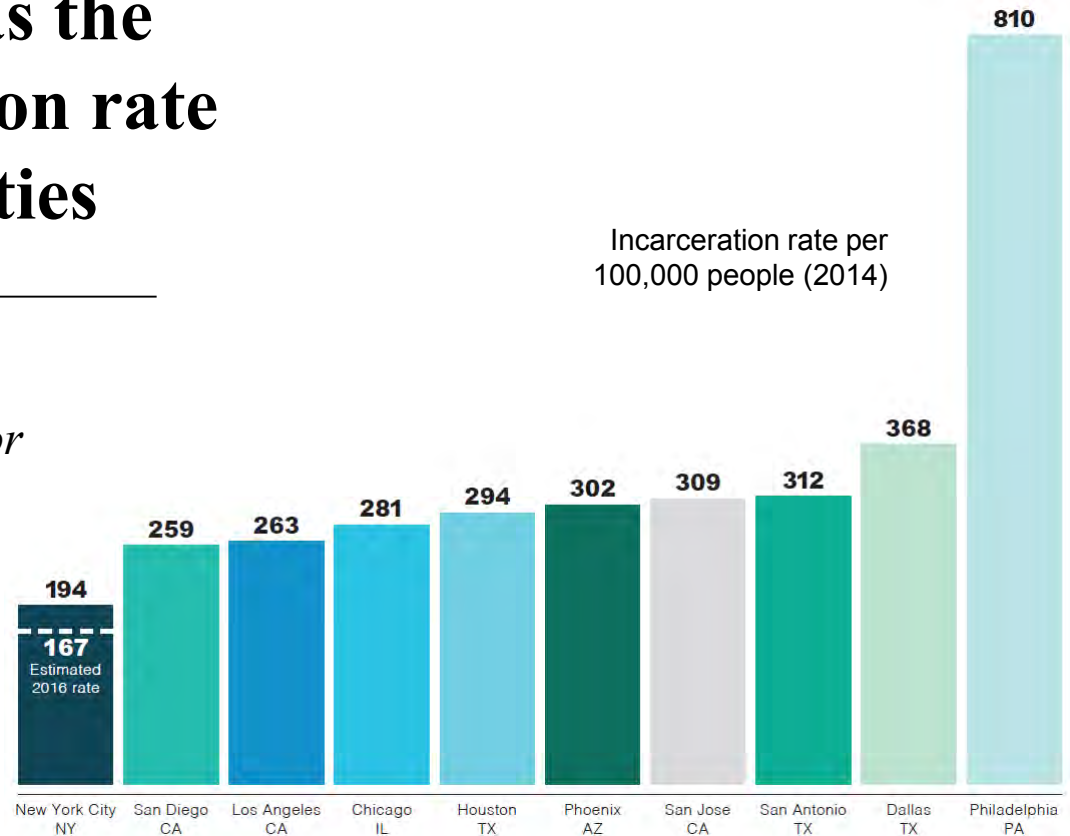
## Context

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# New York City has the lowest incarceration rate of all large U.S. cities

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- *Down 50% since 1990*
- *Down 18% since the Mayor took office*



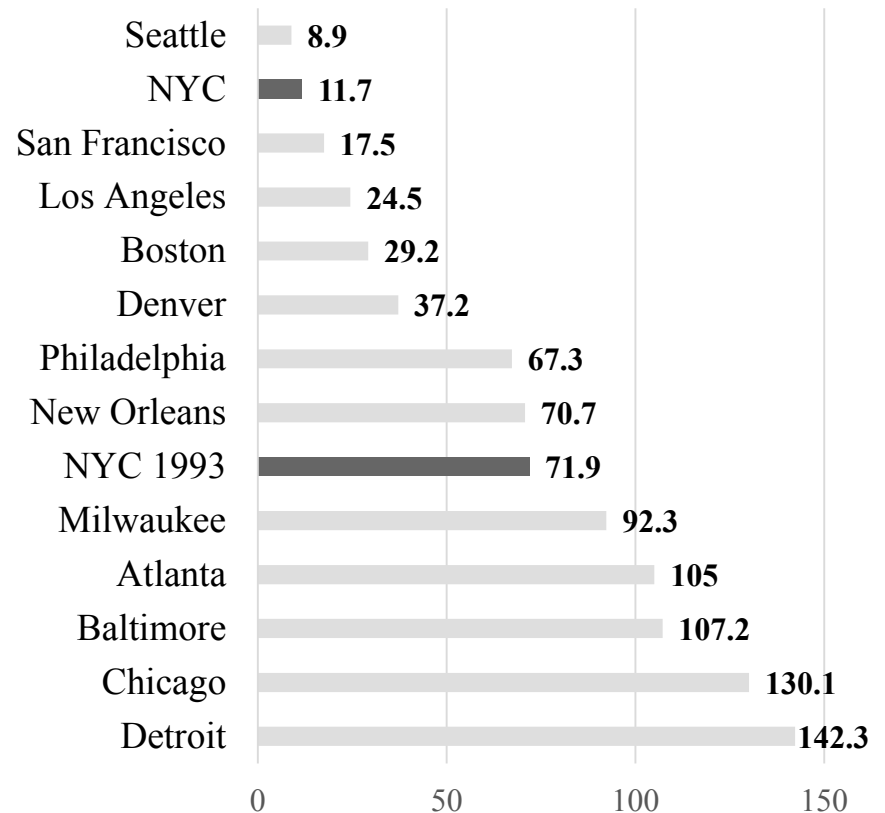


## Context

# The size of the jail population has fallen alongside dramatic declines in crime

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- 2016 was the safest year in CompStat history, with homicides down 5%, shootings down 12%, and burglaries down 15% from 2015

Non-fatal shootings (2016)  
(Rate per 100,000 residents)



## *Task Force background*

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The *Justice Implementation Task Force* combines existing efforts across the city, both inside and outside government, into one centralized body that shapes strategy and ensures effective implementation.

### Smaller

#### Goal

**Safely reduce the size of the jail population** by 25% in the next five years

#### Baseline

18% decline in last three years  
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### Fairer

#### Goal

**Change the culture and purpose of jail** so staff and incarcerated individuals are treated with dignity and provided with opportunity

#### Baseline

City has already invested over \$90 million in support for corrections officers and programming for incarcerated individuals

### Safer

#### Goal

Ensure that everyone who works, visits, and is incarcerated in city jails is in a **safe, modernized, and humane facility** as quickly as possible

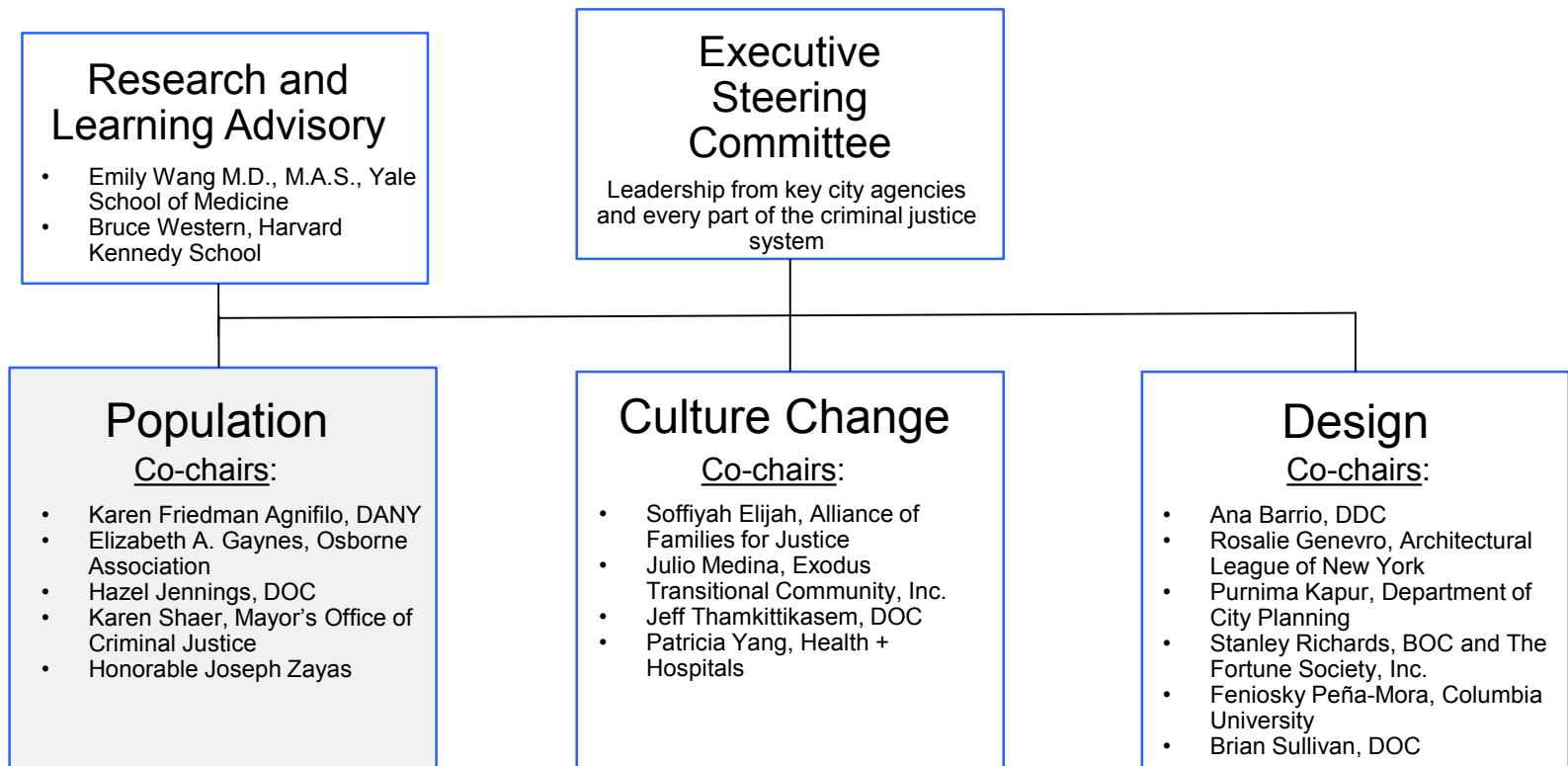
#### Baseline

City has already invested \$1.2 billion to improve conditions in city jails

## Task Force structure

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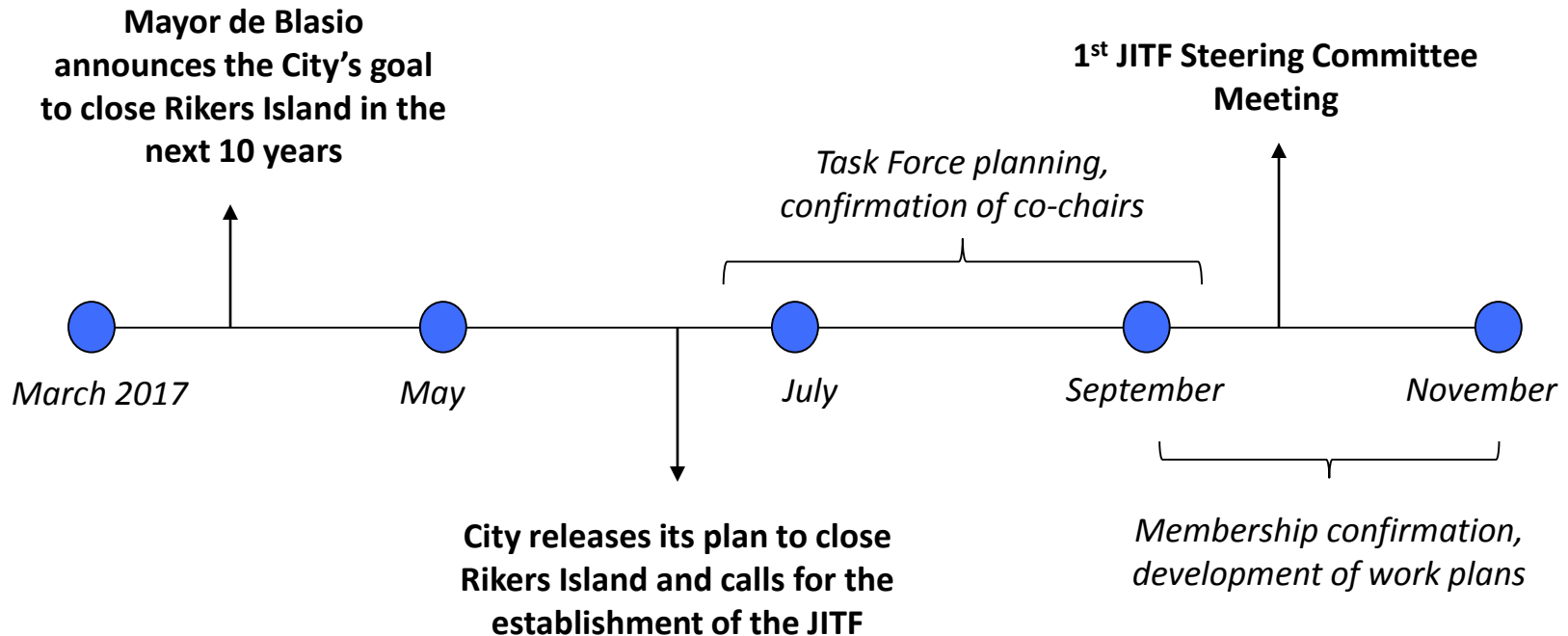
*Task Force Co-Chairs: Elizabeth Glazer, Zachary Carter*





## Task Force timeline

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### *Plan for working together*

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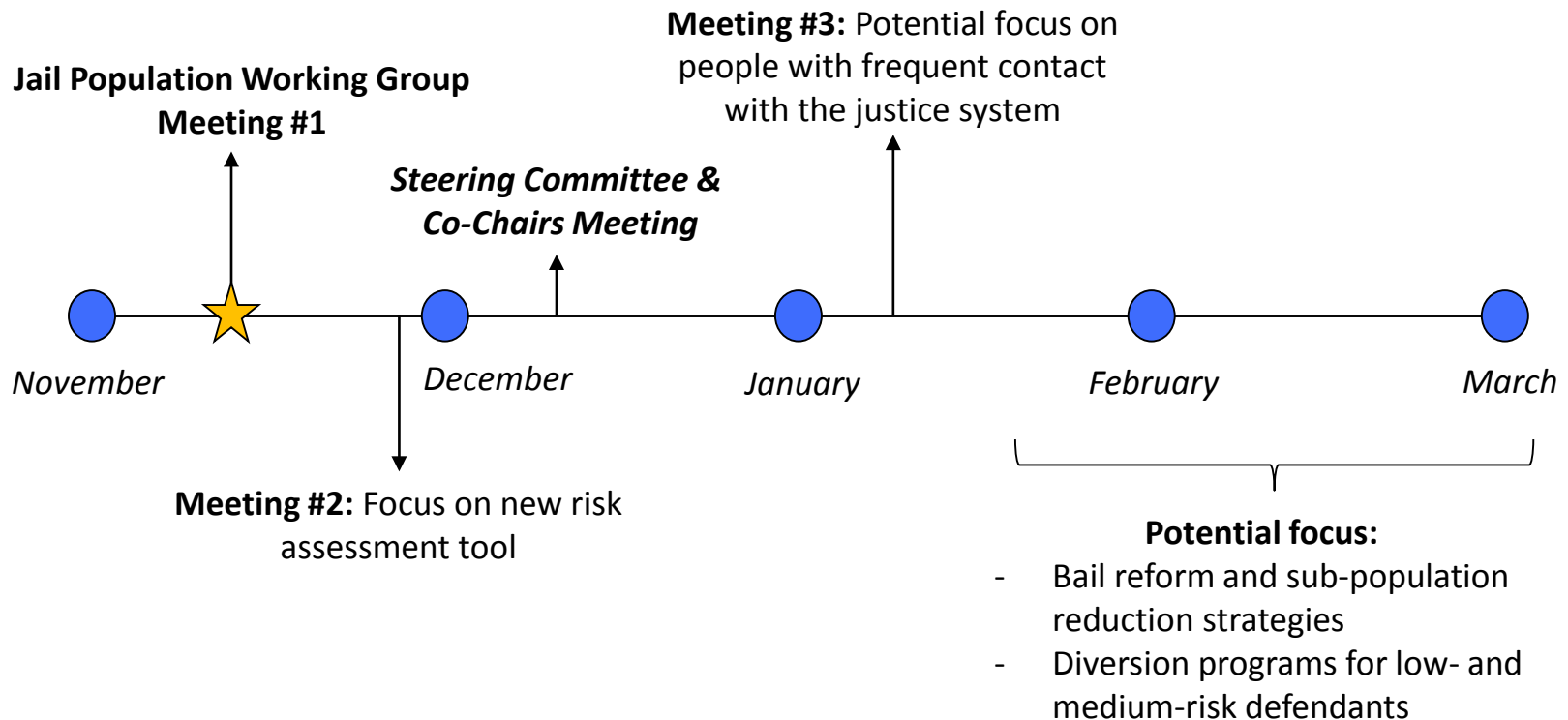
1. Each working group will be staffed by robust teams that leverage subject matter expertise, analytic capacity, and project management acumen to push the work forward.
2. Working Group participants can expect:
  - Detailed work plans;
  - Routine meeting times and reliable scheduling;
  - Advance agendas and materials;
  - Research and analytics to inform discussion and decision-making; and
  - Swift documentation of decisions and action items.
3. Each meeting will involve a “now” and “future” component—to balance the implementation of changes on Rikers Island right now with a focus on innovation and planning for the future.

## *Charge*

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*The Population Working Group is charged with advising on policies to safely and significantly reduce the New York City jail population by ensuring that jails are used sparingly, consistent with public interest and the law.*

## Anticipated meeting schedule

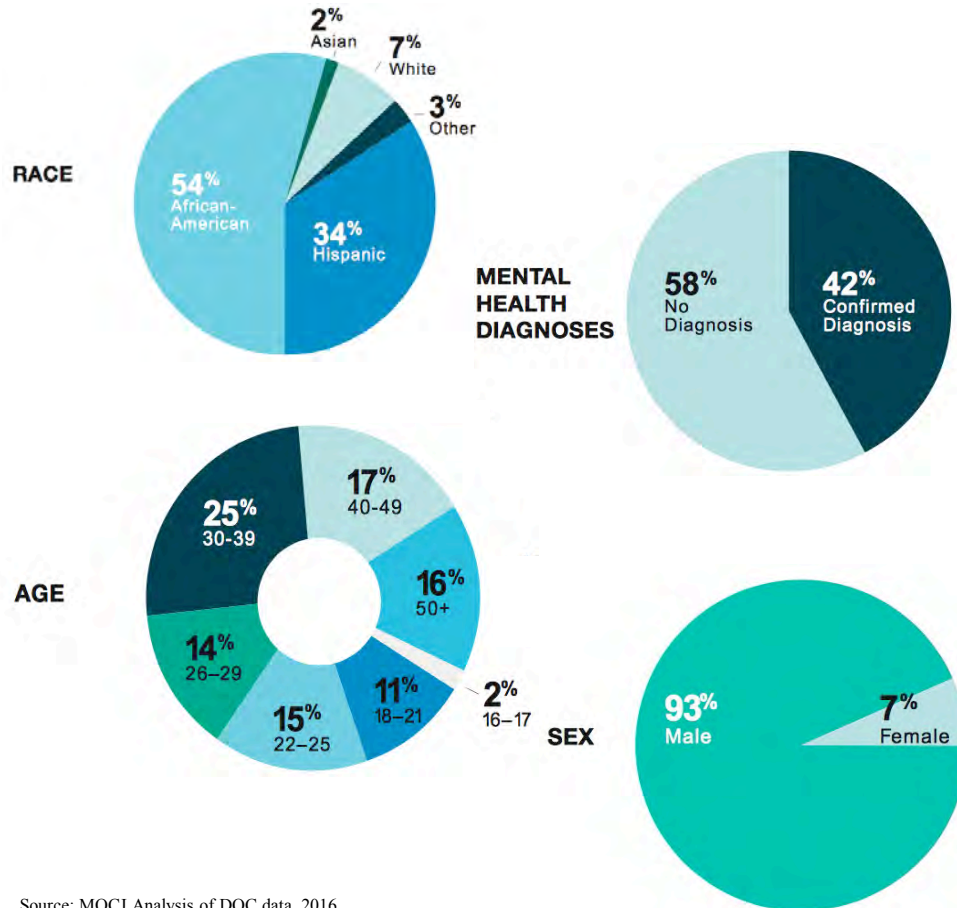


## *Agenda*

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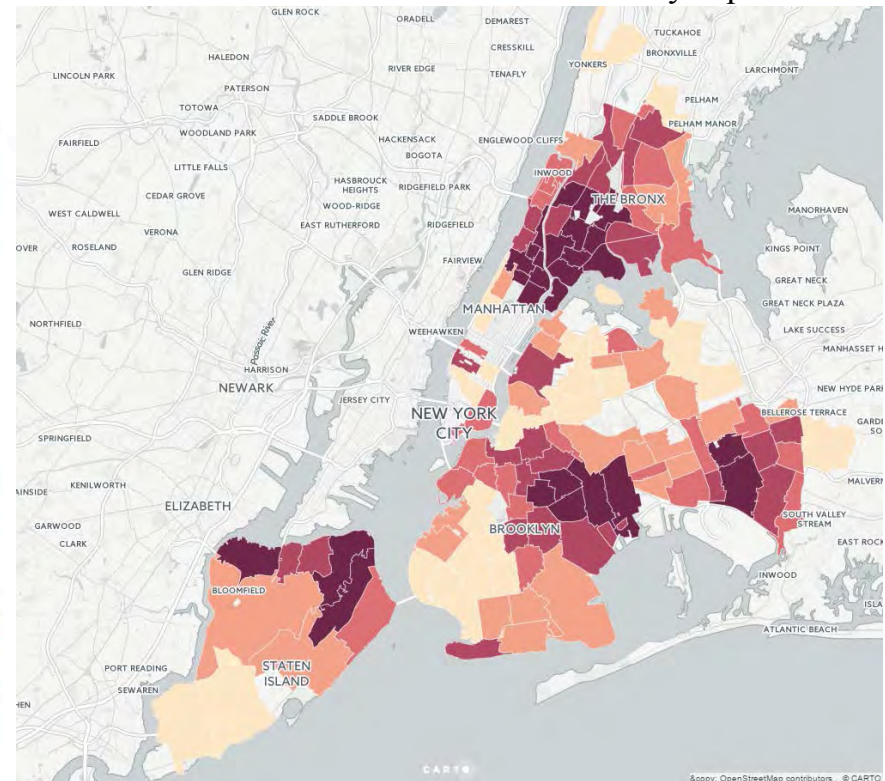
1. Our charge (10 minutes)
2. **Presentation: overview of Rikers today (30 minutes)**
  - a) **Brief jail population overview (MOCJ)**
  - b) **Strategies in the “Smaller, Safer, Fairer” report**
3. Discussion (40 minutes)
4. Closing and next steps (10 minutes)

*The majority of those in jail are Black and/or Hispanic, male, under age 40, and from the Bronx or Brooklyn*

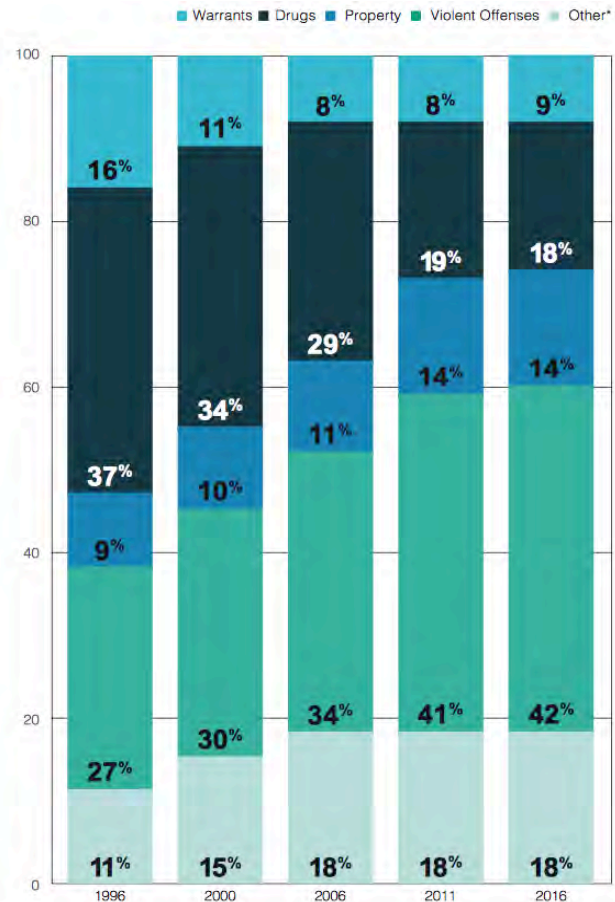


Source: MOCJ Analysis of DOC data, 2016

2016 DOC Admission Rate by Zip Code



## Fewer people are in jail for drugs, but more are in for violent offenses



Mirroring the pattern of arrests, the number of people held on drug charges has fallen by 51% since 1996.

Over the same period, the proportion of people held on violent charges has increased by 56%.

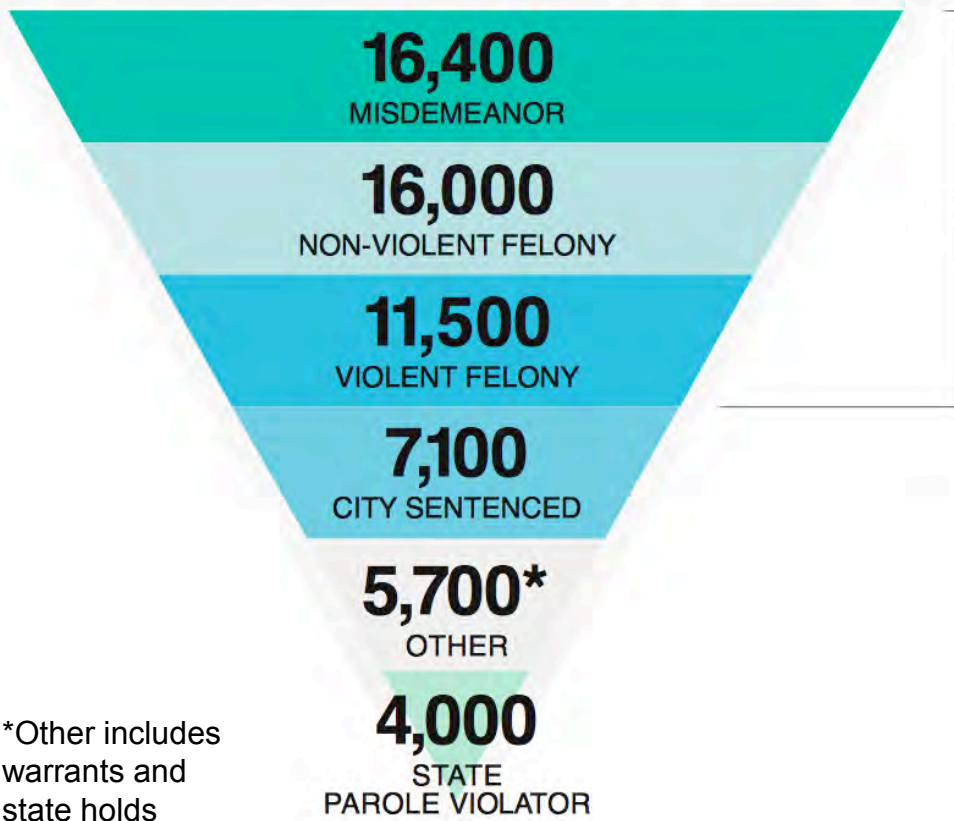
69% of today's jail population is at medium or high risk of missing future court appearances.

Source: MOCJ Analysis of DOC data, 2016

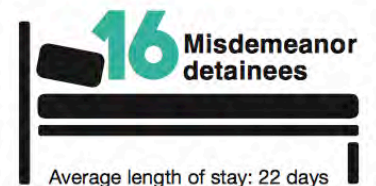
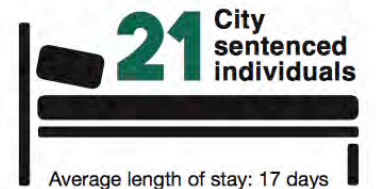


*Bed savings occur when fewer people stay in DOC custody for shorter amounts of time*

There were approximately **61,000 admissions** to New York City Jails in 2016



To save 1 bed annually, the system would need to divert or release, on average:





## Interventions and target populations

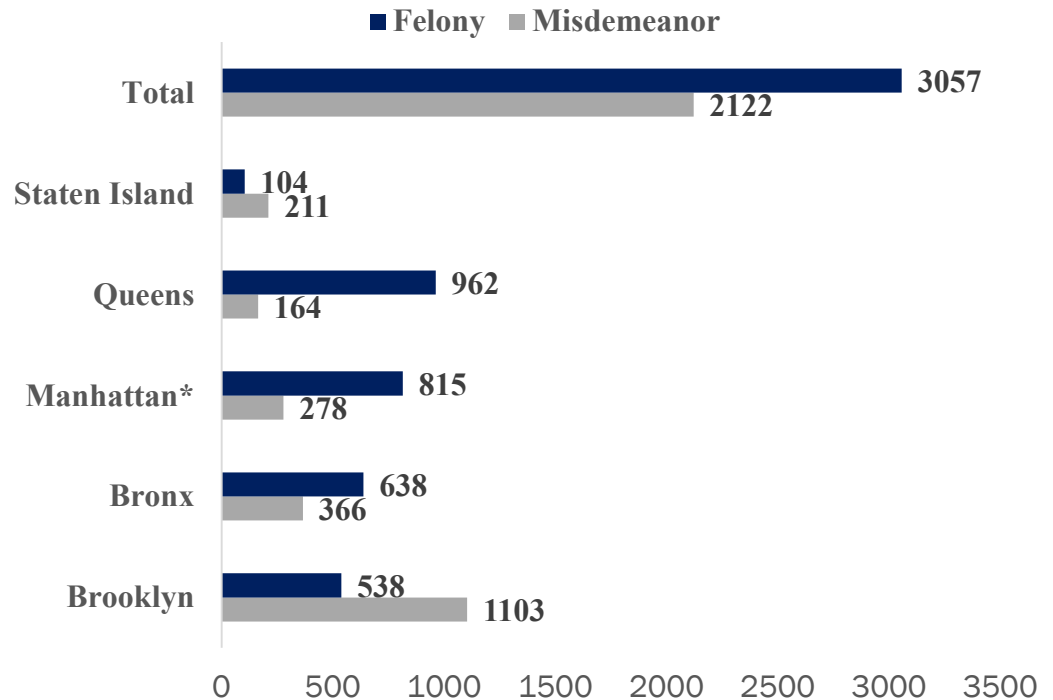
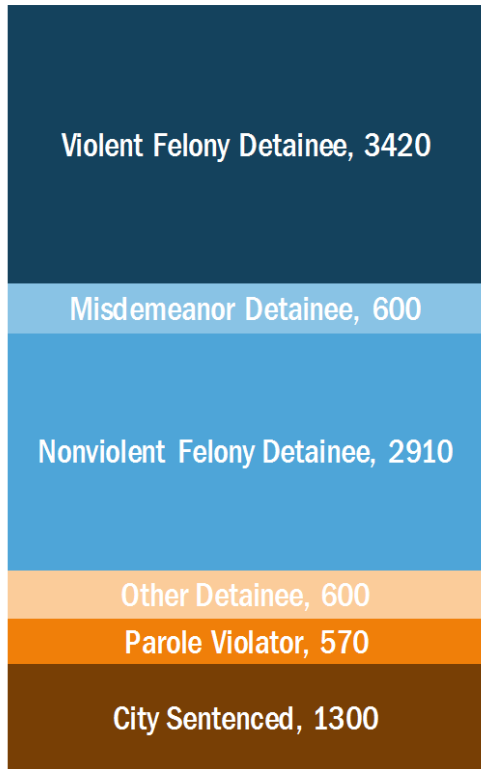
DOC Pop. before interventions: 9,400      After 5-year interventions: 7000



Source: MOCJ Analysis of DOC data, 2016

## Reducing Admissions: Supervised Release

Since March 2016, Supervised Release has diverted over 5000 individuals from jail; majority charged with nonviolent felonies

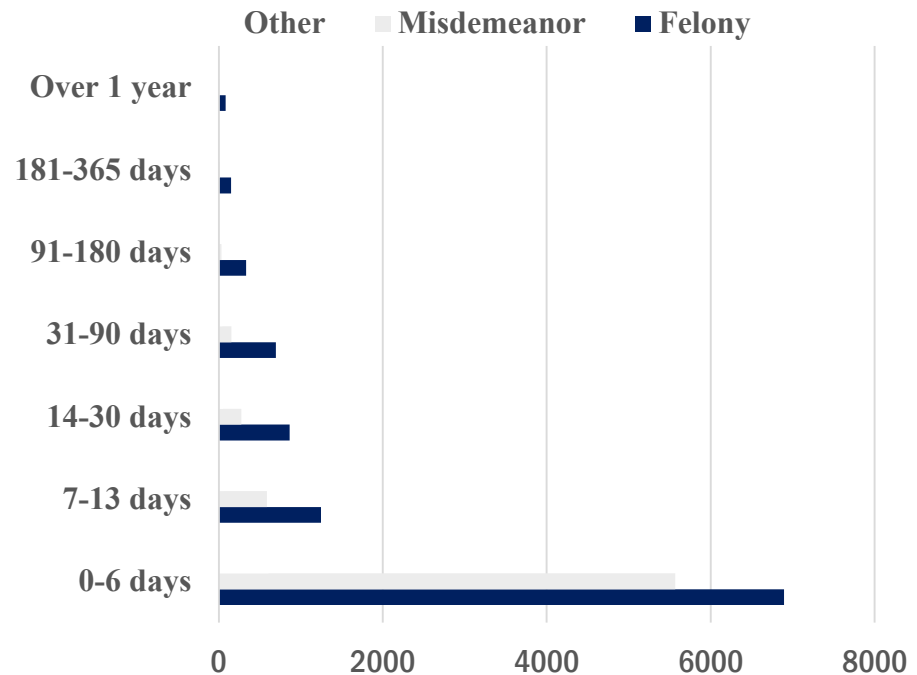


Source: Supervised Release Providers, 2017

## Reducing Admissions: Bail Reform

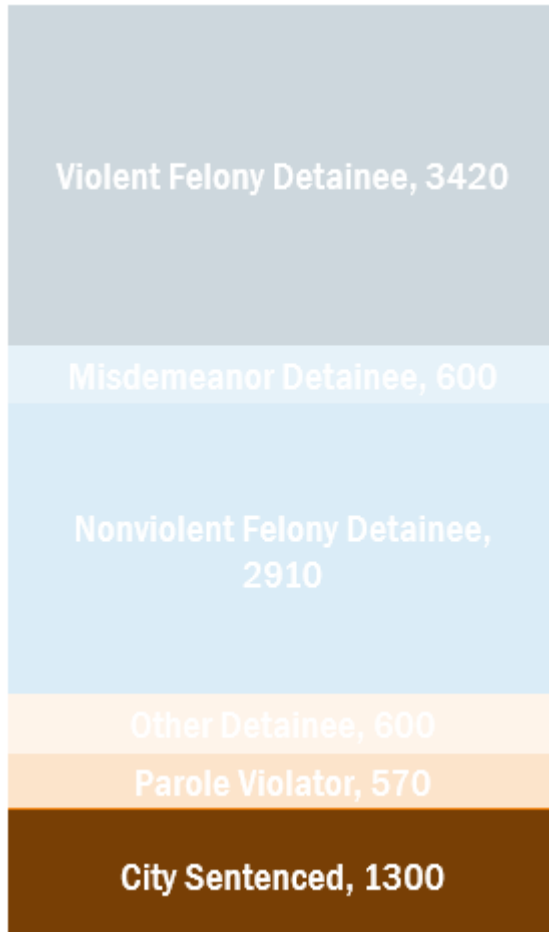


Of the detainees who post bail after arraignment, the vast majority (74%) post bail within a week.



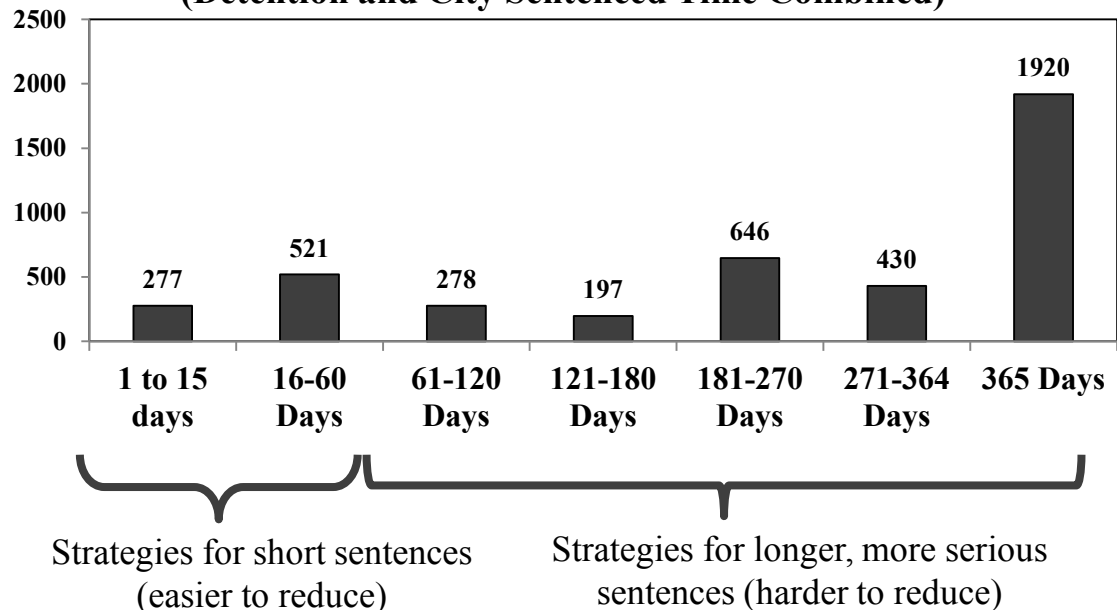
Source: MOCJ Analysis of DOC data, 2016

## Reducing Admissions: Expanding Alternatives to Incarceration



Annually, approximately 800 beds are occupied by individuals ultimately sentenced to 60 days or under. 3,400 beds are occupied by individuals ultimately sentenced to 60 days to one year.

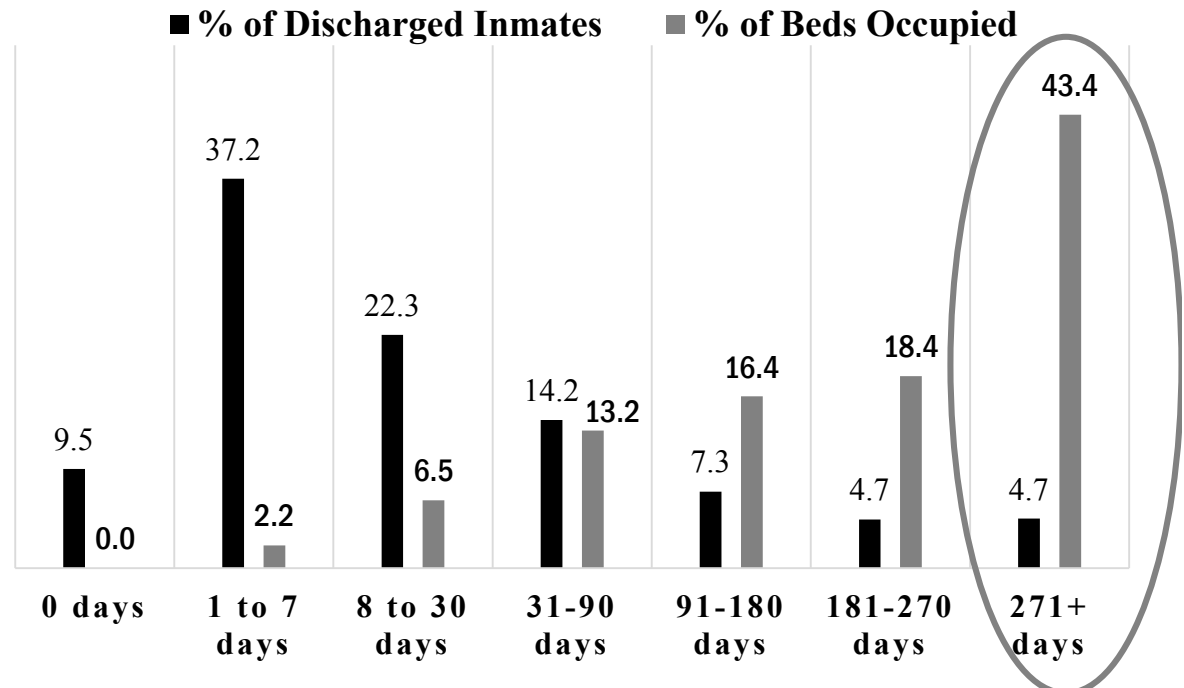
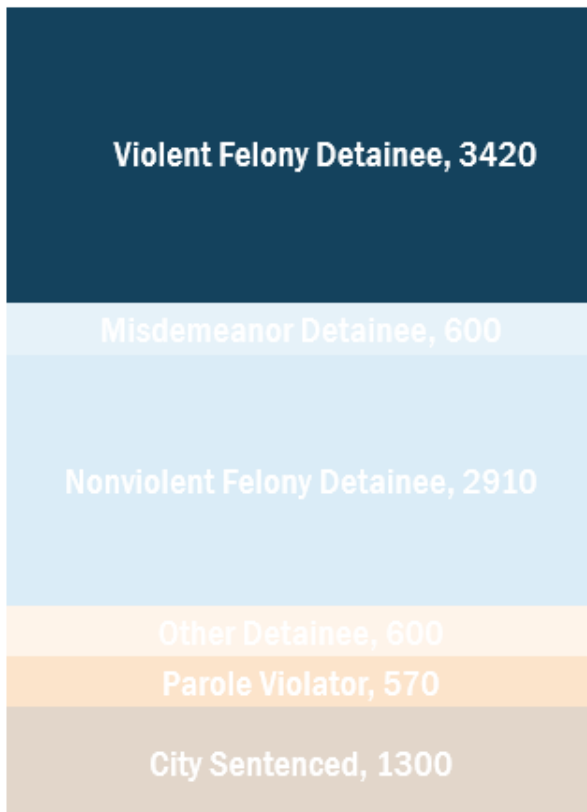
**Jail Bed Estimates for Jail Sentences  
(Detention and City Sentenced Time Combined)**



Source: MOCJ Analysis of DOC data, 2016

## Reducing Length of Stay: Case Processing

Five percent of DOC discharges occupy 43% of the annual beds. If the average length of detention for a non-homicide violent felony case were 20 days shorter than it currently is, there would be 450 fewer people in New York City jails today.



Source: MOCJ Analysis of DOC data, 2016

*Interventions are projected to result in an ADP of 7,000 by 2022*

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<b>Diverting Admissions</b>	<b>Projected Daily Population Reduction</b>
1. Revised Risk Assessments	710
2. Bail Reform	200
3. Expanded Pre-Trial Diversion	500
4. Alternatives to Jail Sentences	300
5. Behavioral Health Interventions	50
6. Women-Specific Interventions	20
<b>Shortening Length of Stay</b>	
7. Case Processing for Technical Parole Violators	170
8. Case Processing for Pretrial Detainees	450
<b>Total Projected 5-year Reduction</b>	<b>2,400</b>

*Strategies in the “Smaller, Safer, Fairer” report*

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## Reduce number of people who enter jail

- Provide judges with updated risk assessment tools (-710 beds)
- Reform the bail system (-200 beds)
- Reduce number of women and people with behavioral health needs in jails (-50 beds)
- Expand diversion programs (-500 beds)
- Replace short jail sentences with community-based programs (-300 beds)

## Reduce how long they stay

- Improve justice while reducing length of stay for pretrial detainees (-500 beds)
- Improve justice while reducing length of stay for State parole violators (-120 beds)

*Strategies in the “Smaller, Safer, Fairer” report*

<b>Strategies – Reduce Number Who Enter Jail</b>	<b>Status</b>
Provide judges with modern <b>risk assessment tools</b>	In progress
Reform the <b>bail system</b> , including new bail fund and strategies to make it easier and faster to pay bail	In progress
Continue expansion of <b>pre-trial diversion</b> (Supervised Release), including new behavioral health services	Launched
Expand <b>post-sentencing diversion</b> options, including new community-based alternative to short jail sentences	Launched
Reduce the number of people with <b>behavioral health</b> needs in City jails	In progress
Reduce the number of <b>women</b> in City jails, including new transitional housing program for women	Launched



*Strategies in the “Smaller, Safer, Fairer” report*

Strategies – Reduce How Long They Stay	Status
Improve justice while reducing length of stay for <b>pre-trial detainees</b>	In progress
Improve justice while reducing length of stay for State parole violators	In planning

## *Agenda*

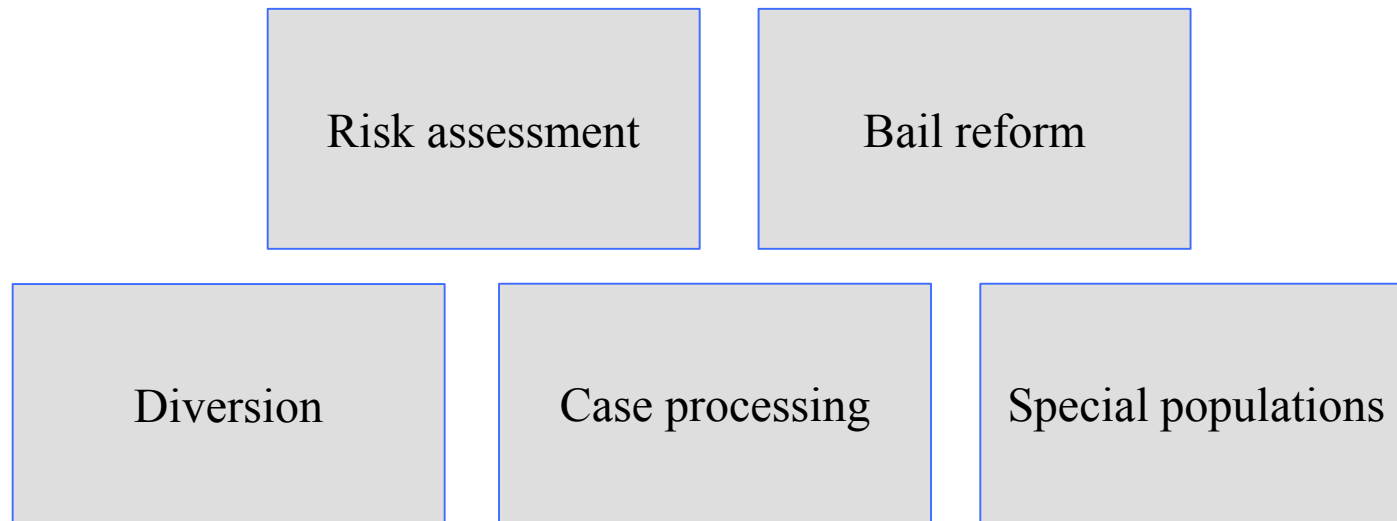
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1. Our charge (10 minutes)
2. Presentation: overview of Rikers today (30 minutes)
3. **Discussion (40 minutes)**
4. Closing and next steps (10 minutes)

## *Discussion*

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- Where initiatives are already underway, what can we do to ensure we have the biggest impact?
- Can we identify any “quick wins” beyond the strategies in the existing plan?



## *Discussion*

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- Can we achieve significant population reductions by focusing on the unique needs of sub-populations? Which should we focus on first?

Older adults

Women

People who lack  
stable housing

People with  
behavioral health  
needs

People with frequent  
contact with the  
justice system

Other populations

## *Discussion*

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- What do we want to know more about? Where do we need additional research and/or data analytics?

## *Agenda*

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1. Our charge (10 minutes)
2. Presentation: overview of Rikers today (30 minutes)
3. Discussion (40 minutes)
4. **Closing and next steps (10 minutes)**



*Jail Population Reduction Working Group Meeting #2*

*November 29, 2017*

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Justice Implementation Task Force



## *Agenda*

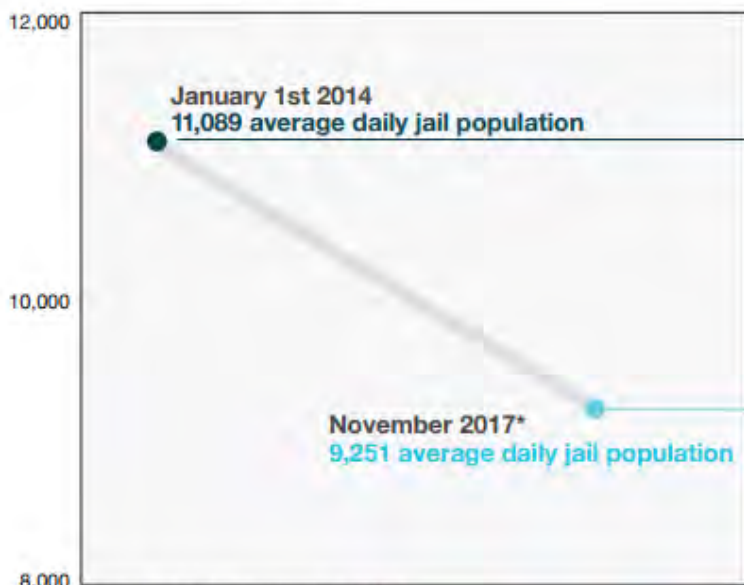
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1. **Introduction: progress update and goals of the meeting (5 minutes)**
2. Strategy briefing: risk assessment (40 minutes)
3. Group discussion and brainstorm (40 minutes)
4. Closing and next steps (5 minutes)

## Progress update

Who is in jail?

### PROGRESS SNAPSHOT



\*Based on data from November 6th, 2017

**Highlights:** The jail population has dropped by ~18% since January 2014 and New York City maintains one of the lowest incarceration rates of any big city in the country

#### JANUARY 1st 2014

##### Average daily jail population 11,089

Misdemeanor	995
Violent felony	3,969
Nonviolent felony	3,343
City sentenced	1,600
State parole violators	521
Other	661

#### CURRENT

##### Average daily jail population 9,251

Misdemeanor	610	-39%	+
Violent felony	3,462	-13%	+
Nonviolent felony	2,745	-18%	+
City sentenced	1,219	-24%	+
State parole violators	700	+34%	+
Other	515	-22%	+

### KEY TRENDS

(2015-July 2017)

**-7%**

overall reduction in population with mental health diagnosis

**-23%**

women in jail

**-36%**

% population detained on bail of \$2,000 or less

### *Goals for the meeting*

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1. Develop a shared understanding of the current FTA tool and the strategy for updating it;
2. Consider the unique ways this group can contribute to successful implementation of the tool; and
3. Identify what other information would be helpful to know as we develop new jail population reduction strategies in the coming months.

## *Agenda*

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1. Introduction: progress update and goals of the meeting (5 minutes)
2. **Strategy briefing: risk assessment (40 minutes)**
  - a) **Overview of the current risk assessment tool, relevant data, and plans to update the tool**
  - b) **Pretrial risk assessment in New York City: opportunities and considerations**
3. Group discussion and brainstorm (40 minutes)
4. Closing and next steps (5 minutes)

---

*Developing New York City's New FTA Risk Assessment Instrument*

Aubrey Fox  
New York City Criminal Justice Agency, Inc.

## *Developing New York City's New FTA Risk Assessment Instrument*

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### *Overview*

1. CJA's current practices and release recommendation system
2. Data on current release recommendation system
3. Plans for developing a new release recommendation system



## *Giving Away the Ending*

---

### *What changes do we intend to make?*

- Reducing the proportion of defendants who are “not recommended for release” (current rate is 48 percent)
- Introducing time-limited measures of criminal history
- Making improved predictions about FTA using more recent data (1.8 million records from 2009-2015)

## *Giving Away the Ending*

---

### *Why do these improvements matter?*

- The “not recommend” category strongly influences pretrial release outcomes (CJA as a brake and an accelerator)
- CJA has been justly criticized for not using time-limited measures for open warrants
- With more recent data and improved statistical techniques, CJA should be able to recommend more people for release while keeping very low FTA rates (14 percent) constant

Bottom line: Fewer “not recommends” = fewer people in pretrial detention

## *Background & History of Pretrial Recommendation System in NYC*

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**1961:** Vera Institute - Manhattan Bail Project.

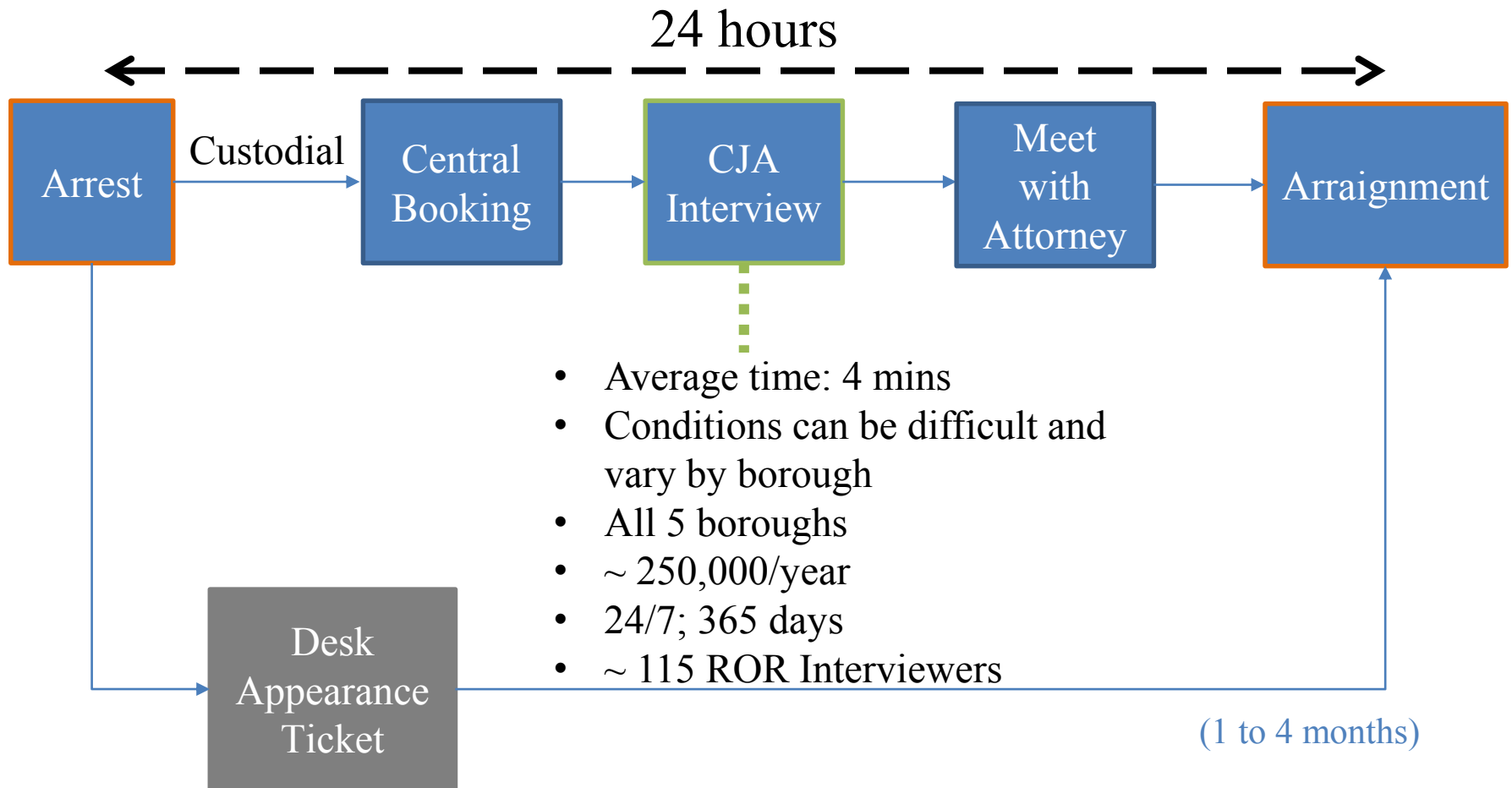
**1973:** Pretrial Services Agency begins citywide risk assessment based on community ties.

**1977:** New York City Criminal Justice Agency incorporated as an independent agency.

**1990s:** Research to revise FTA risk assessment and pretrial release recommendations.

**2003:** First major revision to the recommendation system, which is still in use, incorporates criminal history and community ties.

## Current Pretrial Process Flow



### *Constraints for NYC Pretrial Risk Assessment*

---

- Short and targeted interview (24 hour arrest to arraignment & before meeting defense attorney).
- NYC Court processing specifics (*e.g.*, disposed at arraignment, risk of FTA only).
- Easy to use and understand in an arraignment setting by Court actors.
- Transparent and easy to evaluate.
- Provide the Court with detailed information about the defendant's social and demographic characteristics and criminal history in the Interview Report.
- Provide information needed for other pretrial functions and services, *e.g.*, notification, bail-expediting, and supervised release.

## Current Recommendation System

### CJA Recommendation Point System

	Y	YV	N	NV	UC
1. Does the defendant have a working telephone or cellphone?	1	1	-2	-2	0
2. Does the defendant report a NYC area address?	0	3	-2	-2	0
3. Is the defendant employed / in school / in training program full time?	1	1	-1	-1	-2
4. Does the defendant expect someone at arraignment?	1	X	-1	X	X
5. Does the prior bench warrant count equal zero?	5	X	-5	X	X
6. Does the open case count equal zero?	1	X	-1	X	X
Column totals					
Subtotals    A = Y+YV B = N+NV+UC	<b>A</b>		<b>B</b>		
Total Score	<b>A</b> minus <b>B</b>				

#### RECOMMENDATION CATEGORIES

Recommended for ROR (low risk) +7 to +12 pts

Moderate Risk for ROR +3 to +6 pts

Not Recommended for ROR (high risk) -13 to +2 pts

Or a policy exclusion applies:

Bench warrant attached to rap sheet;

Defendant is charged with bail jumping; or,

Conflicting residence information.

#### No Recommendation

Rap sheet unavailable;

Defendant charged with murder (or attempted),

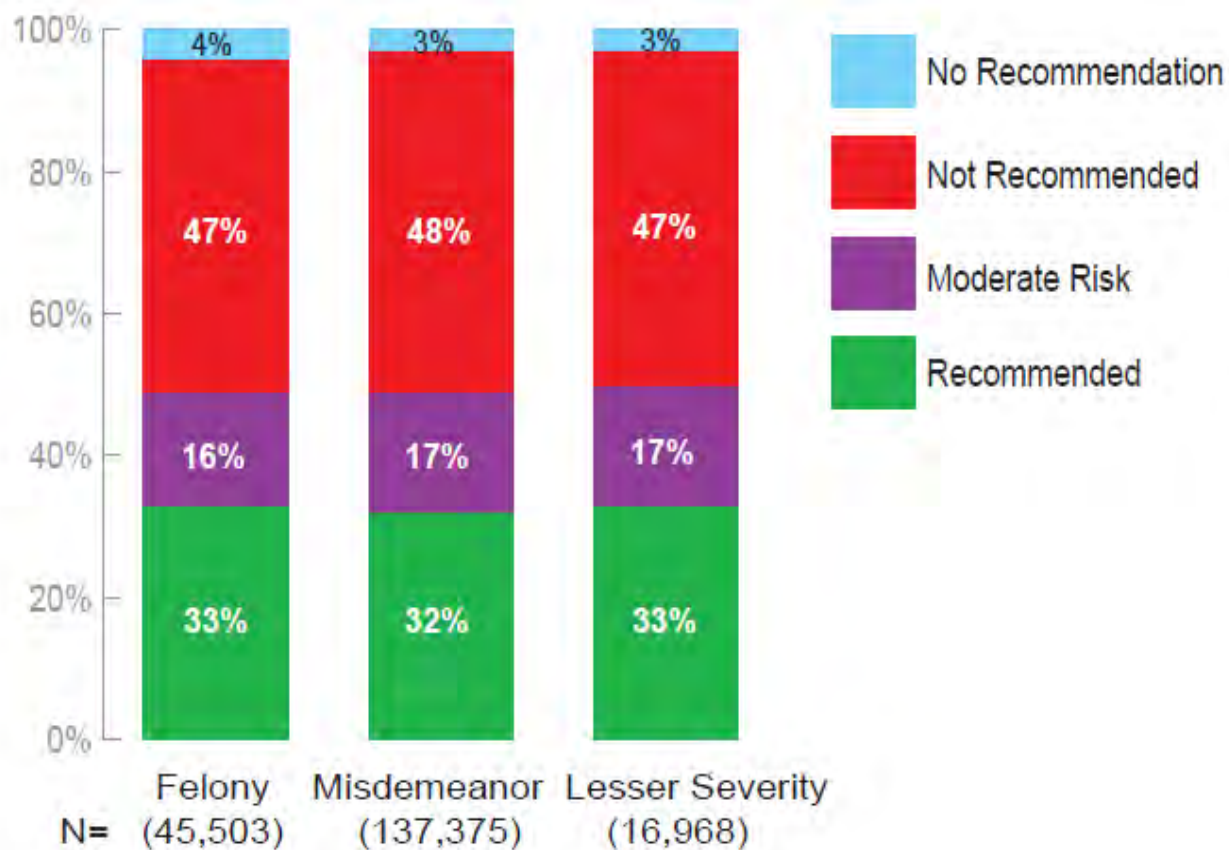
escape or absconding, or incarcerated at time of arrest; or,

Declined or Incomplete interview.



## *CJA Recommendation by Charge Severity at Criminal Court Arraignment*

*Arrests January – September 2016*

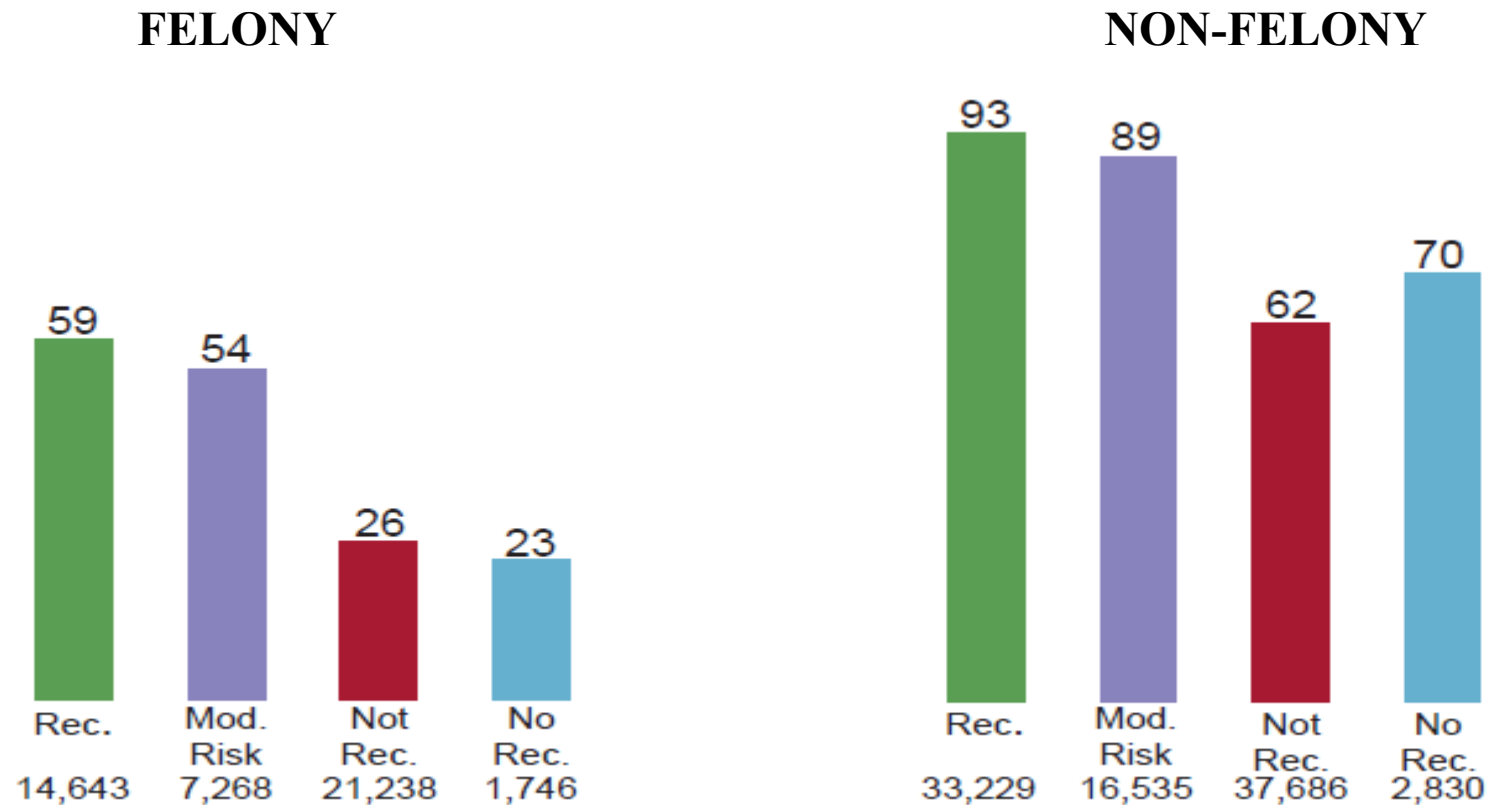


## ROR Rates at Criminal Court Arraignment

### *By CJA Recommendation, Separately for Felony and Non-Felony Cases*

(ROR rate at arraignment is 69 percent: 81 percent of misdemeanors and 40 percent of felonies)

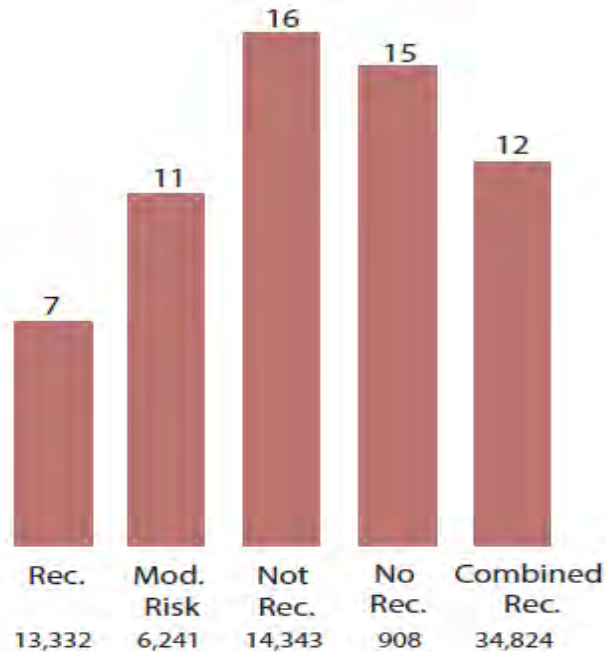
Arrests January - December 2016



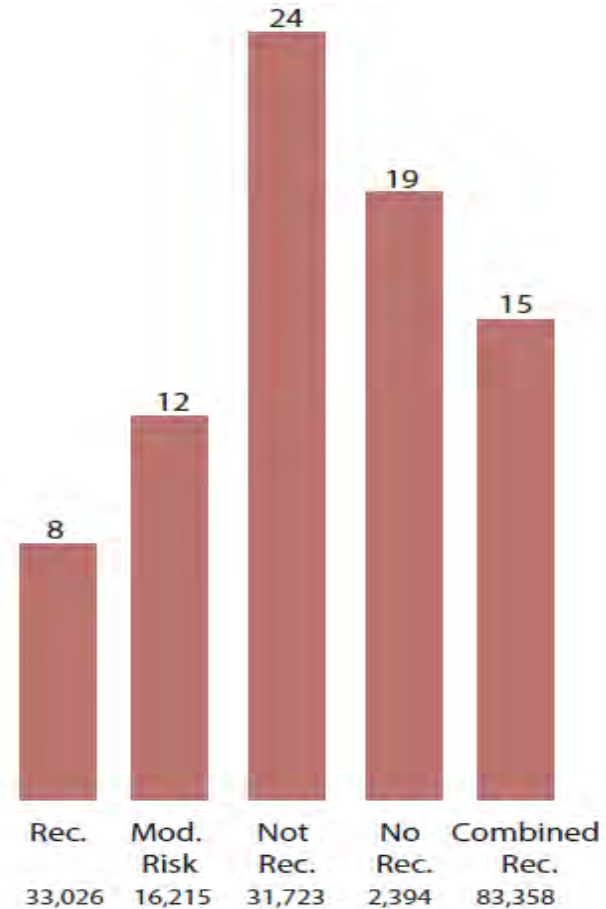
*Failure to Appear (FTA) Rates by CJA Recommendation for Defendants Released Pretrial (Overall FTA rate is 14 percent)*

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**FELONY CASES (2015)**



**NON-FELONY CASES (2016)**



## *Revising the FTA Instrument*

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- Data (CJA, NYPD, OCA, DOC, DCJS)
- Work by Luminosity, Crime Lab New York, ideas42
- Issues that will be addressed:
  - o Consider other interview items (*e.g.*, residential stability, living arrangements)
  - o Time-limited criminal history items (*e.g.*, warrants within past 5 years, felony convictions in past 2 years)
  - o Input from stakeholders
  - o Address racial/ethnic/gender/socioeconomic bias

## *Implementation*

---

- User-friendly CJA report
- Training for all users
- Expectations:
  - o Instrument is race and gender neutral
  - o More defendants recommended for ROR
  - o More defendants granted ROR
  - o Reduction in pretrial detention at Rikers Island
  - o FTA rate remains the same or lower



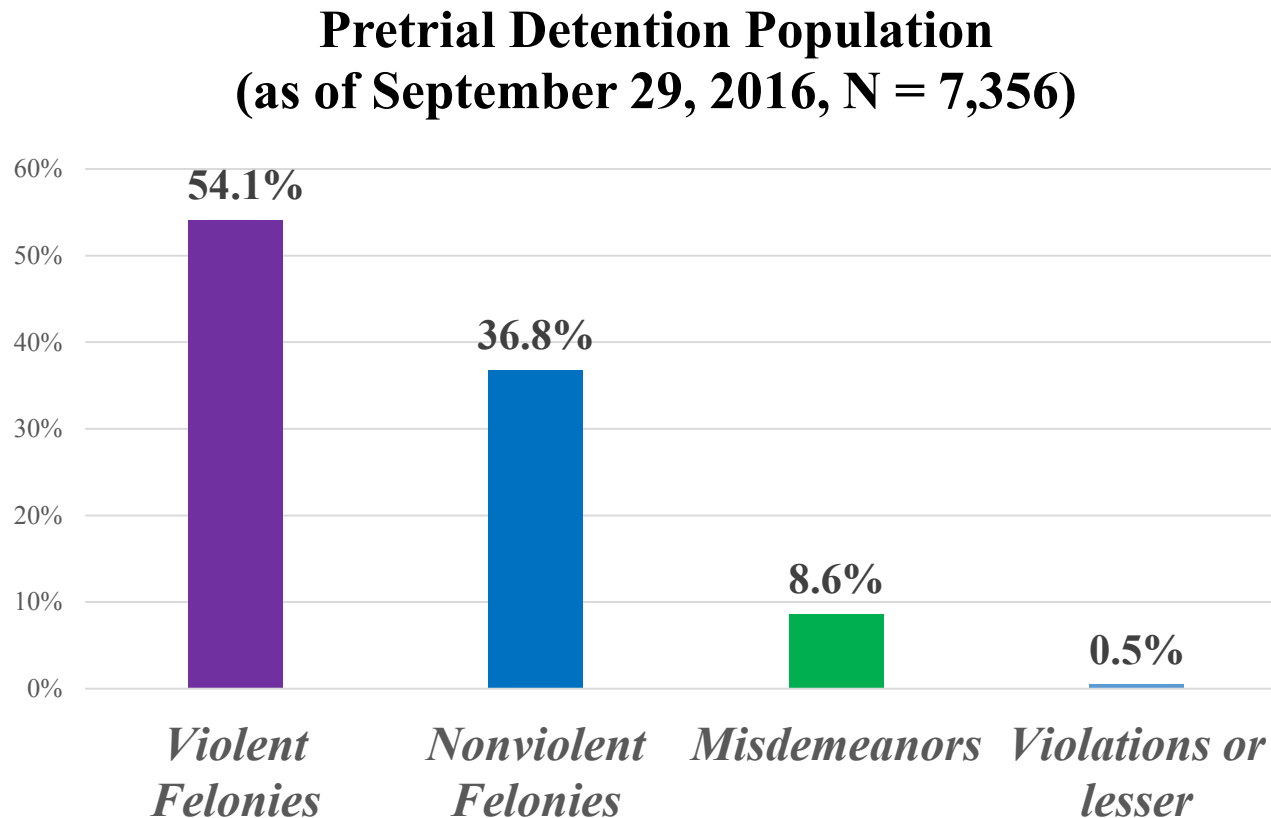
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*Pretrial Risk Assessment in New York City: Opportunities and Considerations*

Michael Rempel  
Center for Court Innovation

*Pretrial Detention Population (Three-Quarters of the Total Jail Population)*

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*Source:* Independent Commission on New York City Criminal Justice and Incarceration Reform (2017).

*Current Pretrial Decision-Making***Release Decisions in 2016**

<b>Arraignment Outcomes</b>	<b>Misde- meanors</b>	<b>Nonviolent Felonies</b>	<b>Violent Felonies</b>	<b>All Cases</b>
N (Continued at Arraignment)	106,788	27,566	16,402	<b>150,756</b>
<b>Release on Recognizance</b>	<b>81%</b>	<b>47%</b>	<b>33%</b>	<b>70%</b>
Supervised Release	0.8%	5%	0.0%	<b>1.5%</b>
Bail Set	18%	47%	63%	<b>28%</b>
<i>Detained at Arraignment (if bail)</i>	87%	91%	91%	89%
Remanded	0.3%	1.1%	3%	<b>0.8%</b>

Source: Independent Commission on New York City Criminal Justice and Incarceration Reform (2017).

*What is Risk (in the current context)?*

---

- **Risk = Public Safety Risk**

1. General Risk (*i.e.*, any re-arrest)
2. Risk of Violence (*i.e.*, violent felony re-arrest)
3. Risk of Domestic Violence (*i.e.*, among DV defendants)

OR

- **Risk = Risk of Failure to Appear (FTA)**

### *What is NOT Risk?*

---

- **Risk  $\neq$  Flight Risk** (virtually non-existent)
- **Risk  $\neq$  Charge** (weak predictor of re-arrest)
- **Risk  $\neq$  Professional Judgment** about riskiness (less accurate than formal risk assessments)
- **Risk  $\neq$  “New York Post Risk”**



## *What Increases Risk?*

---

- **Criminal History:**
  - Prior arrests/convictions—especially recent priors
  - Current open cases
  - Diversity of priors (*i.e.*, multiple types of charges)
  - History of FTA on prior cases
  - Other noncompliance history (*e.g.*, probation revocations)
- **Demographics:**
  - Younger age
  - Male sex (predicts violence especially)

### *What Else Increases Risk? The Seven Main Criminogenic Needs*

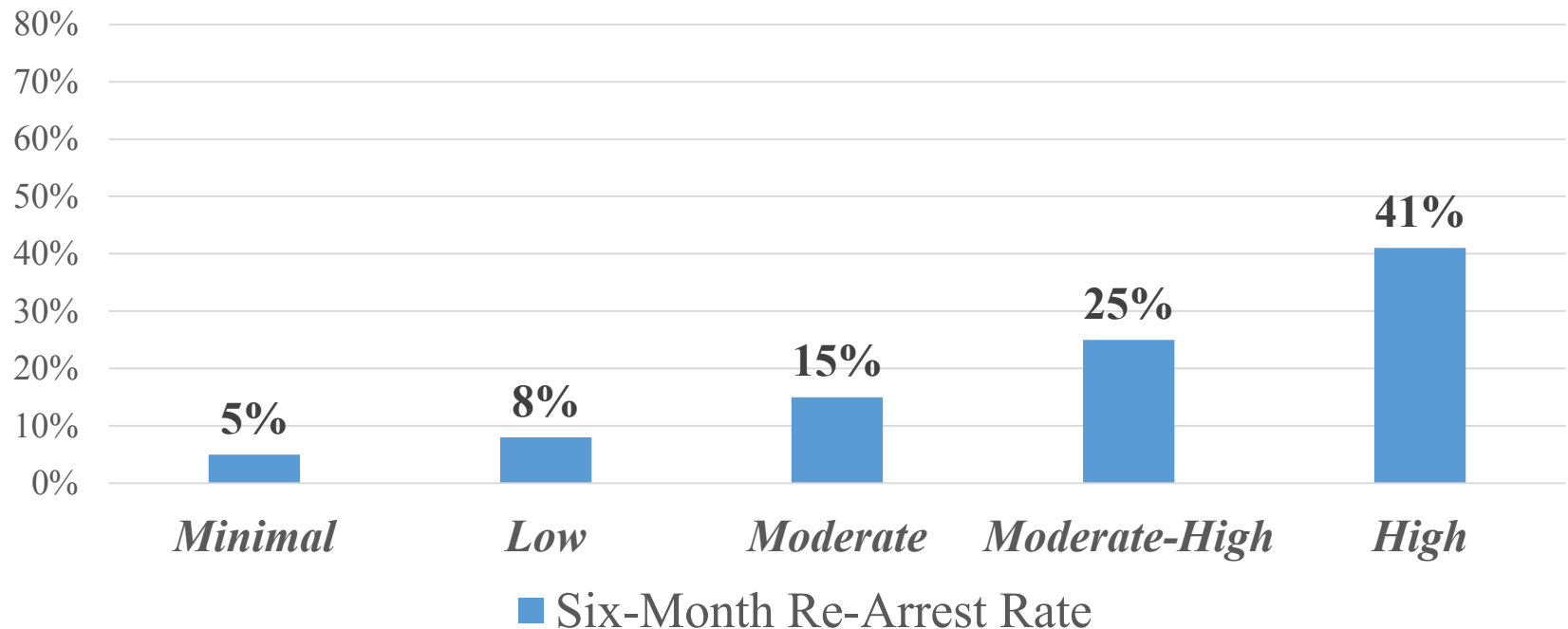
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1. Antisocial temperament (impulsivity)
2. Criminal thinking (*e.g.*, pro-crime, pro-violence attitudes)
3. Antisocial peers/associates
4. Family or marital problems
5. School or work problems
6. Problematic leisure activities
7. Substance abuse

*What Can Risk Assessment Do in NYC? Take General Risk Assessment...*

---

## Six-Month Re-Arrest Rates by Predicted Risk of Any Re-Arrest (n = 206,727)



Source: Rempel, Kerodal, Spadafore, and Mai (2017).

### *How Might the New Risk of FTA Tool Help?*

---

- **Current CJA Tool:** Classifies almost half of defendants as high risk of FTA—although those in the high risk category average only about a 20% FTA rate.
- **New CJA Tool:** Will significantly shrink the high FTA risk category—encouraging more ROR decisions.

## How Might the New FTA Tool PLUS Public Safety Risk Assessment Help?

---

### **In theory (if legislation and/or practice allowed):**

1. Low Risk on All Tools: “Do no harm” ► ROR
2. Moderate or High-Risk for FTA or General Re-Arrest:  
Control the risk ► Supervised release or unsecured bond.
  - *Use specific risk level—low, moderate, or high—to determine nature and frequency of pretrial supervision.*
3. High-Risk of Violence (“Dangerousness”): Err conservative ► Consider cash bail and/or detention.

## How Might Risk of Violence (“Dangerousness”) Assessment Help?

*Empirically, releases should go up. Take felonies.*

### Risk of Violence for Felony Arraignments (2012)

Risk of Violence (Future Violent Felony)	Bail or Remand	ROR
Minimal	21%	32%
Low	31%	29%
Moderate	27%	25%
Moderate-High	13%	12%
High	9%	2%
	100%	100%

*Handwritten annotations:*

- A red circle around 21% and 31% in the Bail or Remand column, with an arrow pointing to 52%.
- A red circle around 12% and 2% in the ROR column, with an arrow pointing to 14%.

Source: Rempel, Kerodal, Spadafore, and Mai (2017).



## *Risks and considerations*

---

1. **Decision-makers will err towards detention.** High risk status will be used to detain those now released, but low risk status will not be used to release those now detained.
  - Mere mention of “risk” will overwhelm the risk-averse.
2. **Risk will be overused in misdemeanor & nonviolent felony cases.** Short jail stays—17 days for misdemeanors and 54 for nonviolent felonies—and criminogenic effects of jail suggest that few should be detained, regardless of risk.
3. **Tools will be biased.** To date, risk assessments have tended to produce more false positives among black/African-American defendants than other racial and ethnic groups.

## *Agenda*

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1. Introduction: progress update and goals of the meeting (5 minutes)
2. Strategy briefing: risk assessment (40 minutes)
3. **Group discussion and brainstorm (40 minutes)**
4. Closing and next steps (5 minutes)

### *Discussion questions*

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- How can we ensure successful implementation of the new citywide risk assessment tool, and adoption by necessary court actors?
- How is this group uniquely positioned to support and advance jail population reductions with the new risk tool?
  - o What legislative or policy changes might we pursue?
  - o What are the implications for alternatives to detention?
- What else do we need to know about FTA and public safety risk?
- What information would be helpful for future conversations about new strategies to reduce the jail population from 7,000 to 5,000?

## *Agenda*

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1. Introduction: progress update and goals of the meeting (5 minutes)
2. Strategy briefing: risk assessment (40 minutes)
3. Group discussion and brainstorm (40 minutes)
4. **Closing and next steps (5 minutes)**



*Jail Population Reduction Working Group Meeting #3*

*January 12, 2018*

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Justice Implementation Task Force

## *Agenda*

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1. **Updates from MOCJ**
  - A. **News**
  - B. **Status of strategies**
2. Recap: risk assessment and open questions
3. Overview of Diversion and Reentry Council's work
4. Focus for our work moving forward
5. Closing and next steps



### *Progress towards closing Rikers*

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- New York City's jail population is *under 9,000* for the first time in 35 years.
- New York City announced that, due to the reductions in the number of people in jail, it is able to close a facility on Rikers Island.
  - o GMDC will be closed by summer 2018.
- New York City announced its plans to transfer adolescents off of Rikers Island.
  - o The City has proposed to use Crossroads, Horizon, and OCFS Facility Ella McQueen for intake.

## Status of strategies

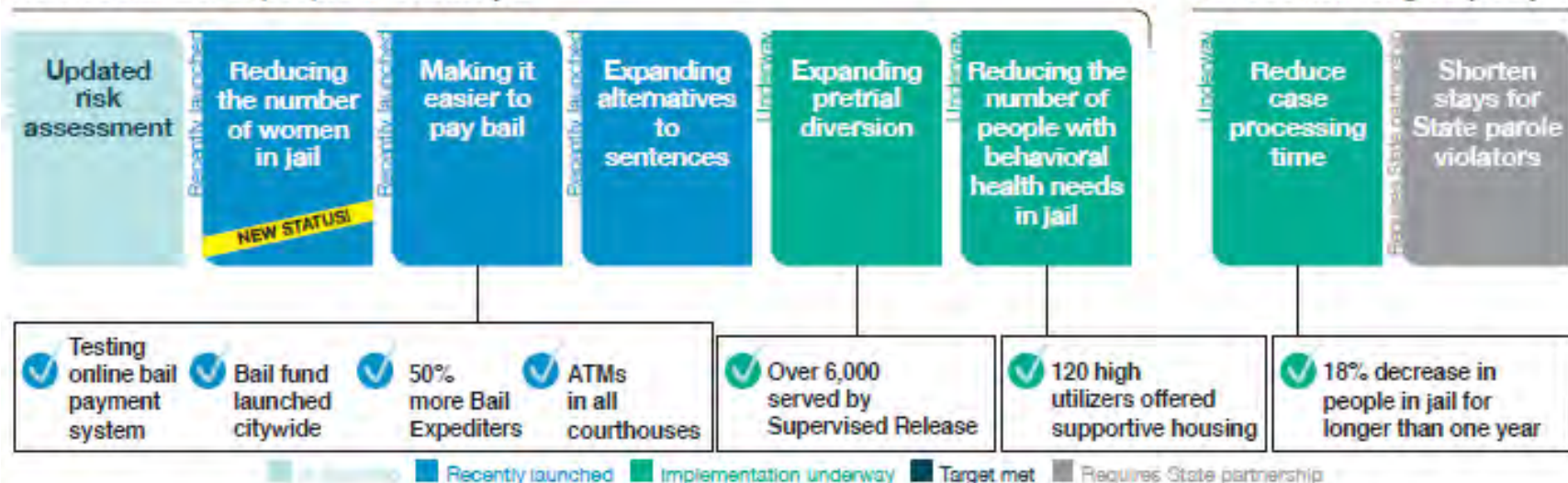
# 1 SMALLER

## SAFELY REDUCING THE SIZE OF THE JAIL POPULATION

**Strategy Overview:** The Roadmap includes eight strategies to reduce the size of the city's jail population by 25% over the next five years. Seventy-five percent of these strategies are already underway and producing results, with nearly half newly launched in the last few months.

Reduce number of people who enter jail

Reduce how long they stay



## *Agenda*

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1. Updates from MOCJ
2. **Recap: risk assessment and open questions**
3. Overview of Diversion and Reentry Council's work
4. Focus for our work moving forward
5. Closing and next steps

## *Risk Assessment Recap*

---

### ***Overview***

The new FTA tool, which will be rolled out at the end of 2018, will aim to increase the number of defendants recommended for release, while maintaining high court appearance rates citywide.

### ***Implementation***

- Ensuring that judges and other court actors vet the new tool and trust its recommendation
- Questions about biases within risk assessment tools
- Designing interview protocols that will increase defendants' trust in the assessment process

## Open questions around risk assessment

---

Objective: To support the successful implementation of the tool.

Active proposal: Reframe and/or rename the FTA tool as a release assessment and measuring “likelihood to appear” instead of “failure-to-appear.”

Open questions: How else might this group ensure that there is sufficient support from court actors?

- What changes could be made to **how assessment information is presented**?
- What **other information** might judges like to review in making release decisions?
- Following implementation, what **information about the progress and impact** of the tool would be helpful to track?

Working Group outputs: Guidance on protocols, practice, and impact measurement

## *Agenda*

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1. Updates from MOCJ
2. Recap: risk assessment and open questions
3. **Overview of Diversion and Reentry Council's work**
4. Focus for our work moving forward
5. Closing and next steps



## *Diversion and Reentry Council*

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### ***Overview***

- Since 2016, MOCJ has regularly convened the Diversion and Reentry Council.
- The purpose of the Council is to develop and implement new initiatives throughout the criminal justice system.

### ***Current Focus: Risk Need Responsivity (RNR) Gap Analysis***

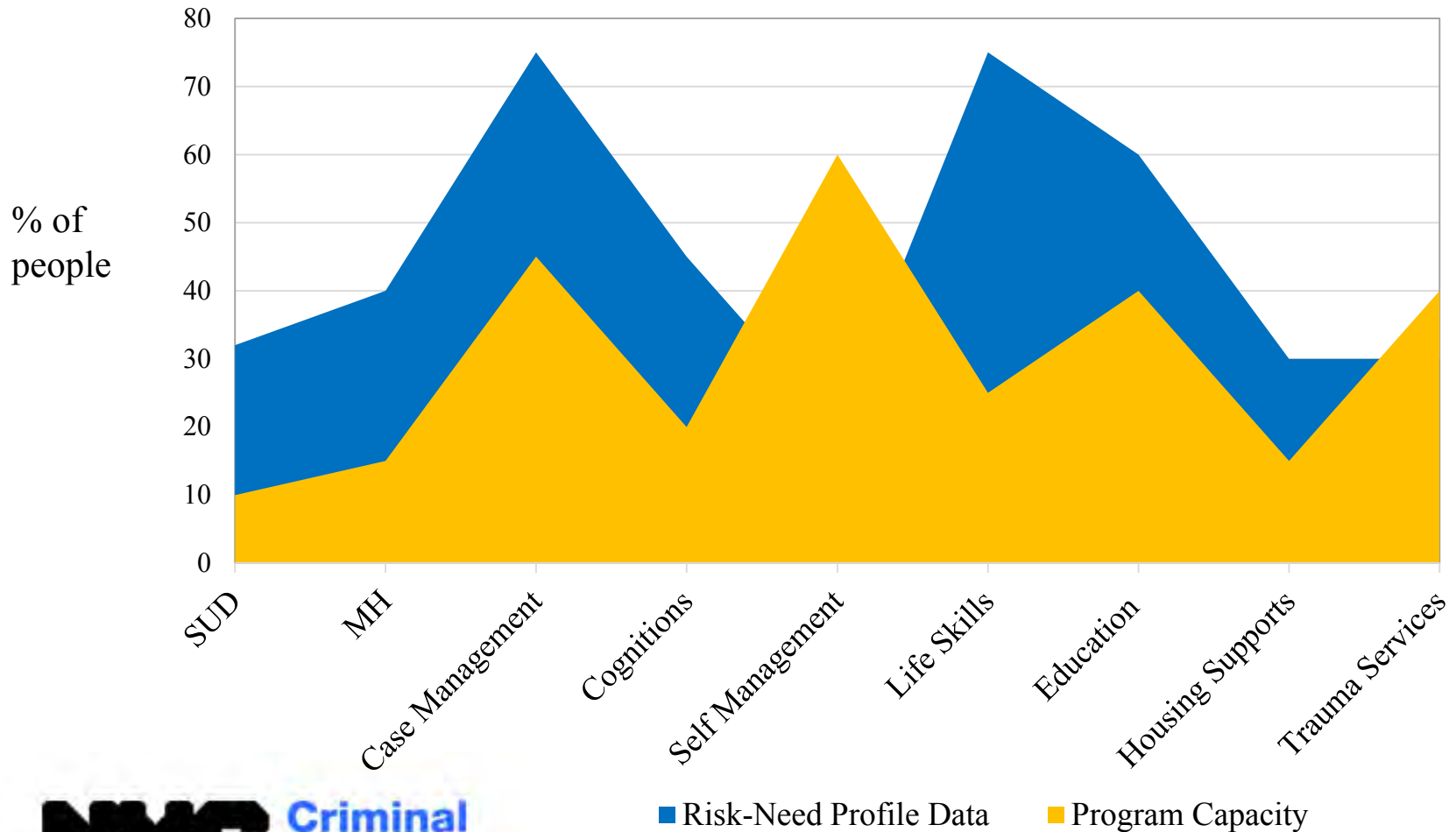
- Research project working to assess the needs of justice-involved people in NYC and map the City's ability to meet those needs through services and programs.
- Led by Faye Taxman of the Center for Advancing Correctional Excellence at George Mason University.

### ***Subcommittees***

- Beginning in February 2018, MOCJ will convene four groups that will focus on key priorities: Diversion Subcommittee, Reentry Subcommittee, Gender Responsive Subcommittee, and Task Force on Reentry for Older Adults.

## Gap Analysis: Risk-Need Profiles vs. Program Capacity

Presentation to the Diversion and Reentry Council, December 2017



## *Agenda*

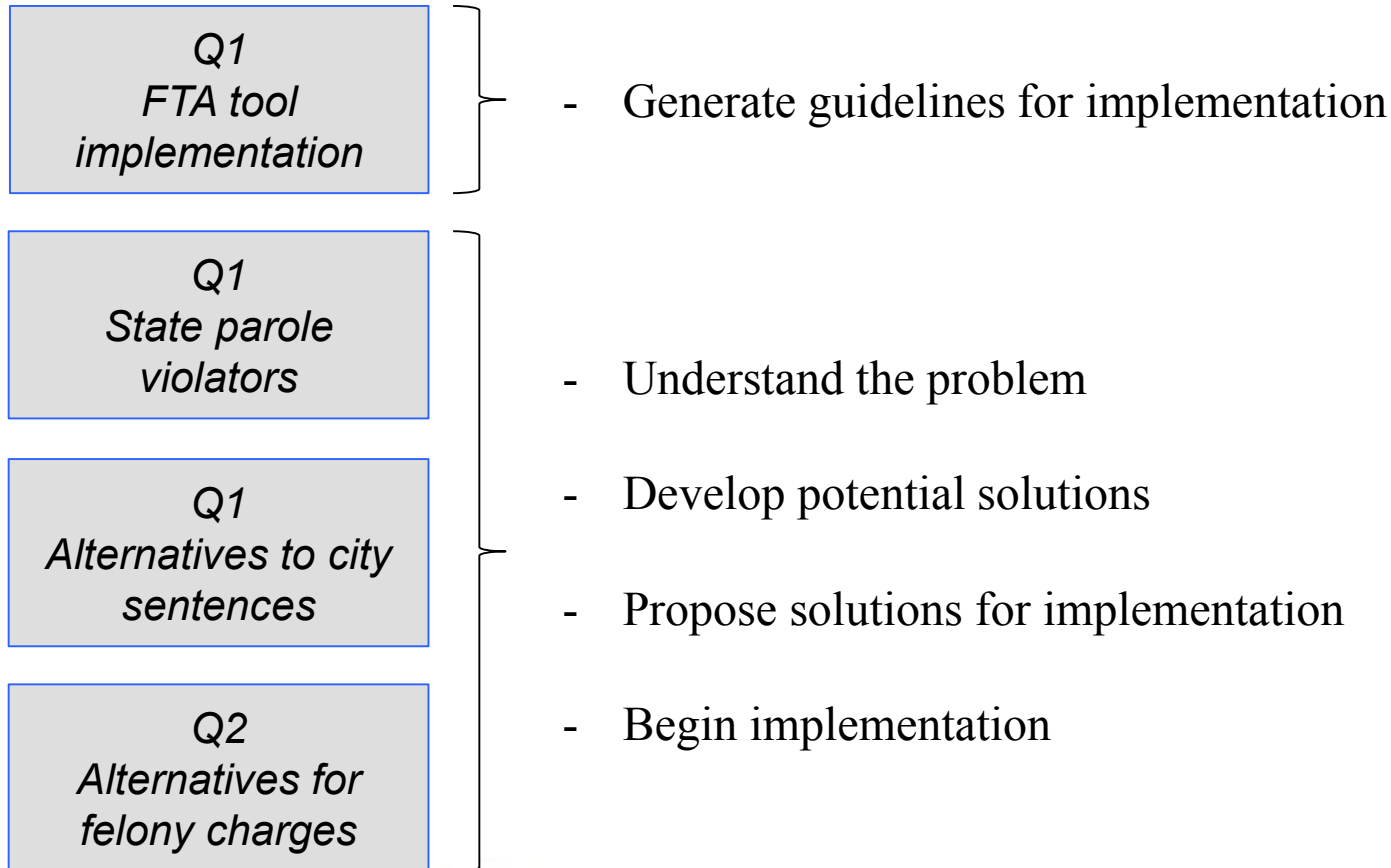
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1. Updates from MOCJ
2. Recap: risk assessment and open questions
3. Overview of Diversion and Reentry Council's work
4. **Focus for our work moving forward**
5. Closing and next steps

*Focus of our work moving forward*

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*Four potential areas of focus in the months ahead:*



*Focus of our work moving forward*

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*Average Daily Population (snapshot from January 1, 2018)*

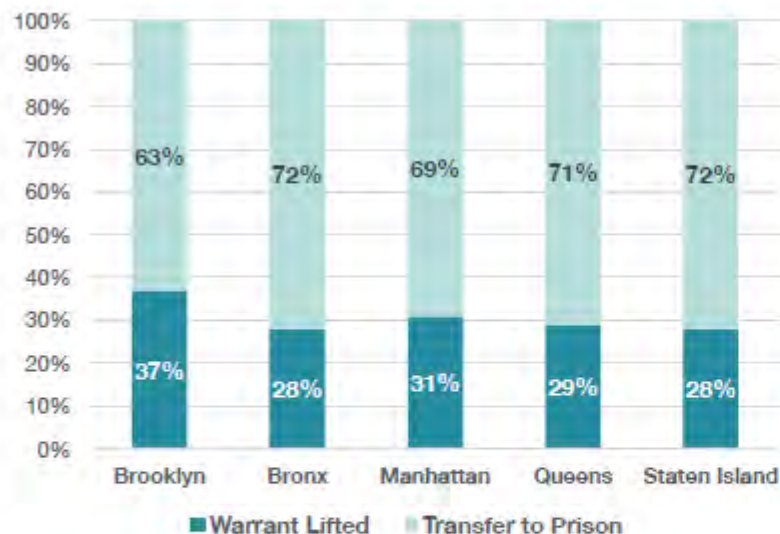
Population	ADP
State parole violators	600
City sentenced	1,081
Violent felony	3,346
Nonviolent felony	2,262
Misdemeanor	564
Other	452
<b>Total</b>	<b>8,705</b>

Source: The Mayor's Office of Criminal Justice analysis of NYC Department of Correction data, January 2018.

## State parole violators

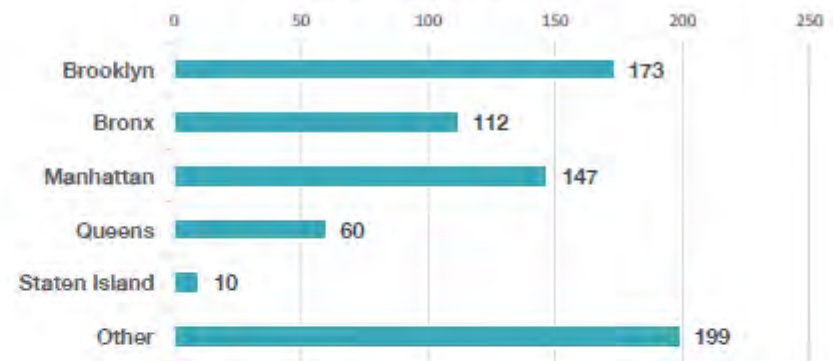
*Approximately 3,600 state technical parole violators were discharged from DOC custody in FY2017.*

Outcomes for State Technical Parole Violations, FY17



- At discharge, 33% had their warrant lifted (ALOS=53 days) and 67% were transferred to state prison (ALOS= 60 days)

Individuals Detained on State Technical Parole Violations, 11/16/17



- On 11/16/17, there were 701 people in DOC custody on a technical violation
- The number of detained technical parole violators is rising**
- Absent legislative change and/or increased state-run ATIs, this population is difficult to reduce.

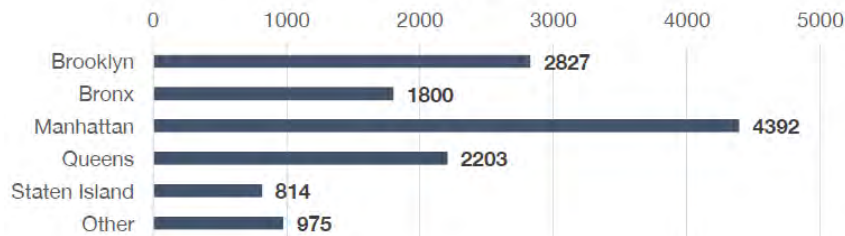
Sources: MOCJ Analysis of DOC discharge data, FY2017: 11/16/17 Census Snapshot



## City sentenced

### City Sentenced: In FY17, 13,000 individuals were discharged after serving a city sentence

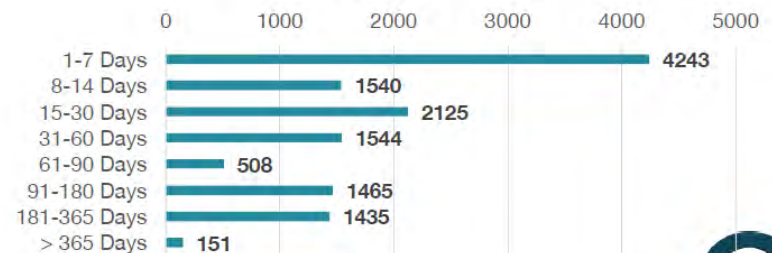
Individuals leaving post-city sentence by case borough



- Over half of all city sentenced individuals spent less than one month in custody
- On 11/16/17, 1,213 people were serving a city sentence
  - 590 felony, 576 misdemeanor, 47 other charges

- While 6,700 people were admitted to DOC custody to serve a city sentence, **13,000 people left DOC custody after completing a city sentence of 1+ days.**
- Manhattan courts had the highest number of people leaving after a city sentence

Length of stay for individuals leaving post-city sentence



Sources: MOCJ Analysis of DOC discharge data, FY2017; 11/16/17 Census Snapshot

17



*Focus of our work in Q1*

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	<b>Parole violators</b>	<b>City sentences</b>
<i>What is already underway and what do we need to know?</i>		
<i>Which experts should we consult?</i>		
<i>What are our preliminary ideas?</i>		

## *Agenda*

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1. Updates from MOCJ
2. Recap: risk assessment and open questions
3. Overview of Diversion and Reentry Council's work
4. Focus for our work moving forward
5. **Closing and next steps**



*Jail Population Reduction Working Group Meeting #4*

*February 9, 2018*

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Justice Implementation Task Force

## *Agenda*

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1. **Meeting goals and work plan**
2. Risk assessment tool recommendations and next steps
3. Parole violations
4. Group discussion
5. Closing and next steps

## *Agenda*

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1. Meeting goals and work plan
2. **Risk assessment tool recommendations and next steps**
3. Parole violations
4. Group discussion
5. Closing and next steps

## *Risk assessment tool recommendations and next steps*

---

### *Proposed strategies*

- Establish a judges committee
- Frame the tool in a new way
  - Reframe and/or rename the FTA tool as a release assessment and measure “likelihood to appear” instead of “failure-to-appear.”
- Use a monthly scorecard to track outcomes of the tool. Examples might include:
  - Distribution of recommendations, including ROR rate
  - Appearance rate

### *Follow-up survey assignment*

- What are your ideas for renaming the FTA tool?
- What outcomes would you like to see tracked on a regular basis?



## *Agenda*

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1. Meeting goals and work plan
2. Risk assessment tool recommendations and next steps
3. **Parole violations**
  - a) **Parole process and population overview**
  - b) **City legislative strategies**
  - c) **Recommendations on parole reform**
4. Group discussion
5. Closing and next steps

## *Parole violations: process and population overview*

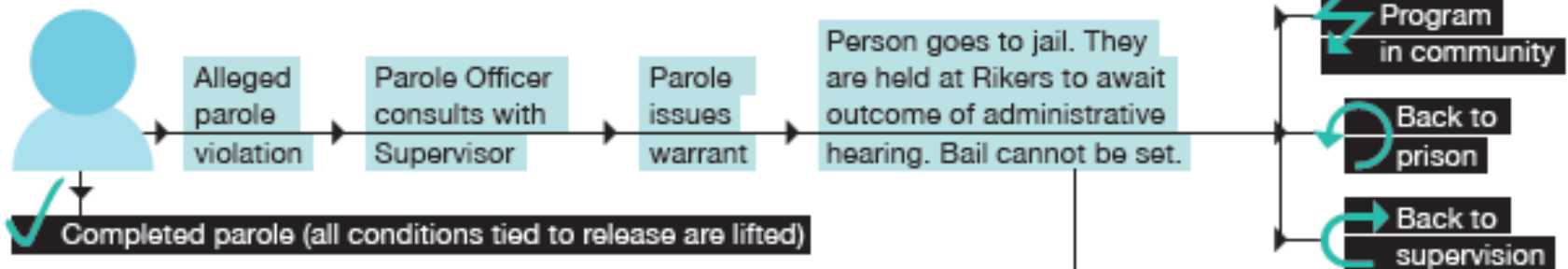
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### ***Overview***

- State law requires incarceration without bail when a parole violation warrant is issued.
- State law requires hearings to be held locally. In New York City, these are held on Rikers Island. The City houses these individuals and pays for their detention.
- Unlike criminal proceedings where the standard of proof is beyond a reasonable doubt, the standard of proof for final parole violation hearings is a preponderance of the evidence. The final determination is made by an Administration Law Judge who works for the state Board of Parole.

## Parole violations: process and population overview

What happens when a person violates parole in New York City?



Role of a State DOCCS Parole Officer

- Deliver services
- Report on parolee progress
- Motivate parolees
- Identify alternatives to incarceration where appropriate

Hearing process:

If probable cause is found, person is arraigned. At arraignment: Administrative Law Judge and defense lawyer are assigned and the final hearing process begins.

## *Parole violations: process and population overview*

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- 16% of the city's jail population is charged with a state parole violation.
- The number of people detained on technical parole violations is increasing (up 15% since 2014), while the size of all other jail populations is decreasing.
- People charged with parole violations stay in custody longer than other people, occupying 1,400 to 1,600 jail beds every day. They are unable to leave custody until the state parole charge is resolved, which typically takes 50-60 days.

### Snapshot of the Daily Jail Population, January 1, 2014 vs. January 1, 2018



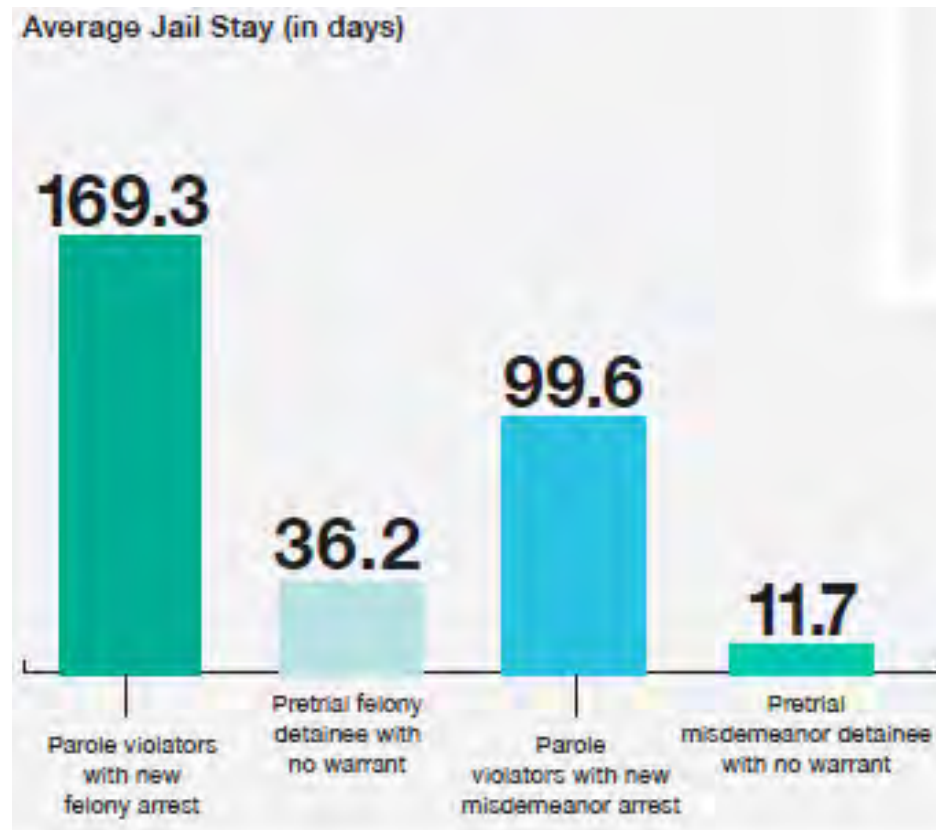
*Parole violations: process and population overview**Breakdown by race and ethnicity from CY 2017 admissions*

	Not Hispanic	Hispanic	Total (N)	Total (%)
Asian	37	0	37	1%
Black	2352	67	2419	61%
American Indian	5	2	7	0%
Other	94	1044	1138	29%
Unknown	23	16	39	1%
White	228	83	311	8%
(blank)	40	0	40	1%
<b>Total</b>	<b>2779</b>	<b>1212</b>	<b>3991</b>	<b>100%</b>

*Parole violations: process and population overview*

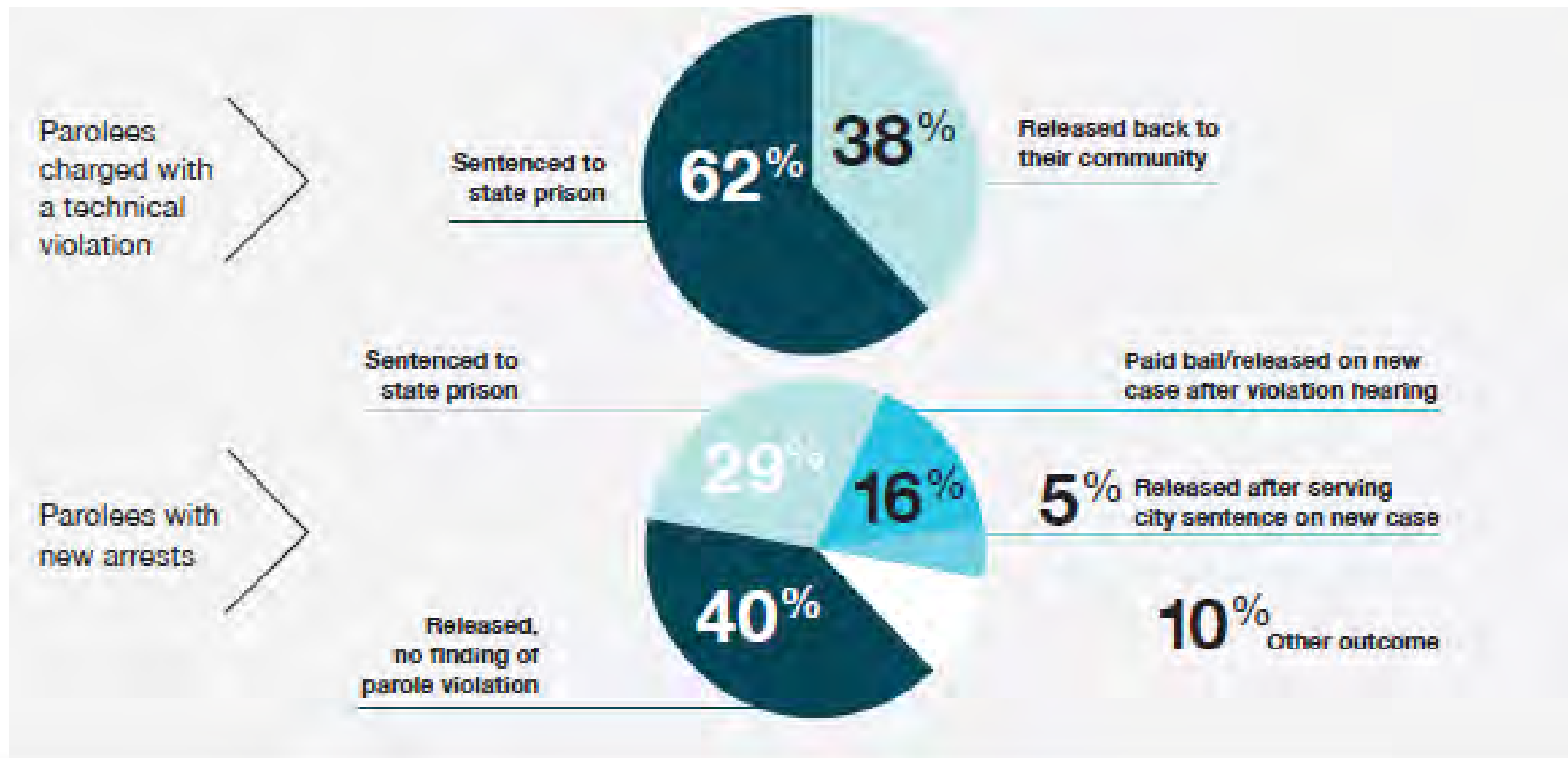
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*State parolees stay in jail longer than other groups.*



## *Parole violations: process and population overview*

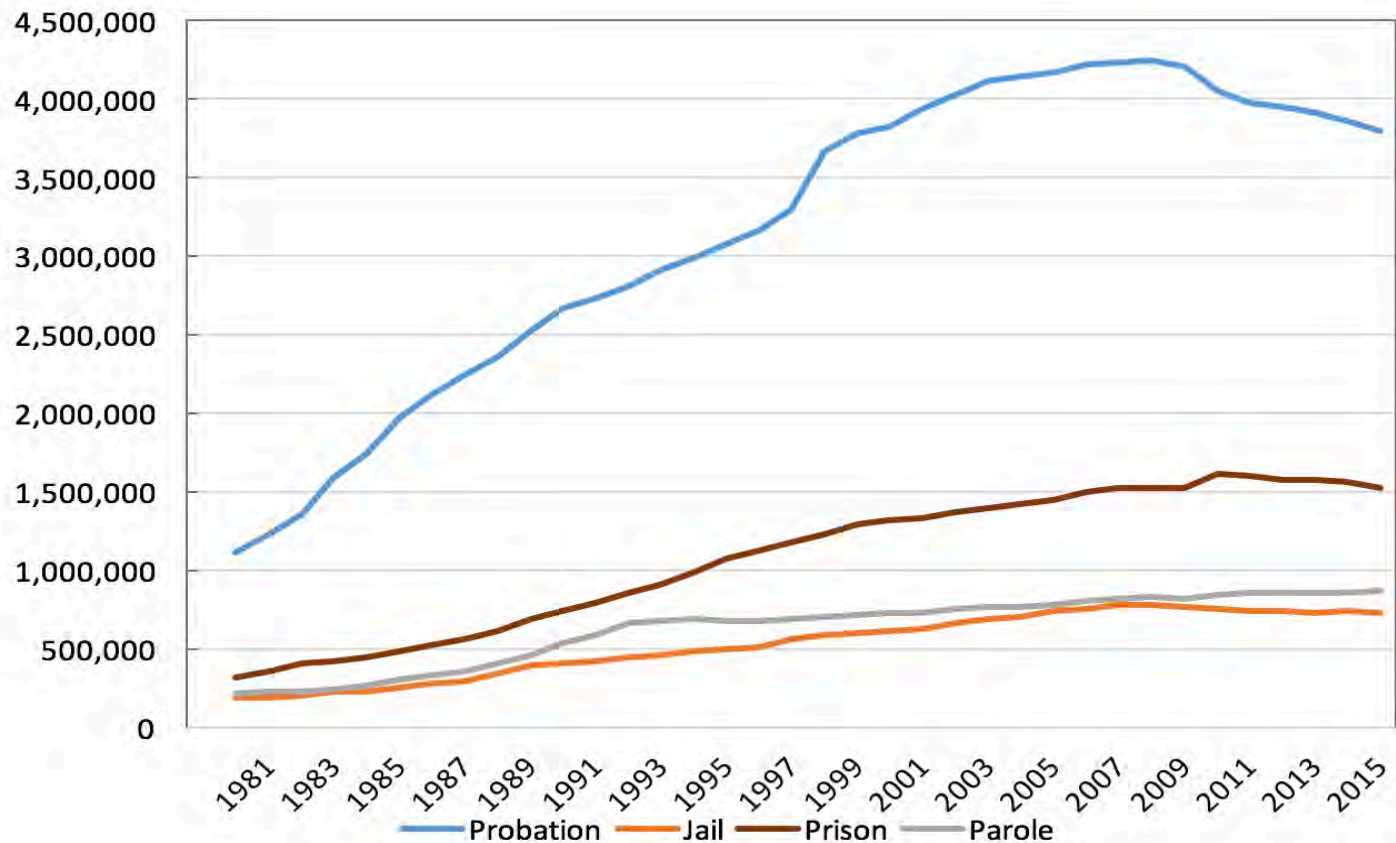
*Almost half of all state parolees return to state prison, while the other half return to their community.*





## *Parole violations: process and population overview*

*The growth of community corrections is a national problem.*



## *Parole violations: momentum around this issue*

---

“Let’s do the fair thing and allow community supervision when appropriate, while detaining only the high-risk people who have violated parole in one of the three state facilities right here in the five boroughs.”

*Mayor de Blasio, Op-Ed,  
Daily News, January 5, 2018*



### *Research Brief*

## **Less is More in New York: An Examination of the Impact of State Parole Violations on Prison and Jail Populations<sup>1</sup>**

January 29, 2018

### **OPINION**

## **Close Rikers sooner by reforming parole**

Minor parole violations shouldn't automatically trigger jail time.

By JONATHAN LIPPMAN | FEBRUARY 5, 2018

## *Discussion questions*

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### *City Legislative Strategies and Other Recommendations*

- Which of these recommendations and proposed solutions would be most impactful? Which are most feasible?
- What other ideas do working group members have?
- How can this group most effectively support strategies to reduce the population of parole violators in New York City jails?

## *Parole violations: recommendations*

---

### *Legislative Strategies*

- The State can reduce the number of parole violators it puts in Rikers by:
  - Issuing fewer warrants for technical violations and using graduated sanctions instead.
- The State can speed up the time a parole violator spends on Rikers by:
  - Assigning more state court judges to handle the hearings.
  - Scheduling more parole violation hearings per day.
  - Extending the hearing hours and speeding up the hearing process.
- State law can be changed to end mandatory jail for parole violators.
  - If judges were able to consider a person's risk in making a release decision, lower-risk technical parole violators could be placed into Alternatives to Jail and lower-risk parole violators charged with a new crime would be eligible for pretrial release.

*Parole violations: recommendations*

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*Judge Jonathan Lippman, Op-Ed, City and State New York, February 5, 2018*

1. Ensure that only paroled people who pose a risk to public safety or of fleeing are jailed while they await the determination whether they will be sent back to state prison. There should be a hearing before an Administrative Law Judge to determine whether interim detention is warranted during this period.
2. New York should pass legislation shortening parole terms, and permit people on parole to earn credit for good behavior, allowing them to exit parole sooner.
3. There should be a graduated set of responses, so that minor violations do not result in jail stays or prison terms.
4. Ensure that intrusive conditions of parole are carefully crafted and imposed only when necessary.

*Parole violations: recommendations*

---

***Recommendations from “Less is More in New York” report:***

- Shorten parole terms and incentivize good behavior.
- Require a hearing before jailing someone for a technical violation.
- Create a high legal threshold for jailing people on parole; expedite hearings.
- Problem-solving hearings with social services available.
- Require graduated responses.
- Cap violation terms.
- Reallocate savings to community programs.

## *Agenda*

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1. Meeting goals and work plan
2. Risk assessment tool recommendations and next steps
3. Parole violations
4. **Group discussion**
5. Closing and next steps



### *Discussion questions*

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- Which of these recommendations and proposed solutions would be most impactful? Which are most feasible?
- What other ideas do working group members have?
- How can this group most effectively support strategies to reduce the population of parole violators in New York City jails?

## *Agenda*

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1. Meeting goals and work plan
2. Risk assessment tool recommendations and next steps
3. Parole violations
4. Group discussion
5. **Closing and next steps**



*Jail Population Reduction Working Group Meeting #5*

*March 9, 2018*

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Justice Implementation Task Force

## *Agenda*

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1. **Working group updates**
  - a) **Updates from MOCJ**
  - b) **Parole violations subcommittee**
2. Risk assessment instrument recommendations and next steps
3. Focus on City sentenced population
4. Closing and next steps

## *Updates from MOCJ*

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- ***Borough-based jail facility locations***
  - The Mayor and City Council reached an agreement to replace Rikers Island with community-based facilities.
    - The agreement ensures a single public review of identified jail sites in four boroughs, which will provide off-Island space for 5,000 detained people.
  - The four sites include:
    - Manhattan Detention Center, 125 White Street, Manhattan, 10013
    - Brooklyn Detention Center, 275 Atlantic Avenue, Brooklyn, 11201
    - Queens Detention Center, 126-01 82nd Avenue, Kew Gardens, 11415
    - NYPD Tow Pound, 320 Concord Avenue, Bronx, 10454
- ***State budget advocacy on Close to Home***
- ***Challenge to partial shutdown of RNDC***

## *Parole violations subcommittee*

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### *Goals for the subcommittee*

1. The group's primary focus will be on administrative and operational strategies to reduce the number of technical parole violators detained on Rikers.
2. The group will stay informed about strategies at the state level to address parole violations, and, as appropriate, recommend policy or legislative changes.

### *Preliminary areas of focus*

- Strategies to reduce movement between jail facilities and hearing spaces;
- Strategies to reduce delays in paperwork and scheduling;
- Opportunities for reform at the preliminary hearing;
- Opportunities to reduce length of stay or accelerate release for people with a new arrest whose primary obstacle to release is a technical violation of parole; and
- Consider programmatic approaches, including what alternatives to reincarceration program would look like and how this would support jail population reduction.

## *Agenda*

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1. Working group updates
2. **Risk assessment instrument recommendations and next steps**
3. Focus on City sentenced population
4. Closing and next steps



*Risk assessment instrument recommendations and next steps: survey results*

---

***Following the last meeting, the group completed a survey on the City's new Release Recommendation System. The survey gathered insights on the following topics:***

1. Reframing the Release Recommendation System;
2. Tracking the instrument's impact and effectiveness; and
3. Successfully implementing the risk assessment instrument.

*Risk assessment instrument recommendations and next steps: survey results*

---

***Reframing the Release Recommendation System***

Ideas for reframing the instrument in a more positive light included:

- “Likelihood of Appearance”
- “LTA” (Likelihood-to-appear) instead of “FTA” (Failure-to-appear)
- “Likelihood to Return”
- “Court Appearance Indicator”
- “Court Appearance Probability Instrument”

## Risk assessment instrument recommendations and next steps: survey results

### *Tracking the instrument's impact and effectiveness*

The group expressed interest in gathering the following data fields:

#### Distribution of release recommendations by:

- Race
- Age
- Borough
- Criminal history
- Living arrangement
- Charge type/severity

#### Distribution of release decisions by:

- Release recommendation
- Race
- Defendants' appearance history
- Borough
- Judge
- Time of day
- Volume of arraignment cases
- Age
- Charge type and severity

*Risk assessment instrument recommendations and next steps: survey results*

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***Tracking the instrument's impact and effectiveness (continued)***

The group also expressed interest in gathering the following information:

- Appearance rates for each recommendation;
- Impact of the instrument on certain populations based on race, poverty indicators, gender, and age;
- When bench warrants are ordered, how many cases get vacated within 24, 48, and 72 hours;
- Overall rates of incarceration before and after implementation of the tool;
- Rates of rearrest by severity of rearrest charge; and
- Correlates between the impact of pretrial detention and final sentencing.

## *Risk assessment instrument recommendations and next steps: survey results*

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### ***Successfully implementing the risk assessment instrument***

The group recommended looking into the following issues to ensure the instrument's successful implementation:

- Anonymous surveys of the judiciary, particularly regular arraignment judges, to determine how often they relied on the instrument in formulating their decision;
- Surveys for defenders and prosecutors to gain perspectives on the instrument's use;
- Integration of CJA representatives into the courtroom; and
- Educating the judges on the methodology behind the new instrument.

## *Agenda*

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1. Working group updates
2. Risk assessment tool recommendations and next steps
3. **Focus on City sentenced population**
  - a) **Data overview**
  - b) **Strategies underway**
  - c) **Group discussion**
4. Closing and next steps

### *Focus on City sentenced population*

---

*A person can leave DOC custody with a City sentence completed in three ways:*

1. Admitted at the time of sentencing, discharged when their sentence is fulfilled.
2. Admitted as a detainee and either remanded or unable to make bail. Pleads guilty (conviction at trial is unusual for lower-level offenses), sentenced while in custody, and discharged when this sentence is fulfilled.
3. Admitted as a detainee and either remanded or unable to make bail. Pleads guilty at a court appearance and sentenced to an amount of time which the time they've already served fulfills (or over-fulfills), and therefore released directly from court.

*Focus on City sentenced population: data overview*

---

*While about 6,700 people were admitted to DOC custody to serve a City sentence, more than 13,000 people left DOC custody after completing a city sentence of more than one day.*

<b>2017 City Sentence Breakdown</b>		
Misdemeanor	8,724	65%
Nonviolent Felony	2,508	19%
Violent Felony	1,106	8%
Other (Violations, Admin Codes, Vehicular)	1,061	8%
<b>Total</b>	<b>13,399</b>	<b>100%</b>

Source: MOCJ analysis of DOC discharge data.



*Focus on City sentenced population: data overview**In 2017, over half of all City sentenced individuals spent less than one month in custody.*

<b>Population (by LOS)</b>	<b>Count of NYSID</b>	<b>Average Admit to Sentence (days)</b>	<b>Average Sentence to Discharge (days)</b>	<b>Average LOS Total (days)</b>
0 DAYS	1,525	---	---	---
1-7 DAYS	3,749	1.4	2.3	3.7
8-30 DAYS	3,209	7.7	8.8	16.4
31-60 DAYS	1,418	21.7	24.0	45.5
61-120 DAYS	1,272	38.9	58.8	97.3
121-180 DAYS	686	63.3	87.4	150.6
181-365 DAYS	1,410	94.0	144.5	238.5
366+ DAYS	130	366.1	132.9	572.1

Source: MOCJ analysis of DOC discharge data.

*Focus on City sentenced population: strategies underway*

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***Alternatives to short-term jail sentences***

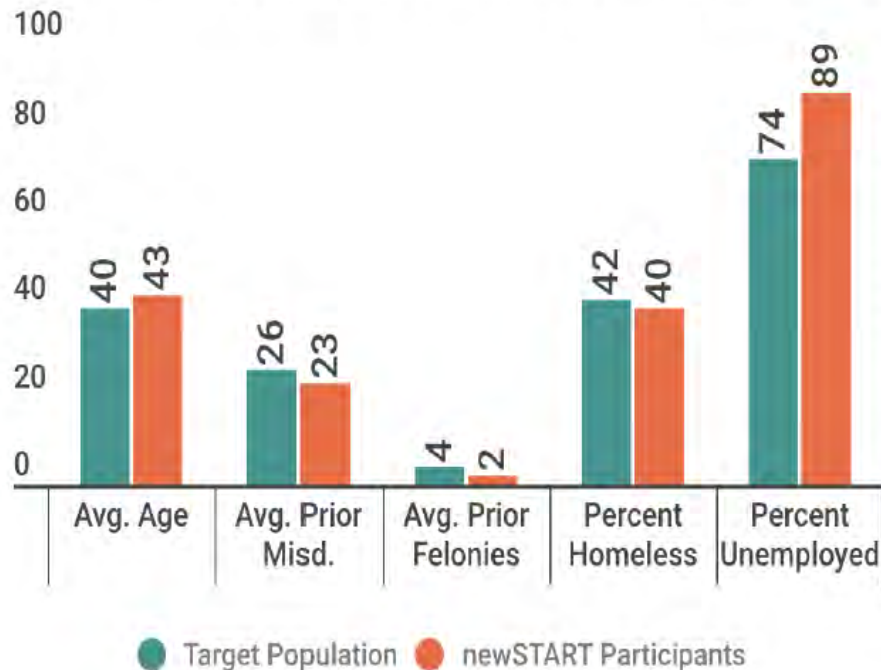
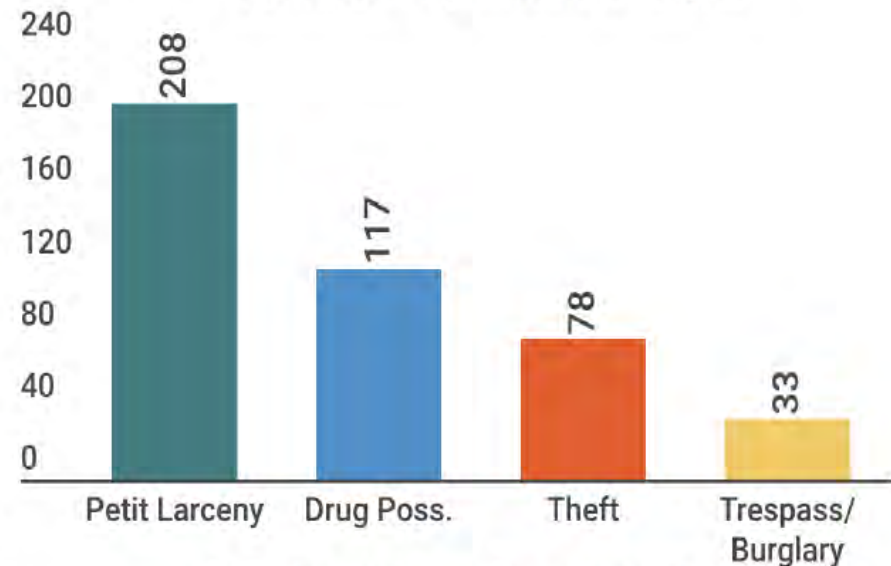
- CASES newSTART program in Manhattan
- Brooklyn Community Justice Center (CCI)
- Bronx Community Solutions (CCI)

***Jails to Jobs***

Offers people serving a City sentence transitional employment for up to two months after they leave jail.

*Focus on City sentenced population: strategies underway***newSTART Participant Characteristics**

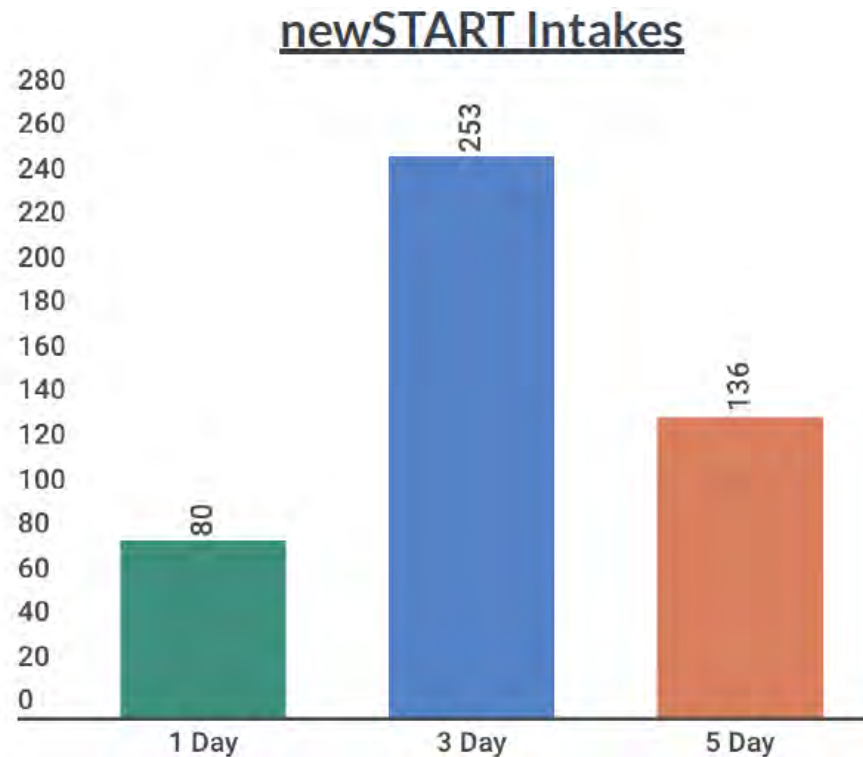
As stakeholders envisioned, newSTART serves individuals with complex social needs and long-term repeated involvement in the criminal justice system for misdemeanor arrests.

**Common Top Intake Charges**

Reflects top charges for participants admitted Oct-Dec 2017.

*Focus on City sentenced population: strategies underway*

---



**469** individuals were admitted to newSTART from October through December.

*Focus on City sentenced population: group discussion*

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*What else can we do to reduce the lengths of stay and the number of people serving a City sentence on Rikers Island?*

*Are there opportunities for reducing the population on Rikers as the city prepares for new ATI program procurement?*

## *Agenda*

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1. Working group updates
2. Risk assessment tool recommendations and next steps
3. Focus on City sentenced population
4. **Closing and next steps**

**Justice Implementation Task Force**  
Design Working Group Materials

Mayor's Office of Criminal Justice



*Design Working Group Meeting #1*

*November 6, 2017*

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Justice Implementation Task Force



## *Agenda*

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1. **Our charge (10 minutes)**
  - a) **Structure of the Justice Implementation Task Force**
  - b) **How we're working together**
2. Presentation: overview of Rikers today (30 minutes)
3. Discussion (40 minutes)
4. Closing and next steps (10 minutes)

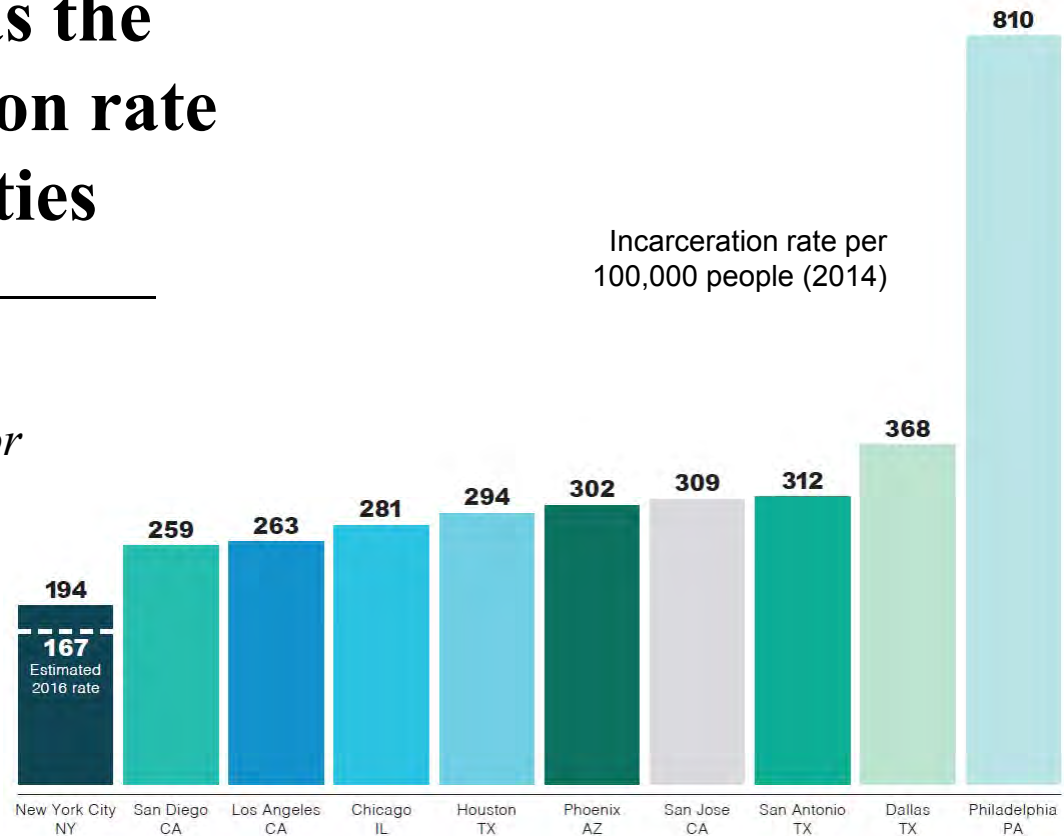
## *Jail population overview: context*

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# New York City has the lowest incarceration rate of all large U.S. cities

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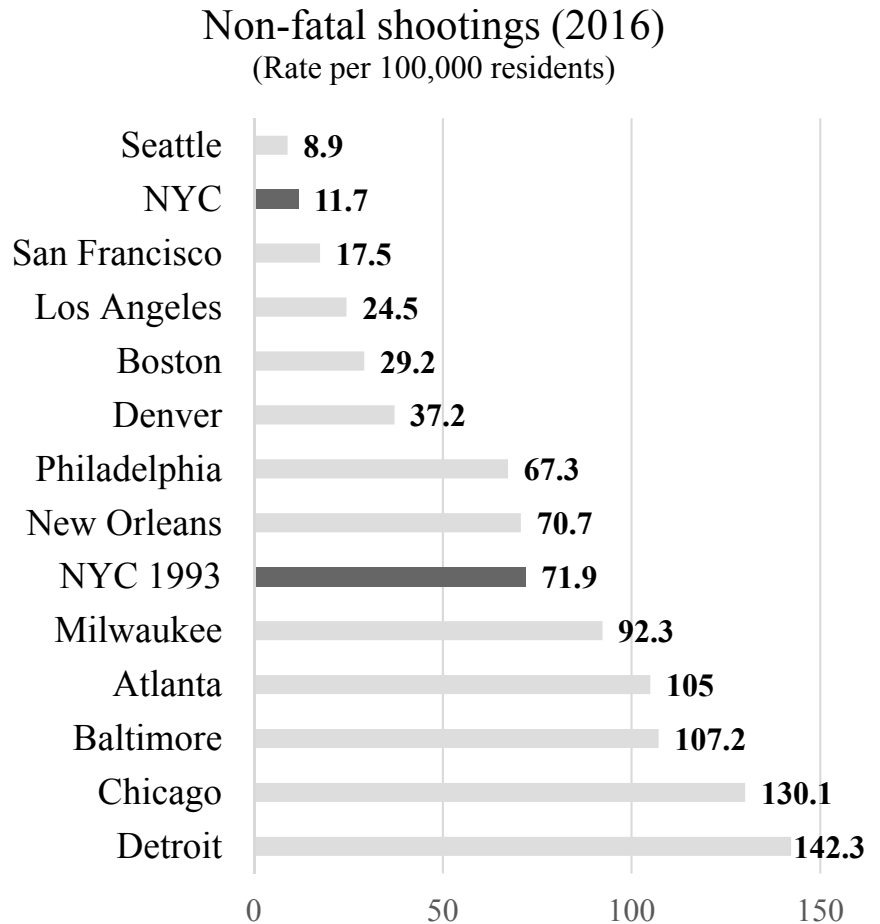
- *Down 50% since 1990*
- *Down 18% since the Mayor took office*



## *Jail population overview: context*

# The size of the jail population has fallen alongside dramatic declines in crime

- Major crime down 76% since 1993, down 9% since Mayor took office
- 2016 was the safest year in CompStat history, with homicides down 5%, shootings down 12%, and burglaries down 15% from 2015



## *Task Force background*

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The *Justice Implementation Task Force* combines existing efforts across the city, both inside and outside government, into one centralized body that shapes strategy and ensures effective implementation.

### Smaller

#### Goal

**Safely reduce the size of the jail population** by 25% in the next five years

#### Baseline

18% decline in last three years  
~\$50 million investment from the city in strategies to reduce jail use

### Fairer

#### Goal

**Change the culture and purpose of jail** so staff and incarcerated individuals are treated with dignity and provided with opportunity

#### Baseline

City has already invested over \$90 million in support for corrections officers and programming for incarcerated individuals

### Safer

#### Goal

Ensure that everyone who works, visits, and is incarcerated in city jails is in a **safe, modernized, and humane facility** as quickly as possible

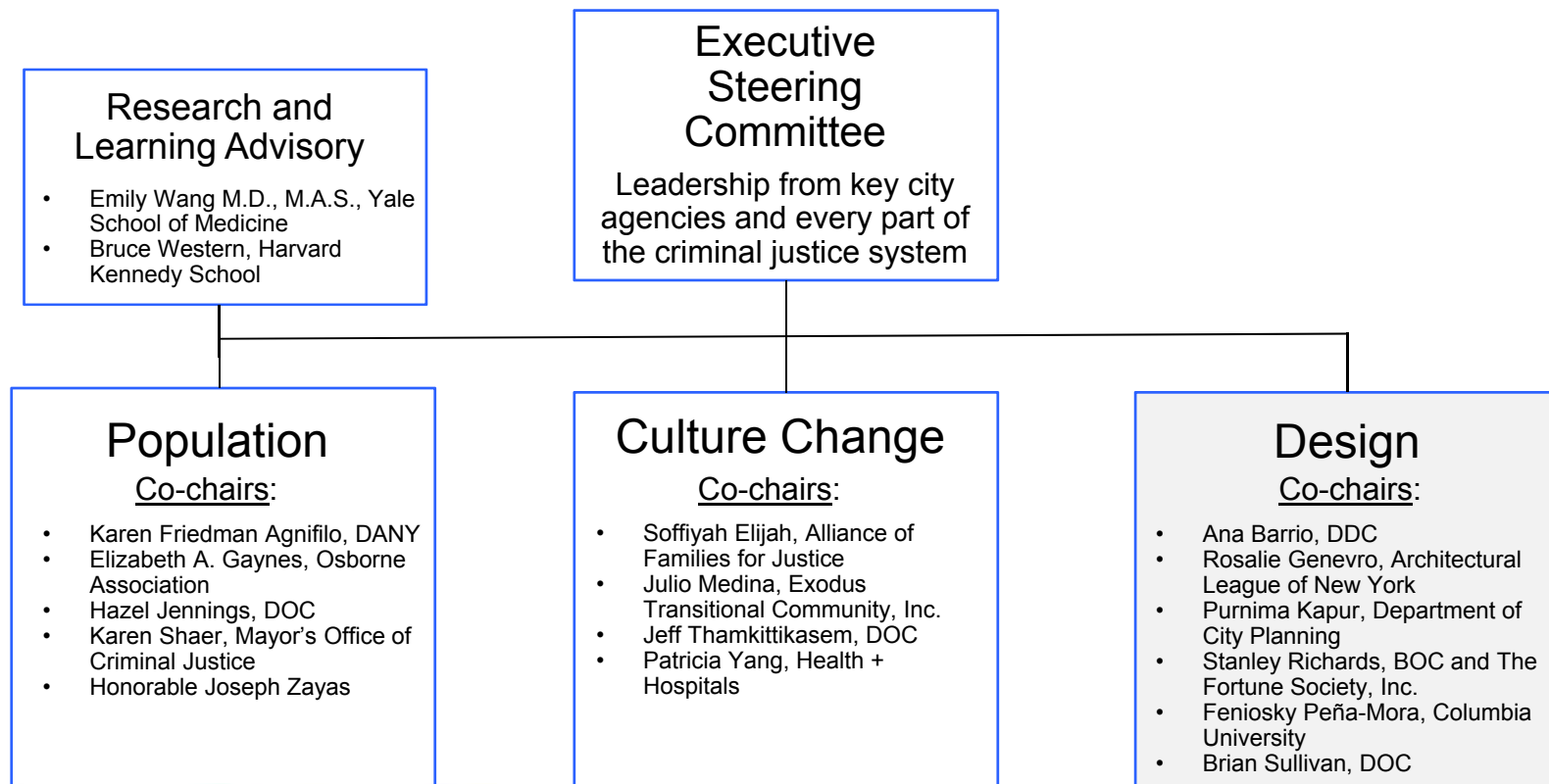
#### Baseline

City has already invested \$1.2 billion to improve conditions in city jails

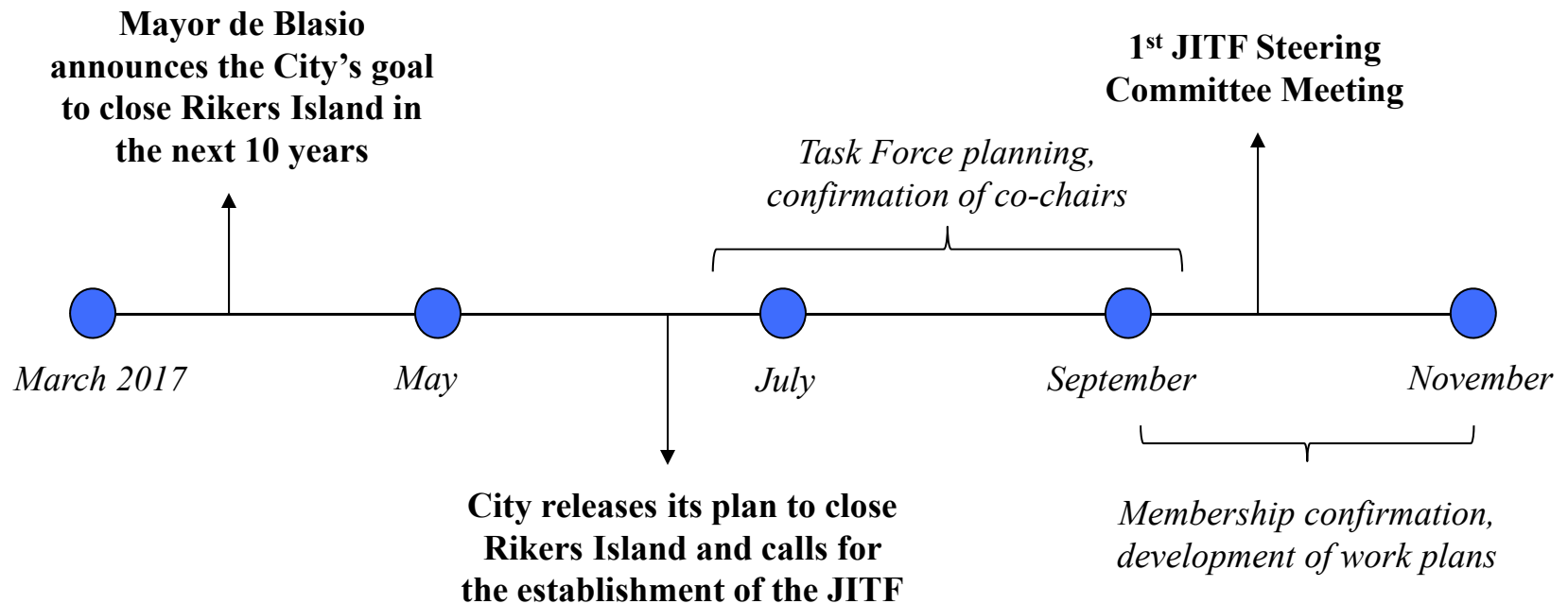
## *Task Force structure*

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*Task Force Co-Chairs: Elizabeth Glazer, Zachary Carter*



## Task Force timeline



### *Plan for working together*

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1. Each working group will be staffed by robust teams that leverage subject matter expertise, analytic capacity, and project management acumen to push the work forward.
2. Working Group participants can expect:
  - Detailed work plans;
  - Routine meeting times and reliable scheduling;
  - Advance agendas and materials;
  - Research and analytics to inform discussion and decision-making; and
  - Swift documentation of decisions and action items.
3. Each meeting will involve a “now” and “future” component—to balance the implementation of changes on Rikers Island right now with a focus on innovation and planning for the future.

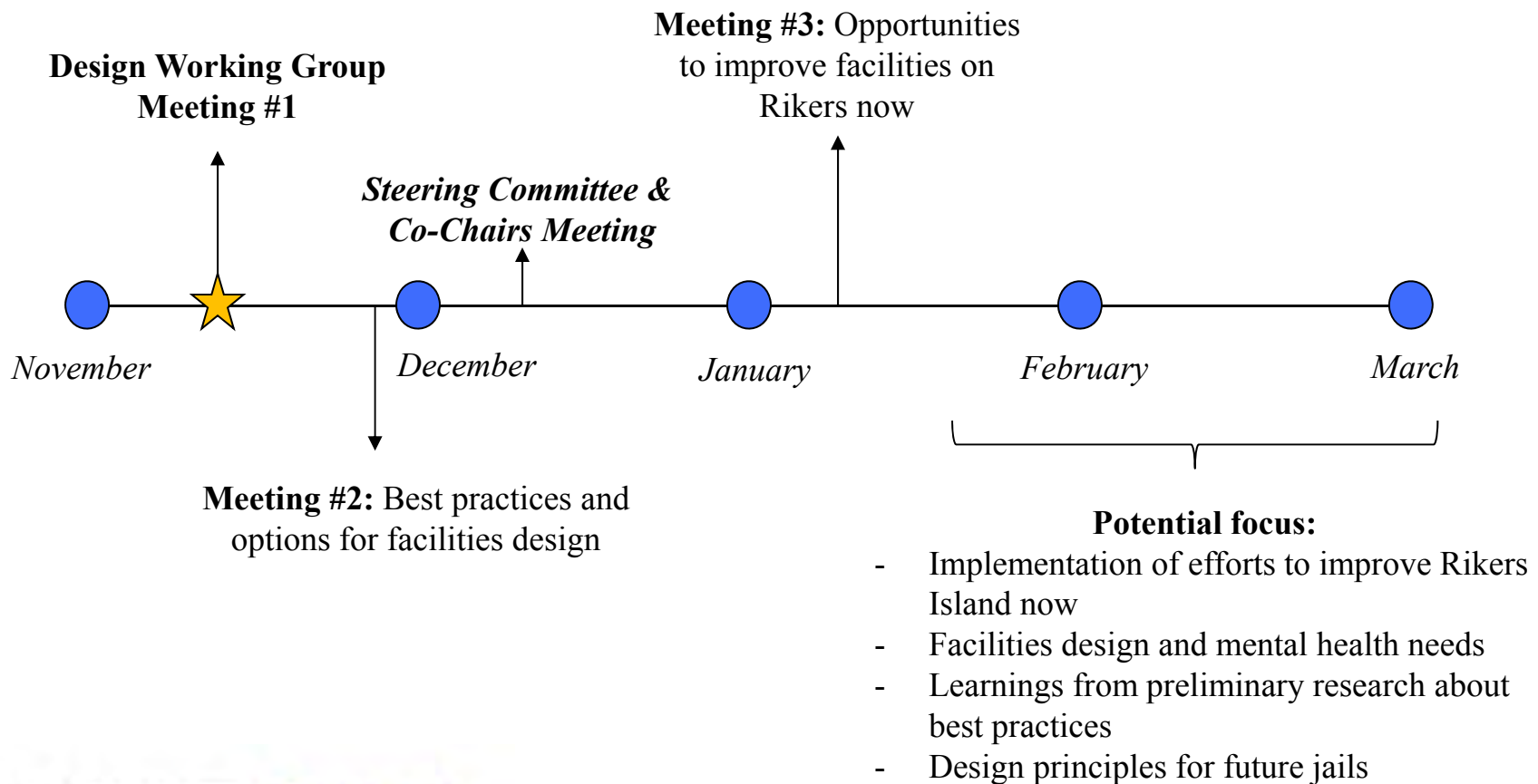
Working Group charge

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*The Design Working Group is charged with advising on policies to create jail facilities that encourage safety and opportunity for employees, volunteers, visitors, and incarcerated people by improving the City's existing facilities and envisioning a new jail system that does not rely on Rikers Island.*



## Anticipated meeting schedule



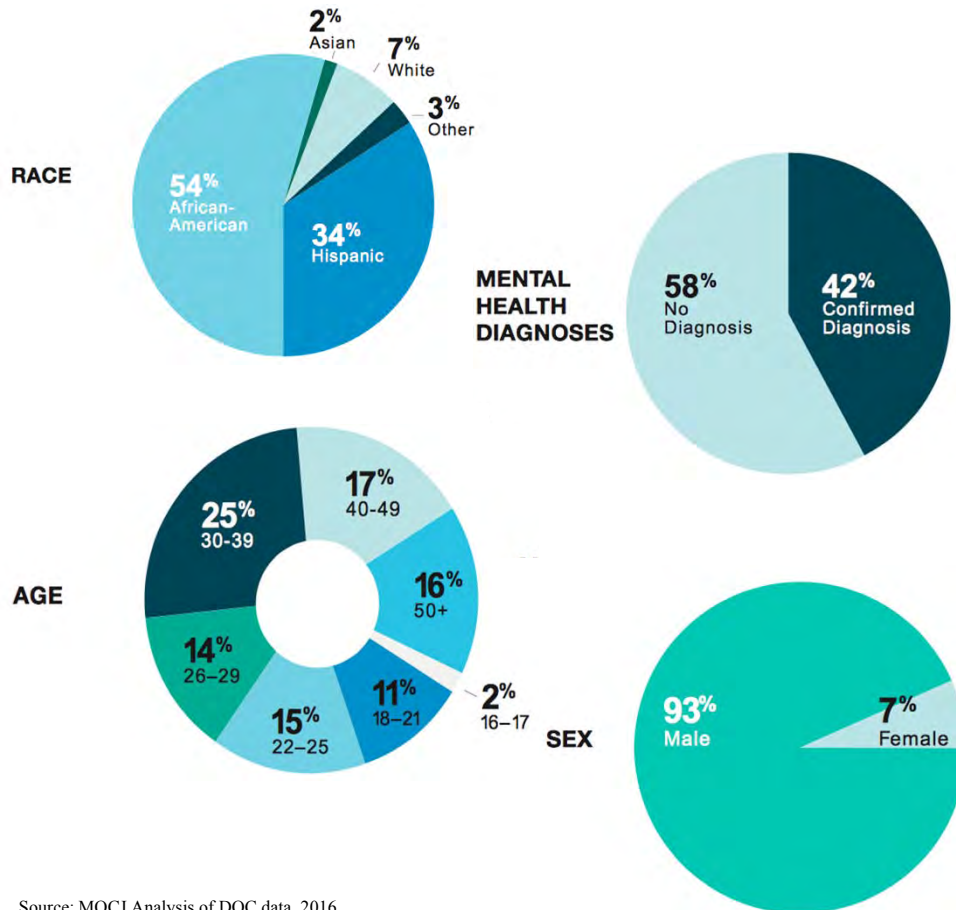
## *Agenda*

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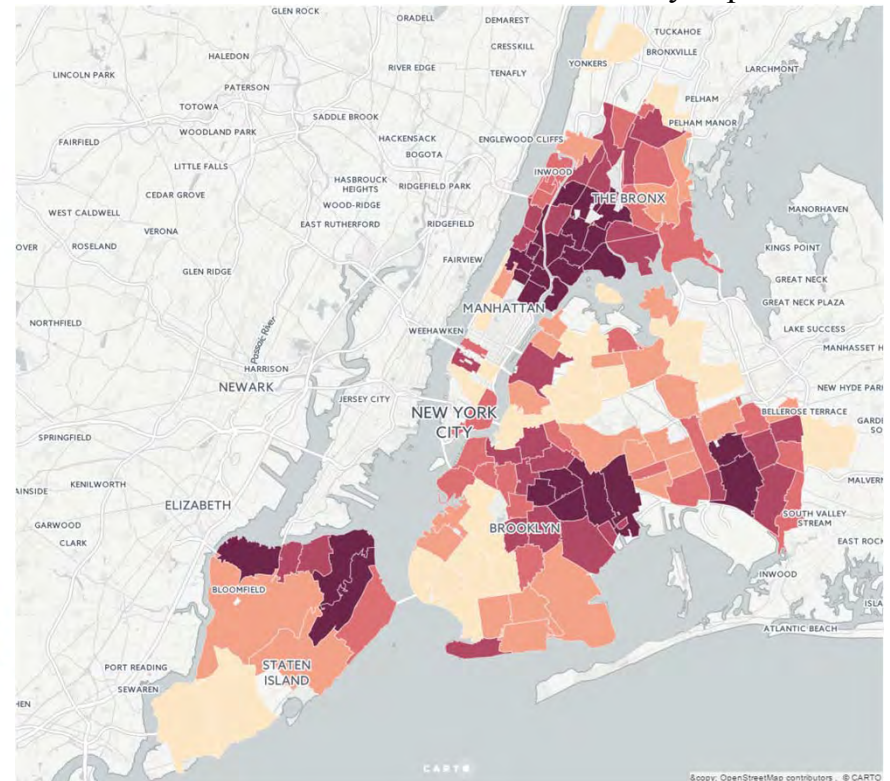
1. Our charge (10 minutes)
2. **Presentation: overview of Rikers today (30 minutes)**
  - a) **Brief jail population overview (MOCJ)**
  - b) **State of current jail facilities in New York City (MOCJ/DOC)**
  - c) **Strategies in the “Smaller, Safer, Fairer” report**
3. Discussion (40 minutes)
4. Closing and next steps (10 minutes)

## Justice Implementation Task Force

*The majority of those in jail are Black and/or Hispanic, male, under age 40, and from the Bronx or Brooklyn*

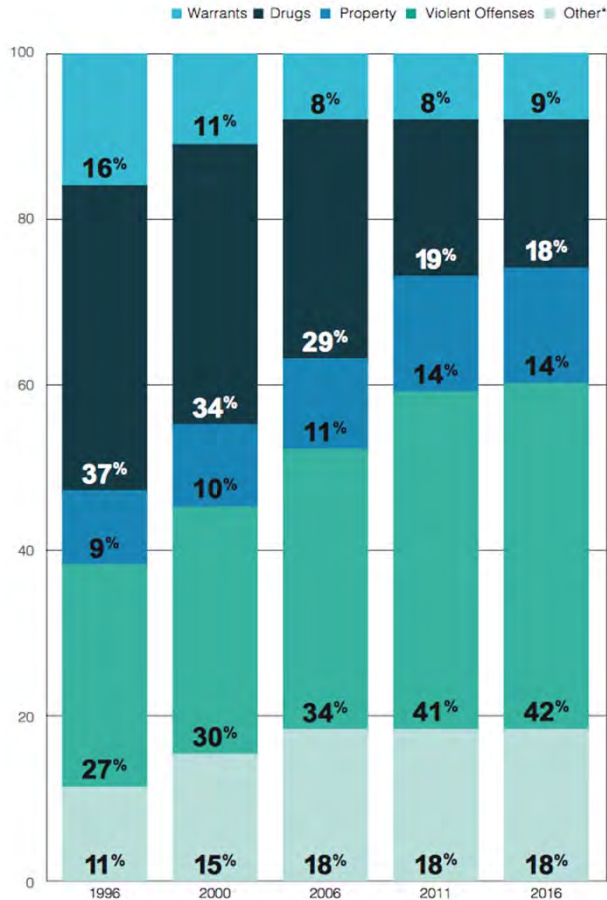


2016 DOC Admission Rate by Zip Code



Source: MOCJ Analysis of DOC data, 2016

*Fewer people are in jail for drugs, but more are in for violent offenses*



← *Mirroring the pattern of arrests, the number of people held on drug charges has fallen by 51% since 1996.*

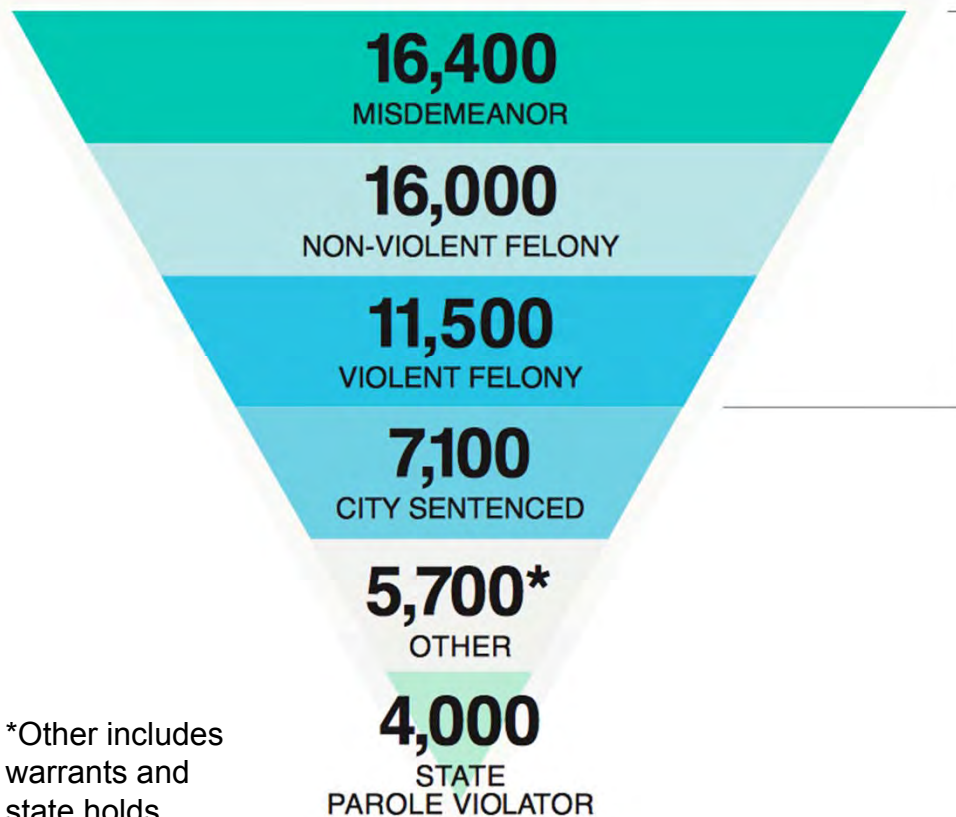
← *Over the same period, the proportion of people held on violent charges has increased by 56%.*

*69% of today's jail population is at medium or high risk of missing future court appearances.*

Source: MOCJ Analysis of DOC data, 2016

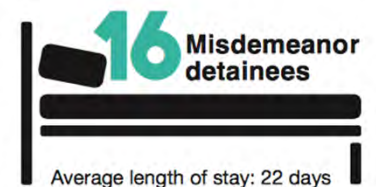
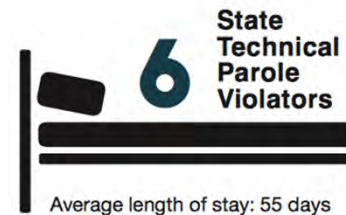
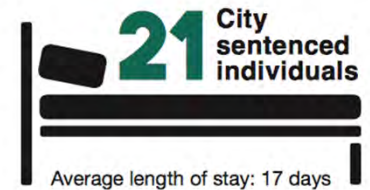
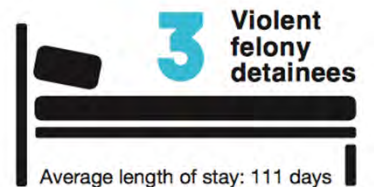
Bed savings occur when fewer people stay in DOC custody for shorter amounts of time

There were approximately **61,000 admissions** to New York City Jails in 2016



\*Other includes warrants and state holds

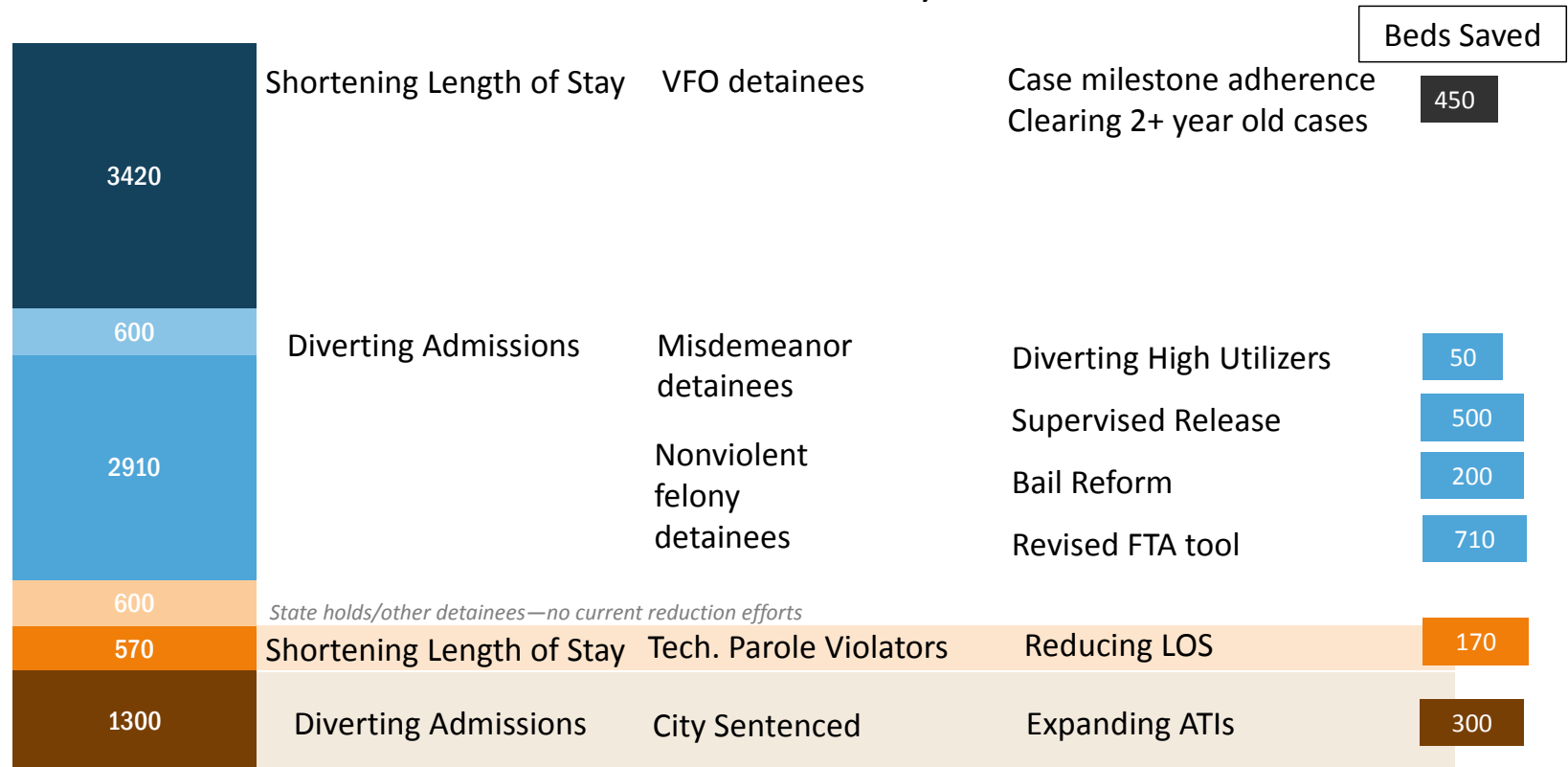
To save 1 bed annually, the system would need to divert or release, on average:



## Justice Implementation Task Force

### Interventions and target populations

DOC Pop. before interventions: 9,400      After 5-year interventions: 7000

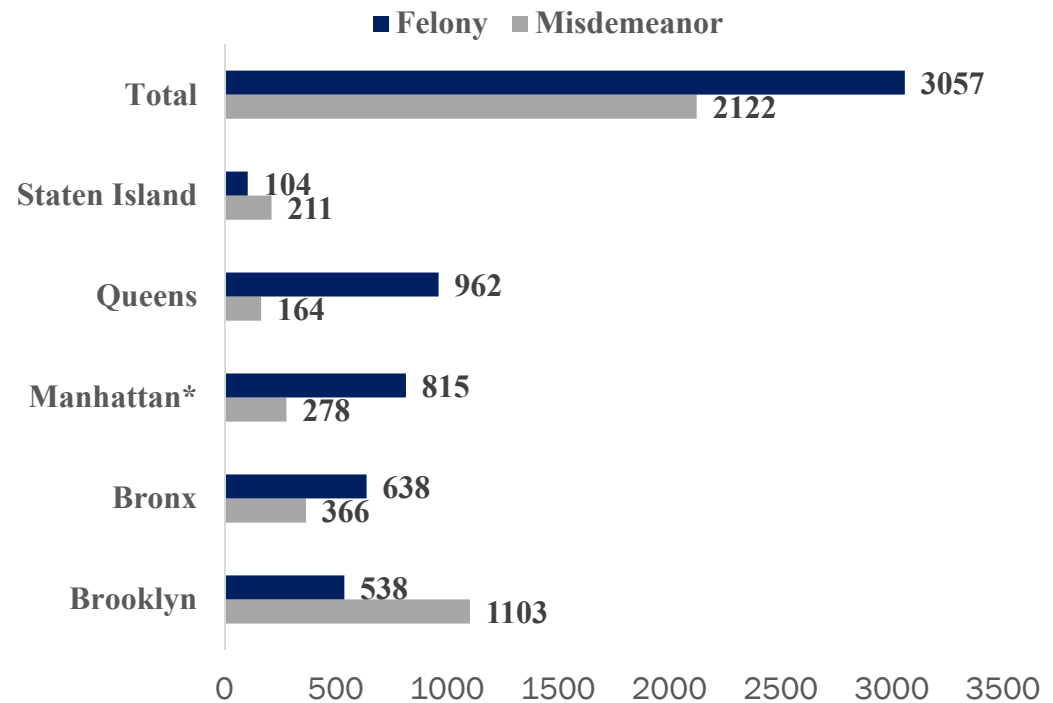
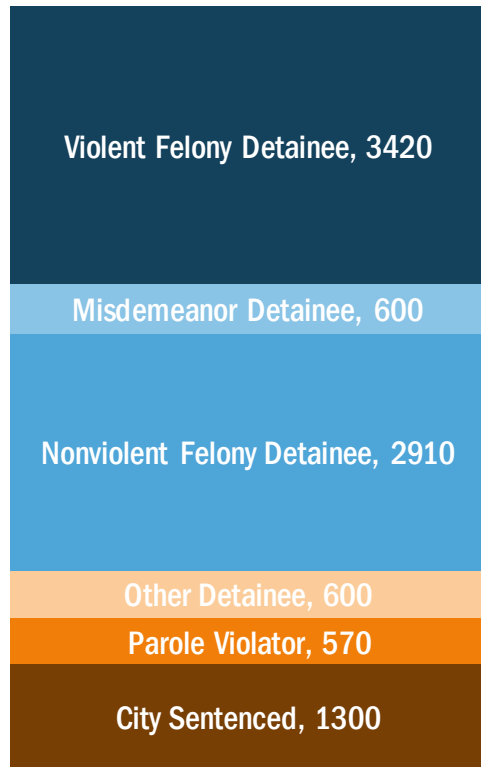


Source: MOCJ Analysis of DOC data, 2016



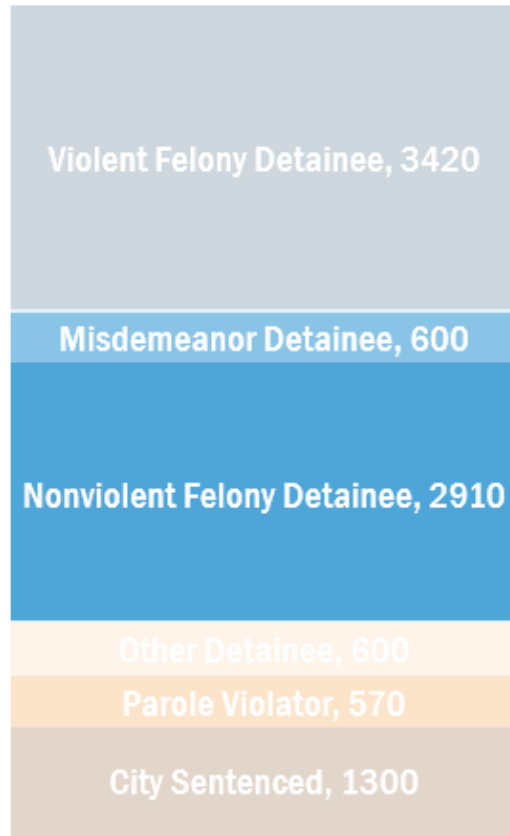
## Reducing Admissions: Supervised Release

Since March 2016, Supervised Release has diverted over 5000 individuals from jail; majority charged with nonviolent felonies

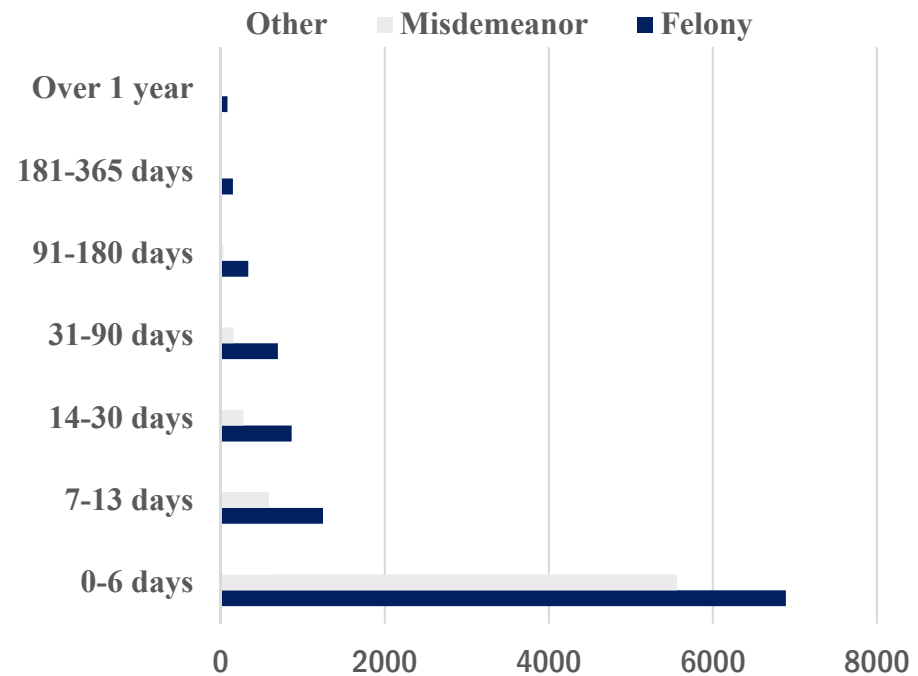


Source: Supervised Release Providers, 2017

## Reducing Admissions: Bail Reform



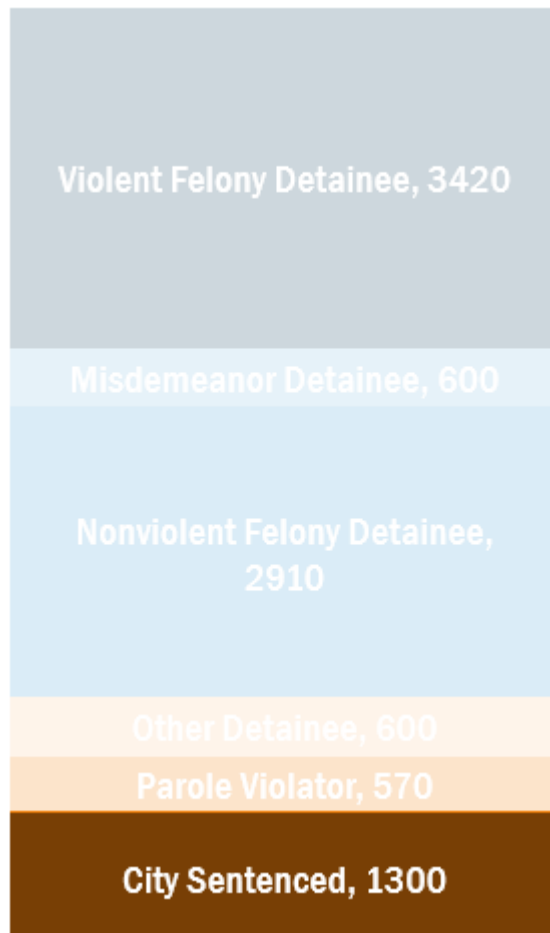
Of the detainees who post bail after arraignment, the vast majority (74%) post bail within a week.



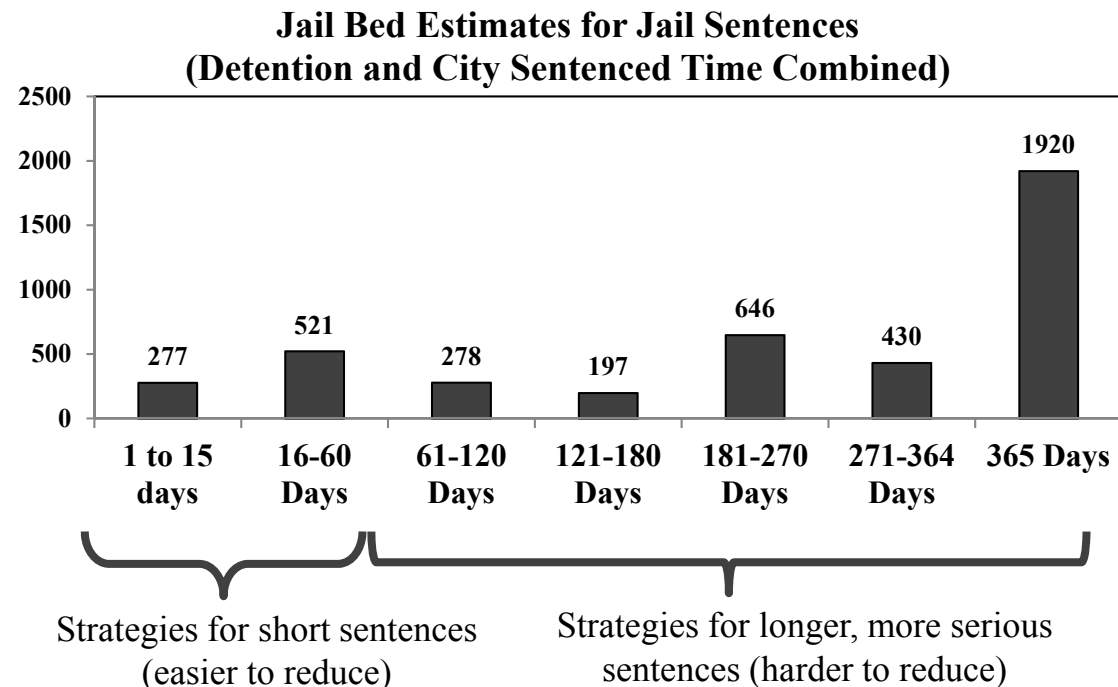
Source: MOCJ Analysis of DOC data, 2016



## Reducing Admissions: Expanding Alternatives to Incarceration



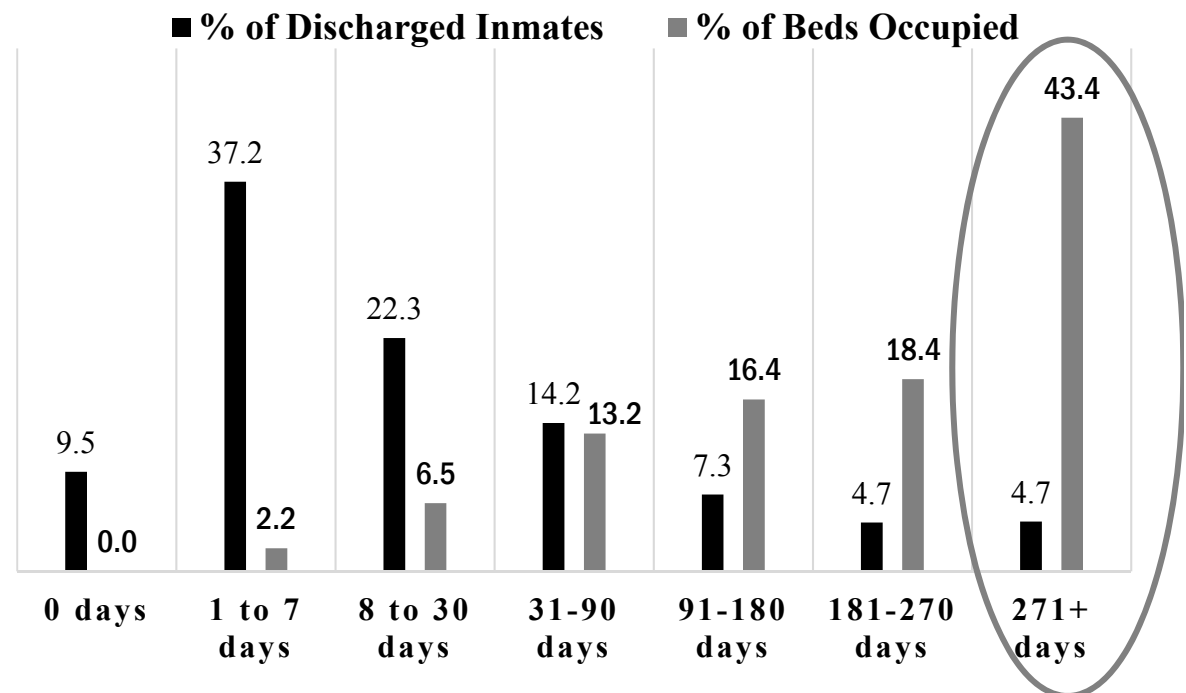
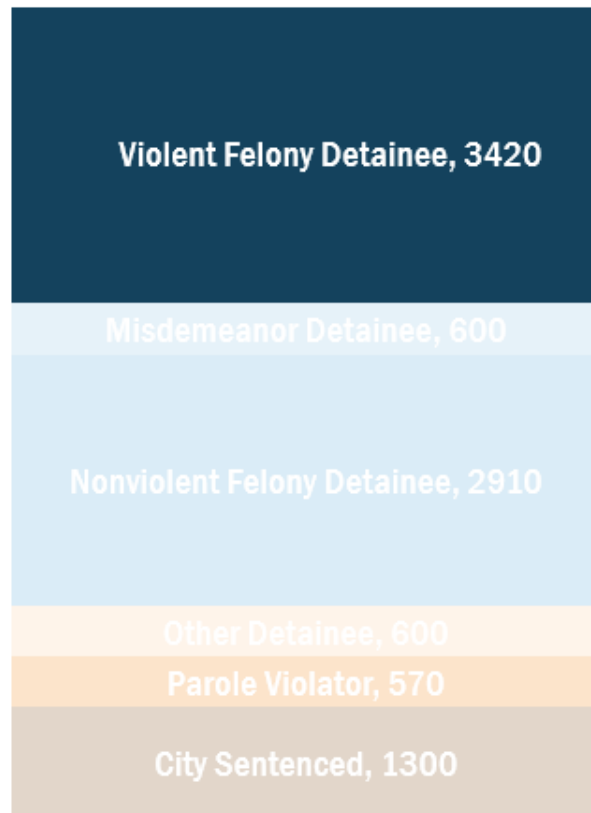
Annually, approximately 800 beds are occupied by individuals ultimately sentenced to 60 days or under. 3,400 beds are occupied by individuals ultimately sentenced to 60 days to one year.



Source: MOCJ Analysis of DOC data, 2016

## Reducing Length of Stay: Case Processing

Five percent of DOC discharges occupy 43% of the annual beds. If the average length of detention for a non-homicide violent felony case were 20 days shorter than it currently is, there would be 450 fewer people in New York City jails today.



Source: MOCJ Analysis of DOC data, 2016

*Interventions are projected to result in an ADP of 7,000 by 2022*

Diverting Admissions	Projected Daily Population Reduction
1. Revised Risk Assessments	710
2. Bail Reform	200
3. Expanded Pre-Trial Diversion	500
4. Alternatives to Jail Sentences	300
5. Behavioral Health Interventions	50
6. Women-Specific Interventions	20
Shortening Length of Stay	
7. Case Processing for Technical Parole Violators	170
8. Case Processing for Pretrial Detainees	450
<b>Total Projected 5-year Reduction</b>	<b>2,400</b>

*Facilities overview*

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*Facilities overview**Rikers Island Facilities*

Facility	Year Built	Current Bed Capacity	Notes
AMKC	1977	2,346	Detox Unit, Mental Health Center
RNDC	1972	1,023	All 16- and 17- year-olds
EMTC	1965	1,647	Sentences of less than 1 year
GMDC	1969	937	50 separate housing areas
GRVC	1991	883	Includes Punitive Segregation Unit
NIC	1935	338	Infirmery; special pops by end of year
OBCC	1985	1,212	Includes Enhanced Supervision Housing
RMSC	1988	1,287	Women's only facility
West Facility	1991	CDU-70	Contagious Disease Unit and special pops

Sources: DOC website, DOC census report, 11/2/17

## *Facilities overview*

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### *Borough Facilities*

Facility	Year Built	Bed Capacity	Notes
BKDC	1957 (renovated 2011-13)	688	Most undergoing intake process or facing trial in Kings/Richmond County
MDC	1983/1990	876	North and South Towers—most undergoing intake process or facing trial in New York County. Includes special populations.
VCBC	1992	760	Detention facility for intake processing for both Bronx and Queens
QDC	1961	No overnight stays; holding only	Only the court facility is operating

*Source: DOC website*

*Design strategies in the City's plan*

Strategy	Status
<i>Repair all existing jail facilities, including those on Rikers Island.</i>	In progress
<i>Move all 16- and 17-year-olds off Rikers Island (coordinated with RTA Task Force).</i>	Planning for launch
<i>Expand dedicated housing for people with serious mental illness.</i>	In progress
<i>Use technology to reduce violence.</i> <ul style="list-style-type: none"> <li>a. Expand technology tools to ensure individuals get to medical and court appointments.</li> <li>b. Improve the grievance system.</li> <li>c. Implement full camera coverage on Rikers Island.</li> </ul>	<ul style="list-style-type: none"> <li>a. Planning for launch</li> <li>b. Planning for launch</li> <li>c. In progress</li> </ul>
<i>Improve officer safety.</i> <ul style="list-style-type: none"> <li>a. Create a new DOC training academy and modern training curriculum.</li> <li>b. Ensure adequate, effective staffing levels at DOC.</li> </ul>	<ul style="list-style-type: none"> <li>a. In progress</li> <li>b. In progress</li> </ul>

## *Agenda*

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1. Our charge (10 minutes)
2. Presentation: overview of Rikers today (30 minutes)
5. **Discussion (40 minutes)**
6. Closing and next steps (10 minutes)



*Discussion questions*

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- What are the most pressing design or environmental issues with the current facilities on Rikers Island?
- What can we do to improve the existing facilities, beyond the strategies laid out in the report?

*Discussion questions*

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- What is our overall vision for a new jail system? What are the ideal design principles or features of a future jail system in New York City?
- What special populations do we need to account for, and what are their needs?

*Discussion questions*

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- What do we want to know more about? Where do we need additional research or data analytics?
- Where should we focus our efforts first?

## *Agenda*

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1. Our charge (10 minutes)
2. Presentation: overview of Rikers today (30 minutes)
3. Discussion (40 minutes)
4. **Closing and next steps (10 minutes)**



*Design Working Group Meeting #2*

*November 30, 2017*

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Justice Implementation Task Force

## *Agenda*

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1. **Introduction (10 minutes)**
  - a. **Where we are and goals of the meeting**
  - b. **RFP for master plan for borough-based jail system**
2. Presentation: best practices in facilities design (40 minutes)
3. Discussion (35 minutes)
4. Closing and next steps (5 minutes)

*RFP for master plan for borough-based jail system*

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***Project Scope Overview***

- Investigation and assessment of three existing DOC facilities (Manhattan, Brooklyn, Queens) to determine how to expand or reconstruct.
- Identification and investigation of additional sites, with a focus on neighborhood integration and fair share analysis.
- Study will culminate in a master plan for the phasing out of existing facilities and operations on Rikers Island that aligns with a Master Plan for standing up a borough based jail system with a capacity to house 5,000 people.

## *RFP for master plan for borough-based jail system*

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### ***Key Project Considerations***

- Study shall include robust community engagement, including meetings, surveys and workshops with neighborhood residents, facility staff, city agency staff, providers, attorneys, and formerly incarcerated individuals and their families.
- Consultants shall use design principles consistent with minimum NYS-SCOC and NYC-BOC Standard for Design Guidelines, and other design principles recommended by the Design Working Group of the Justice Implementation Task Force.

### ***Projected Timeline***

- Q1 2018 – Identify consultant and register contract
- Q4 2018 – complete study



## *Agenda*

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1. Introduction (10 minutes)
2. **Presentation: best practices in facilities design (40 minutes)**
  - a. **Case studies and key takeaways**
  - b. **Justice in Design process and findings**
3. Discussion (35 minutes)
4. Closing and next steps (5 minutes)

# CHICAGO METROPOLITAN CORRECTIONAL CENTER

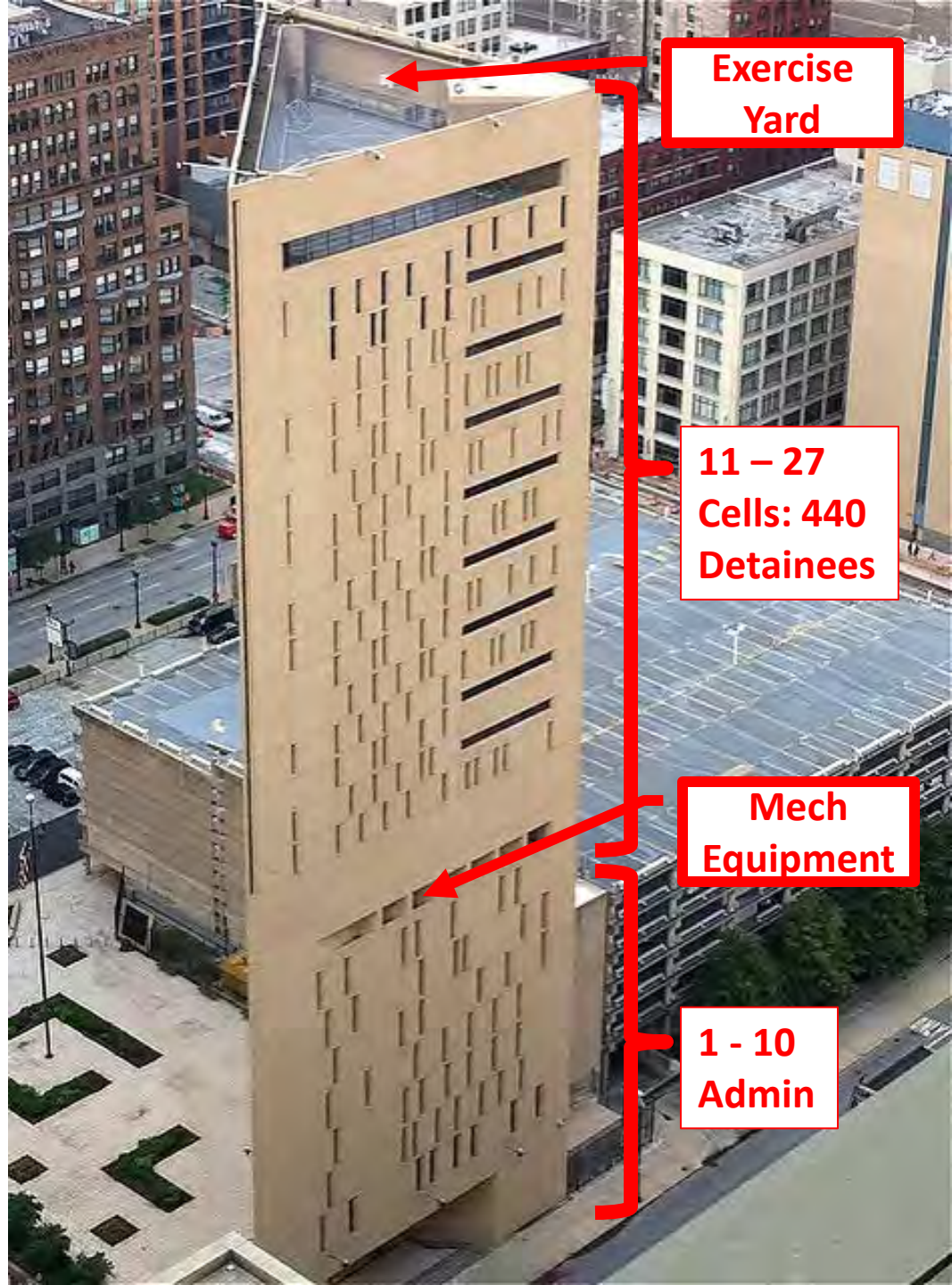
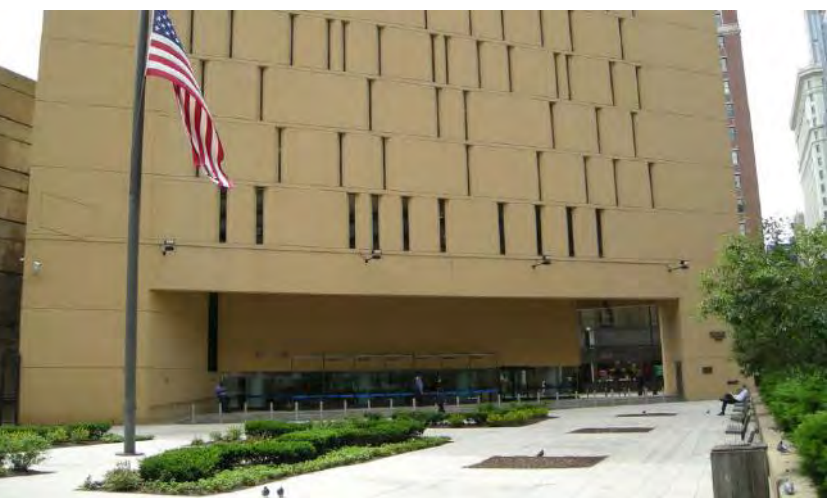
- 27 Stories
- Self contained modules of 44 people
- Centralized double height common area
- Direct supervision from central guard station

## Challenges of High Rise Detention Facilities



- Dependent on elevators
- Limitation on outdoor activities
- Intimidating/overwhelming for staff and detainees

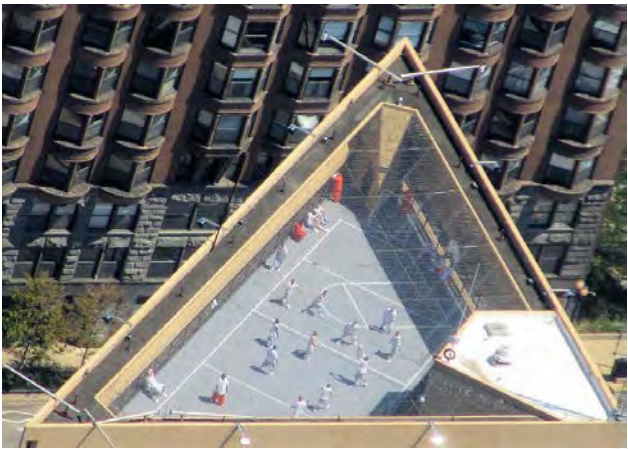
## Welcoming Civic Spaces and Buildings



- Higher civic trust
- Greater trust in government and civic pride
- Perception of building as welcoming and inclusive

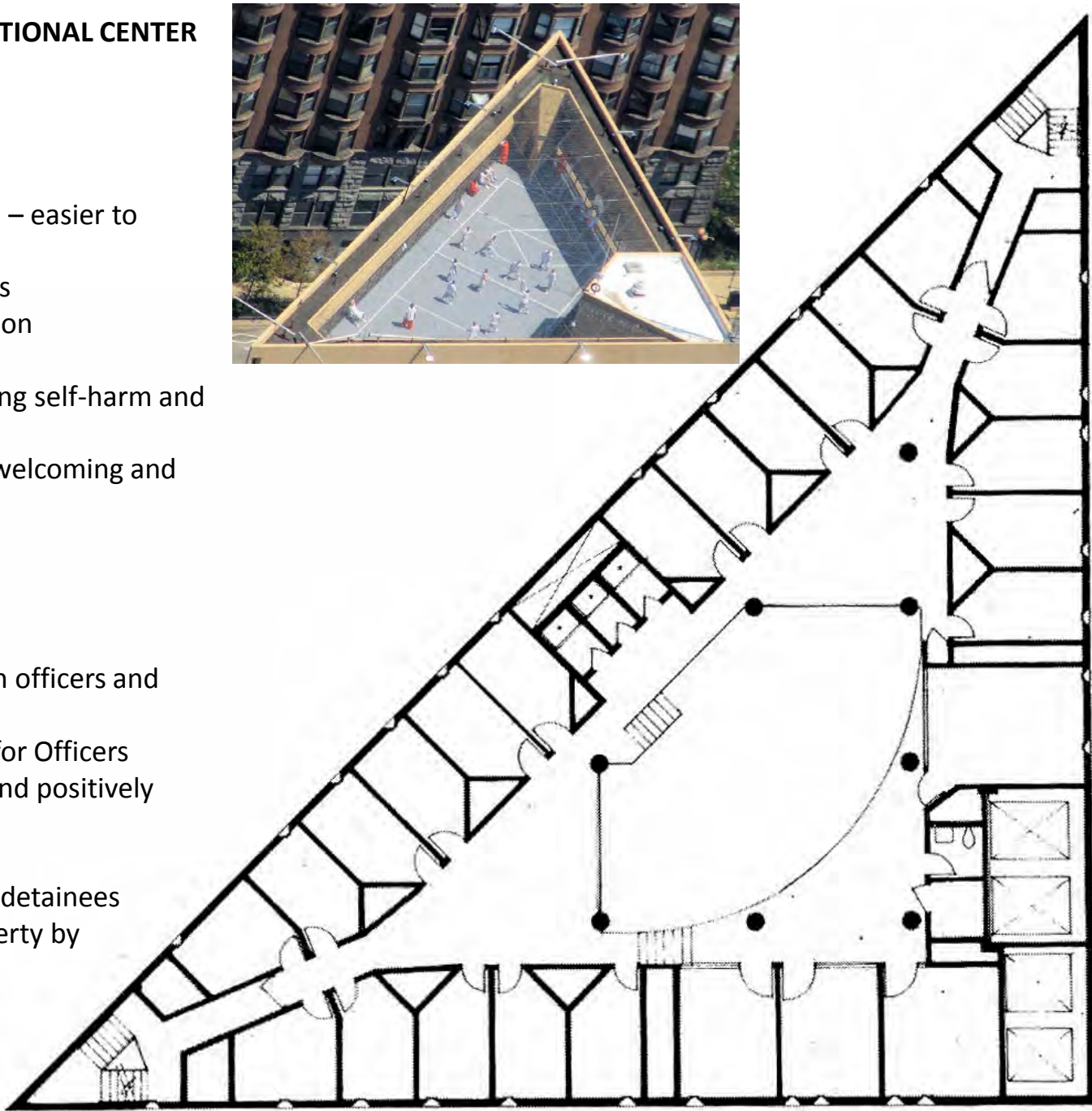


# CHICAGO METROPOLITAN CORRECTIONAL CENTER

- **Access to Natural Light**
- Relaxed state of detainees – easier to manage
  - Improved health outcomes
  - Compliance and cooperation
- 
- Incidents of assault, bullying self-harm and suicide
  - Perception of building as welcoming and inclusive



- **Direct Supervision**
- Communication between officers and detainees
  - Greater job satisfaction for Officers
  - Effectivity in managing and positively influencing detainees
- 
- Fewer assaults between detainees
  - Less destruction of property by detainees



Ray, Leah. "Opposing Mies: The Triangular Constructs of Harry Weese." In Chicago Architecture: Histories, Revisions, Alternatives, edited by Charles Waldheim and Katerina Rüedi Ray.



# AMSTERDAM-OVERAMSTEL: Netherlands, Amsterdam

- Opened in 1978 and closed in 2016
- 6 Towers and 6 outdoor areas – 14 Stories
- Towers connected by tunnel
- 2 Towers = Psychiatric use / 4 Towers = Pre-trial detention

## Open, Multipurpose, Active

- Acceptance of incarceration
- Compliance and Cooperation
- Odds of violent incidents
- Buildup of aggression



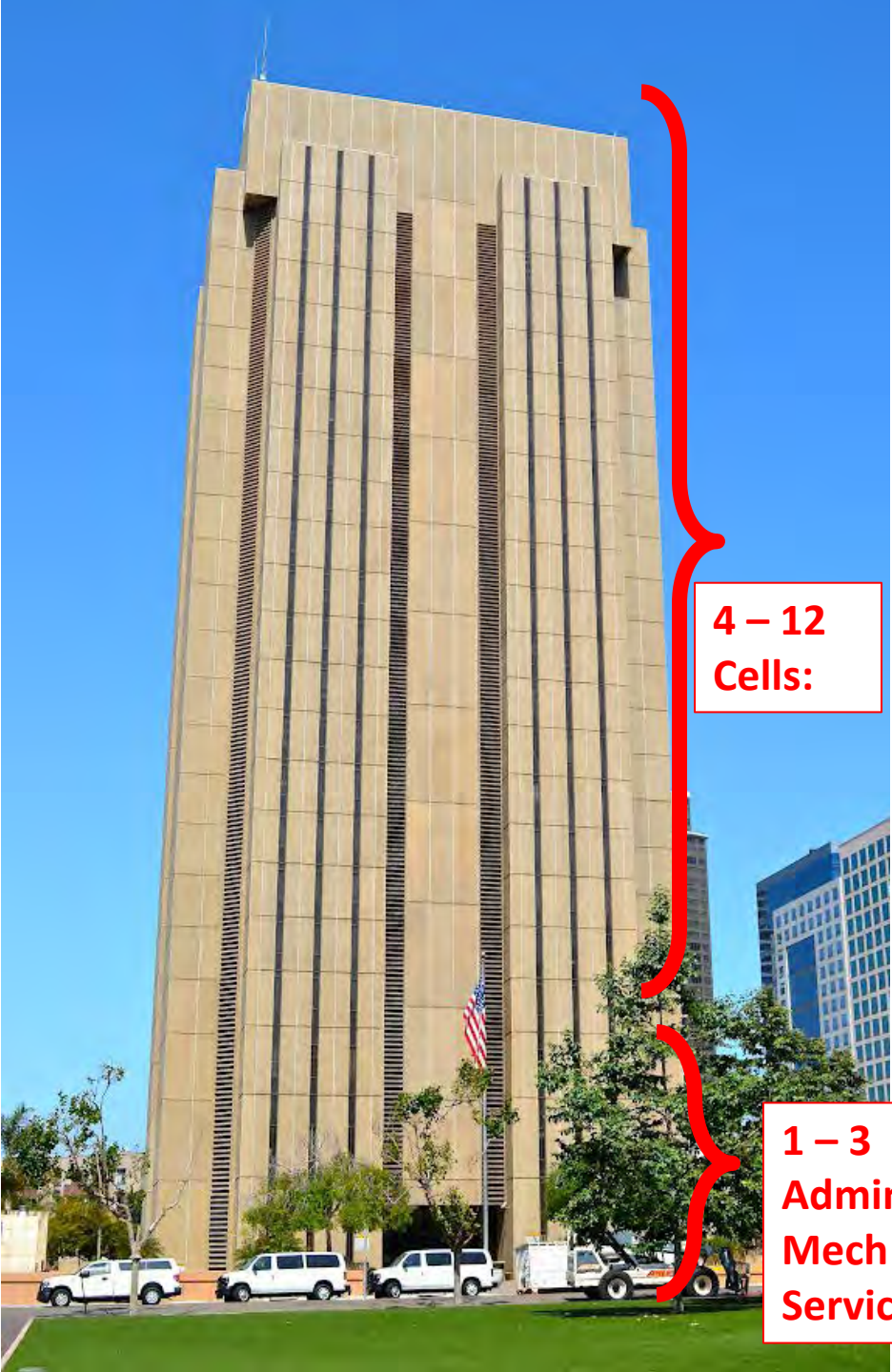
# SAN DIEGO METROPOLITAN CORRECTIONAL CENTER

- 23 Stories
- 1,300 detainees: 48 rooms per floor
- Decentralized concept: visiting, recreation, feeding, treatment programs on each floor



## Decentralized Concept / Smaller Facilities

- Healthy relationships
- Purposeful activity
- Humane treatment of detainees
- Detainee rehabilitation
- Officer-detainee personal relationships
- Safety



**4 – 12**  
**Cells:**

**1 – 3**  
**Admin**  
**Mech**  
**Service**





JUSTICE IN DESIGN

**JUSTICE IN DESIGN TEAM**

**DAN GALLAGHER**, AIA, NADAAA

**NADER TEHRANI**, NADAAA; DEAN, IRWIN S. CHANIN SCHOOL OF ARCHITECTURE AT THE COOPER UNION

**SUSAN GOTTESFELD**, OSBORNE ASSOCIATION

**KAREN KUBEY**, URBANIST

**SUSAN OPOTOW**, JOHN JAY COLLEGE OF CRIMINAL JUSTICE AND THE GRADUATE CENTER OF CUNY

**JAYNE MOONEY**, JOHN JAY COLLEGE OF CRIMINAL JUSTICE AND THE GRADUATE CENTER OF CUNY

**VAN  
ALLEN**

**INSTITUTE**

**The Independent  
Commission for  
New York City  
Criminal Justice and  
Incarceration Reform**









TOP: RIKERS ISLAND, 2011  
AP PHOTO / BEBETO MATTHEWS

RIGHT: RIKERS ISLAND, 2015  
AP PHOTO / SETH WENIG







2016 RALLY IN NEW YORK CITY  
PHOTO BY DAVID ETHERIDGE-BARTOW

## **TEAM VALUES**

**Bring our collective imagination and skills to identify principles for urban jails and related programs.**

**During the PROCESS are:**

- **attentive to the issues, concerns, and needs multiple stakeholders**
- **attentive to accessibility and safety**
- **utilize a process that is inclusive in all aspects: communication, planning, etc.**
- **consistent with ethical principles of our field**

**Create OUTCOMES, that:**

- **foster constructive connections between the institution of the jail and the context in which it is situated**
- **foster the wellbeing of people living and working in and visiting these institutions, including physical and mental health**
- **reduce violence and improve outcome**
- **attend to the role of the built environment in fostering caring and respectful connections among people**
- **provide a secure interface between the jail or detention center and the larger community while encouraging mutually-productive programmatic contacts between those inside and outside**
- **accommodate a wide variety of programmatic activities**
- **permit residents' and workers' contact with nature (e.g., visually, sensorily, or other ways)**
- **allow flexibility for future modifications**
- **teach those who live, work, visit, or are neighbors to the building, by visible example, about sustainable, efficient, through aesthetically engaging design**





## **WORKSHOP ATTENDEES:**

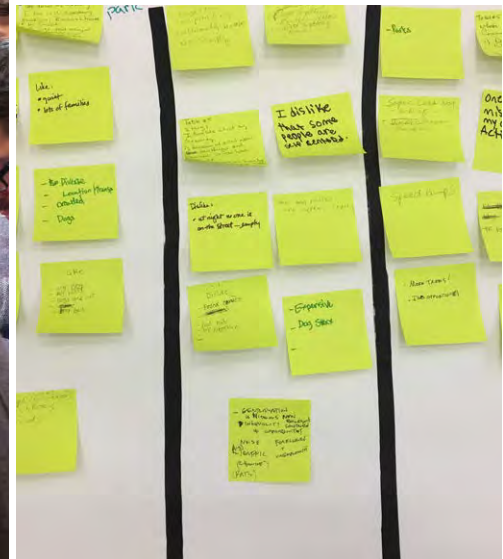
**Fortune Society  
mdrc  
Bronx Connect  
Osborne Association  
Bronx Workforce  
NYCHA  
Friends of Island Academy  
I-CAN  
Nat'l Assoc of Social Workers  
Just Leadership USA**

**Vera institute  
Councilman Brad Lander  
MOCJ  
Center for NuLeadership on Urban Solutions  
Black Alliance for Just Immigration  
Cobble Hill Association  
Willowtown Association  
Community Coordinator for Felix Ortez  
Atlantic Avenue Betterment Association  
Metropolitan College  
Councilman Levin's office  
Legal Aid Society  
Ricci Greene  
Juvenile Justice  
Raise the Age**

**New Haven Ministries  
Center for Court Innovation  
Innocence Project  
Former Corrections Captain  
Safe Horizon  
Catholic Migration Services  
Queens Family Justice Center  
Queen Child Advocacy Center  
Kew Gardens Civic Association  
JASA  
Station of Hope Ministry  
CASES  
Correction Officers Union**

**Psychologists  
Doctors  
Neighborhood Business Owners  
Neighborhood Residents  
Architects  
Lawyers  
Art Therapist**



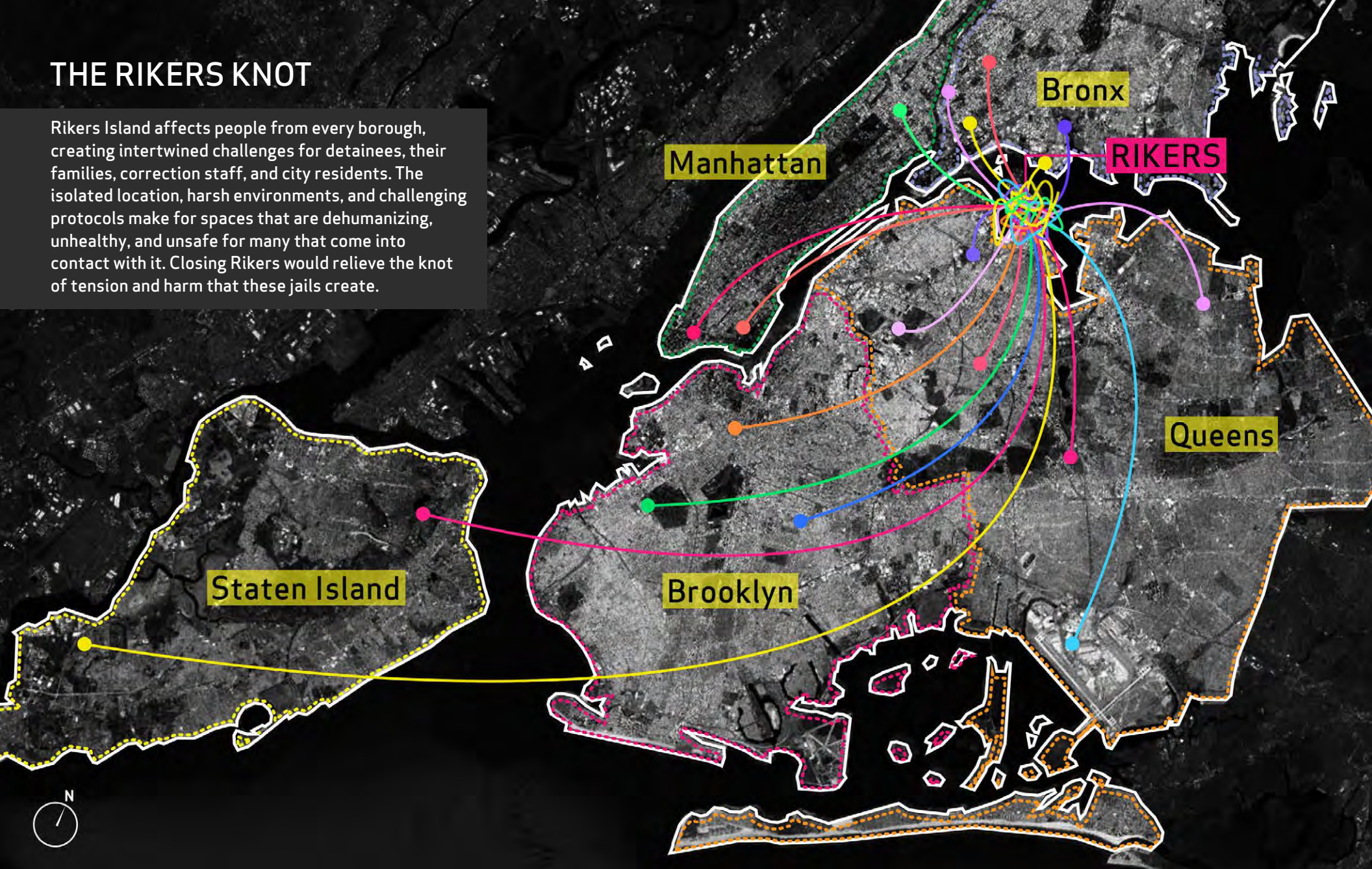


## WORKSHOP PROCESS



# THE RIKERS KNOT

Rikers Island affects people from every borough, creating intertwined challenges for detainees, their families, correction staff, and city residents. The isolated location, harsh environments, and challenging protocols make for spaces that are dehumanizing, unhealthy, and unsafe for many that come into contact with it. Closing Rikers would relieve the knot of tension and harm that these jails create.





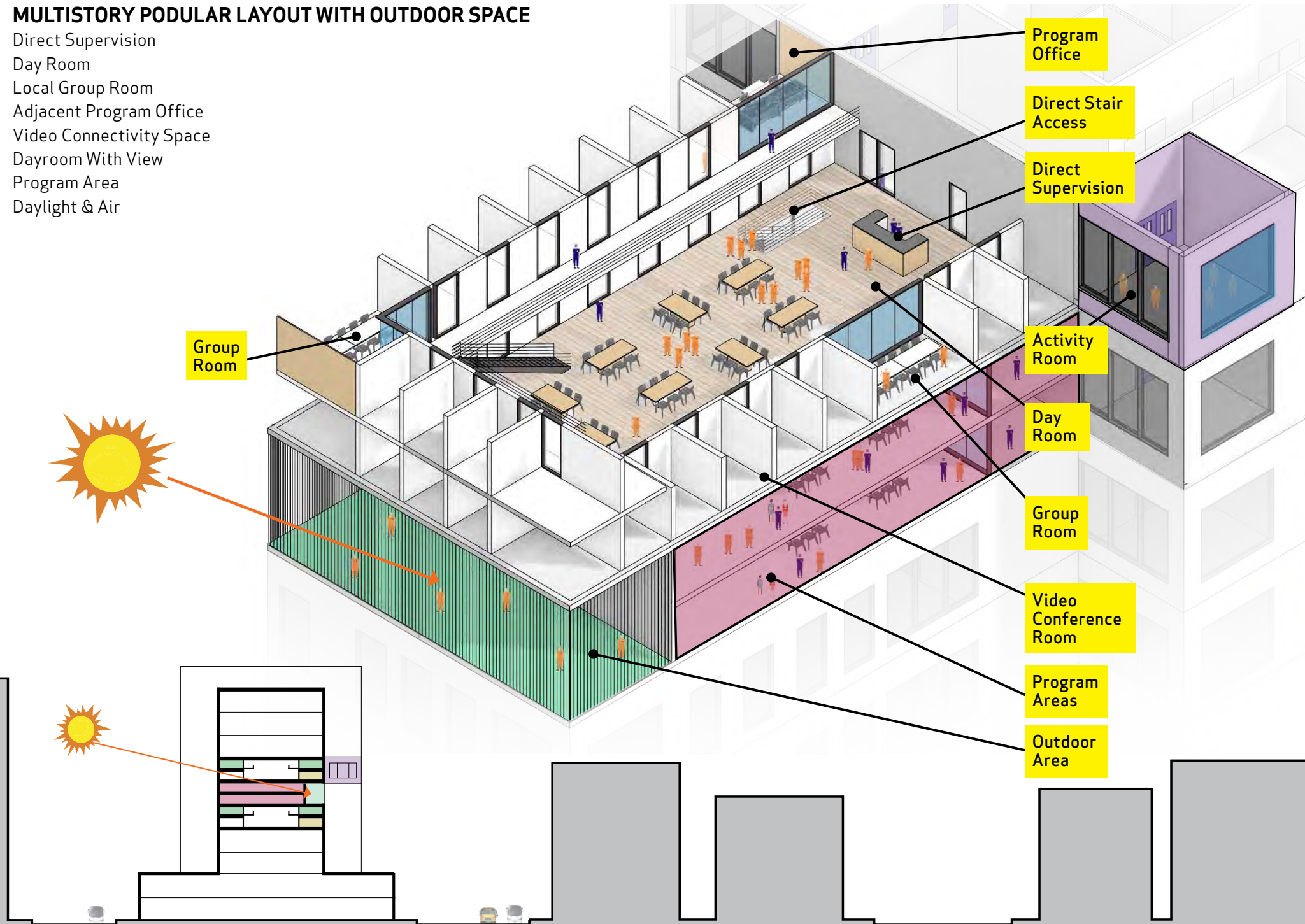


DESIGN PRINCIPLES AND OPPORTUNITIES  
INTERIOR SPACES



## MULTISTORY PODULAR LAYOUT WITH OUTDOOR SPACE

Direct Supervision  
Day Room  
Local Group Room  
Adjacent Program Office  
Video Connectivity Space  
Dayroom With View  
Program Area  
Daylight & Air



## OFFICER & ACTIVITY BREAK SPACES WITH OUTDOOR SPACE

Material & Finish Varieties

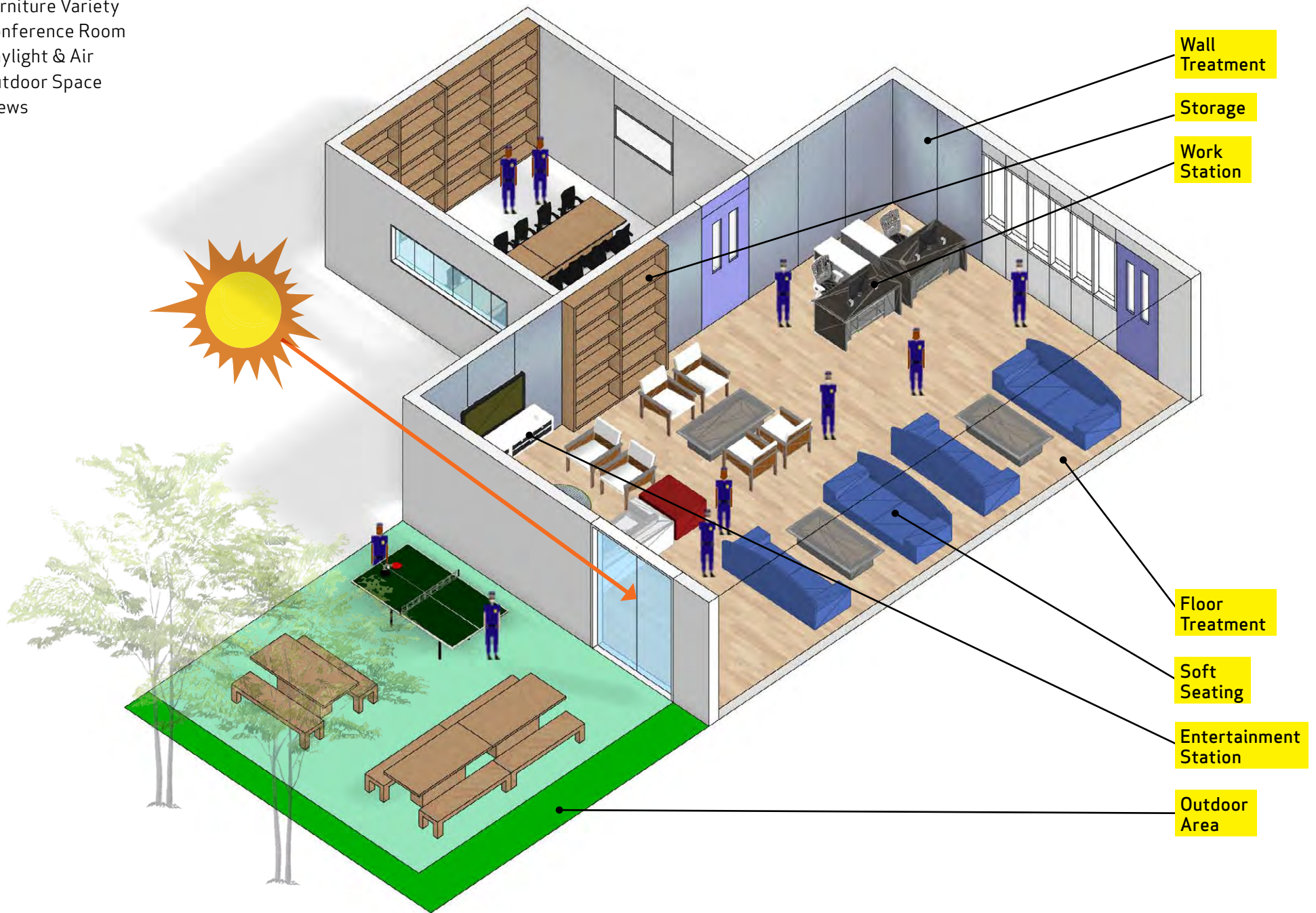
Furniture Variety

Conference Room

Daylight & Air

Outdoor Space

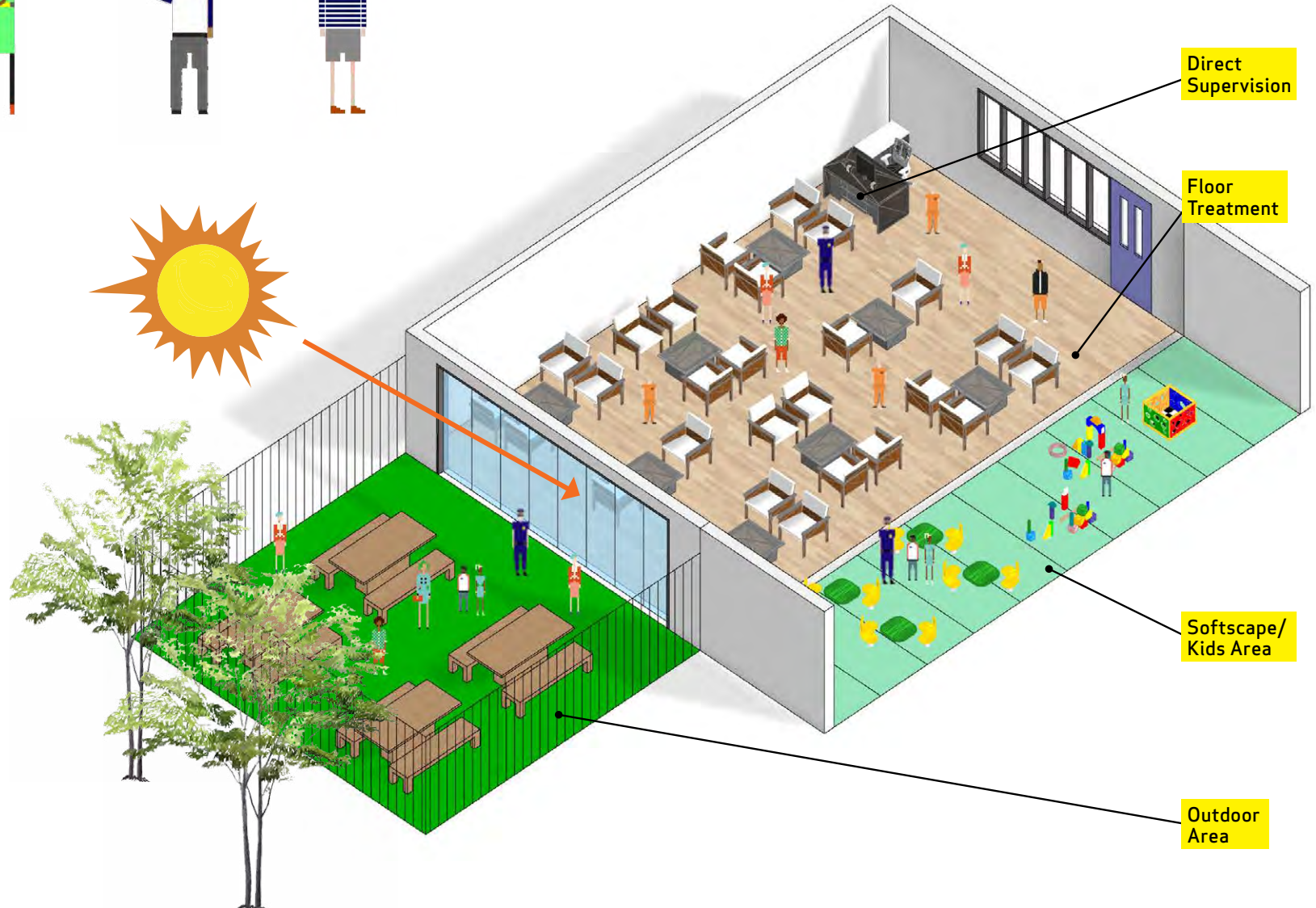
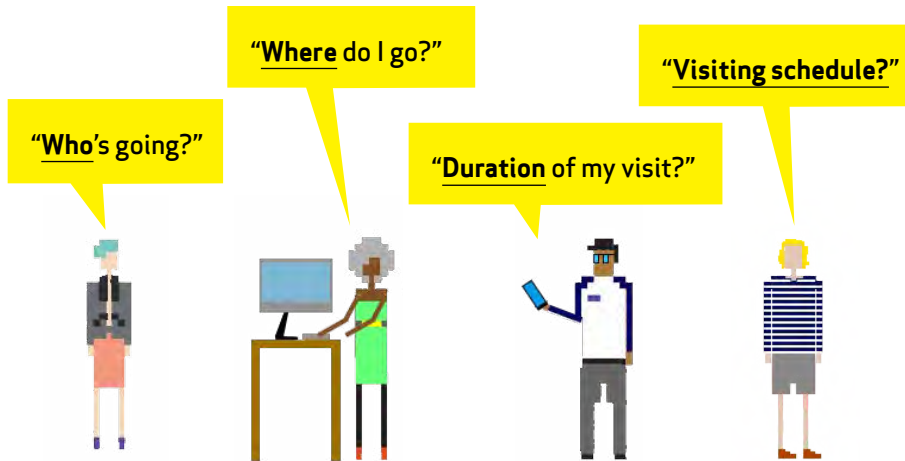
Views





## VISITOR EXPERIENCE

Material & Finish Varieties  
Comfortable Space  
Children's Area  
Daylight & Air  
Outdoor Area  
Views

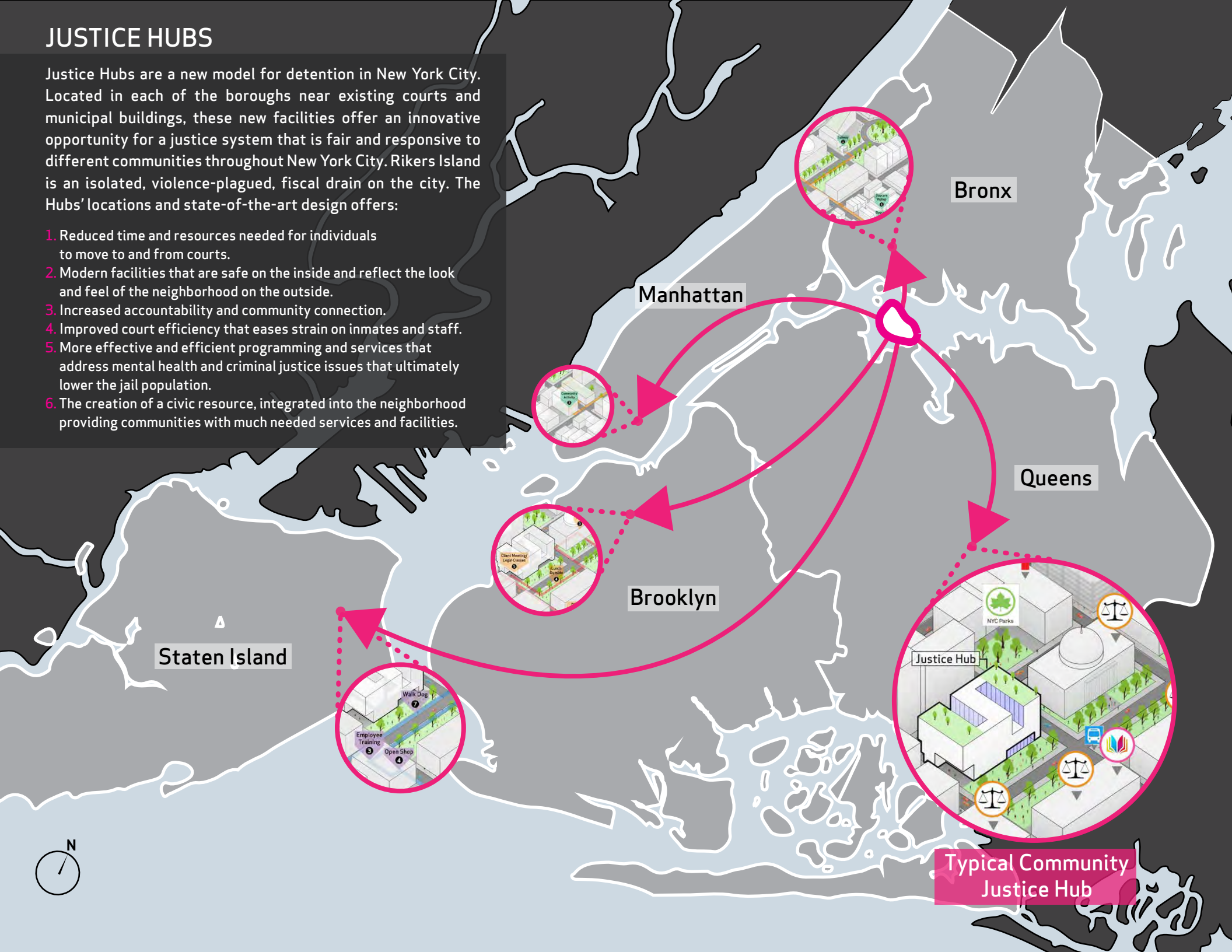


# COMMUNITY CONNECTIONS AND THE CIVIC EXPERIENCE

# JUSTICE HUBS

Justice Hubs are a new model for detention in New York City. Located in each of the boroughs near existing courts and municipal buildings, these new facilities offer an innovative opportunity for a justice system that is fair and responsive to different communities throughout New York City. Rikers Island is an isolated, violence-plagued, fiscal drain on the city. The Hubs' locations and state-of-the-art design offers:

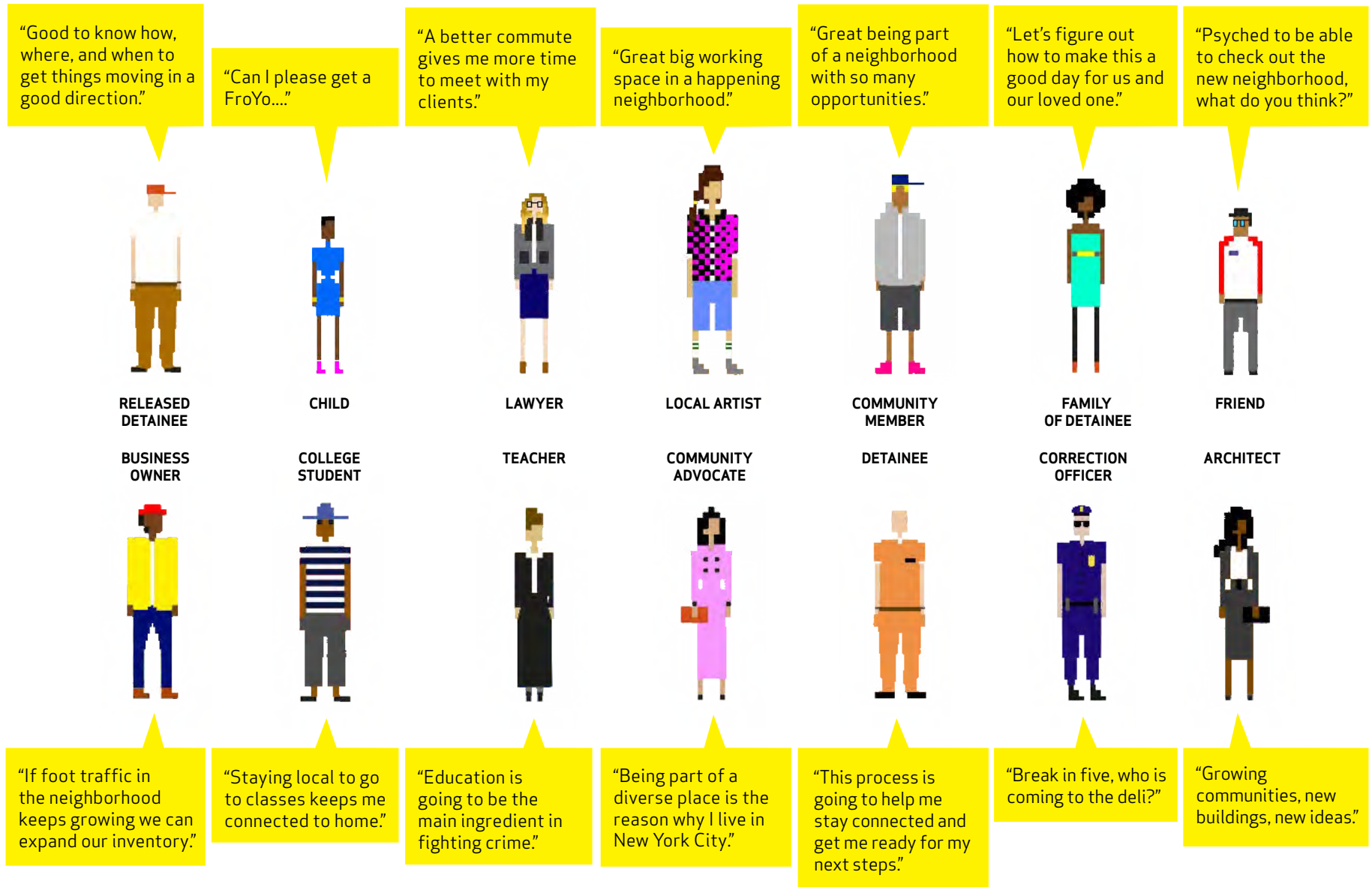
1. Reduced time and resources needed for individuals to move to and from courts.
2. Modern facilities that are safe on the inside and reflect the look and feel of the neighborhood on the outside.
3. Increased accountability and community connection.
4. Improved court efficiency that eases strain on inmates and staff.
5. More effective and efficient programming and services that address mental health and criminal justice issues that ultimately lower the jail population.
6. The creation of a civic resource, integrated into the neighborhood providing communities with much needed services and facilities.

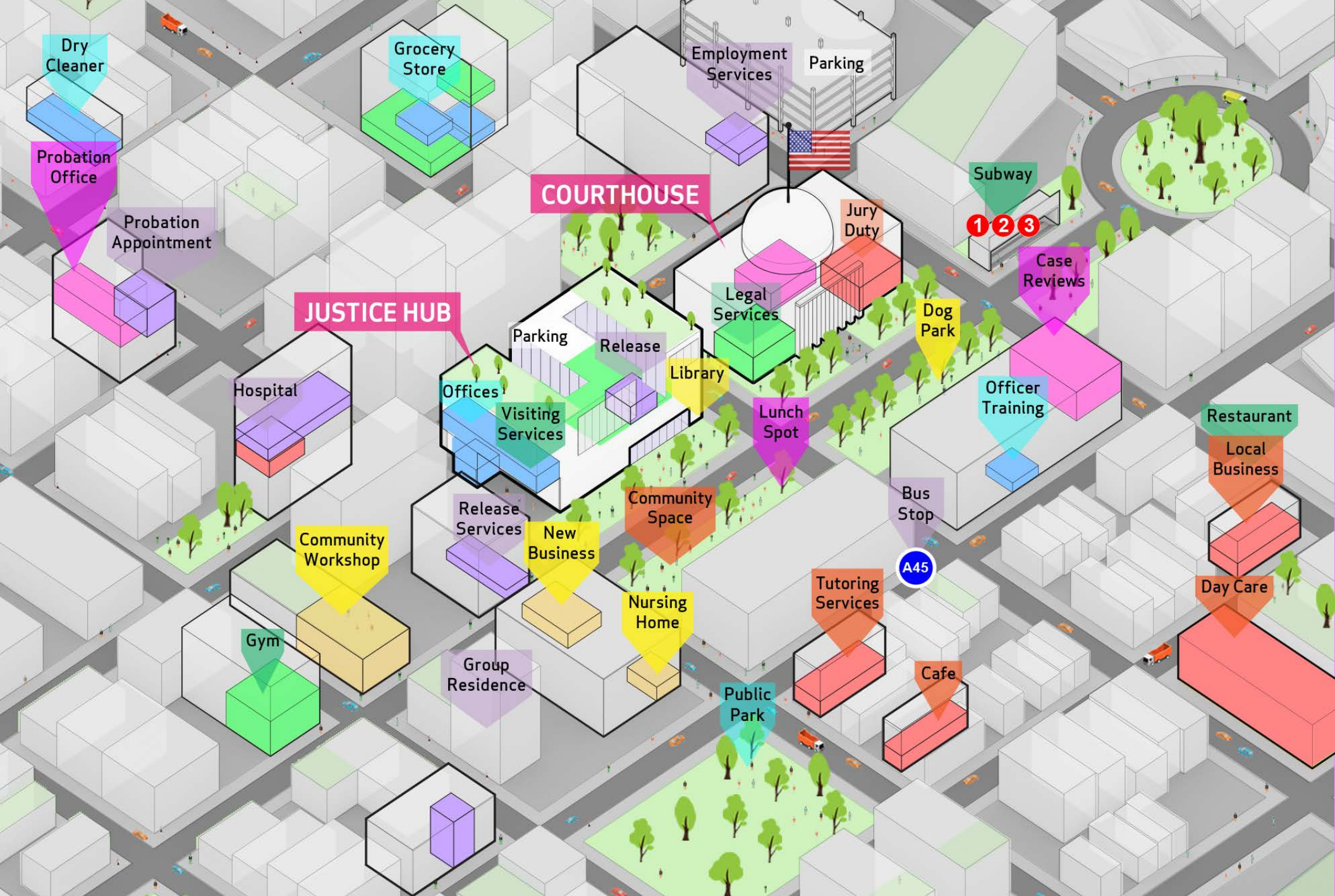




# CITY PEOPLE / DIVERSE NARRATIVES

Communities are defined by a diversity of people utilizing an array of places and programs in the City. The location, programming and services provided at a Justice Hub will benefit detainees, their families, jail staff and the broader community.





The Justice Hub offers a diversity of opportunities in the neighborhood and fosters healthy experiences. Its presence in the community enables a higher standard of local accountability for the criminal justice system. It not only supports a more just and efficient judicial process, but cultivates positive civic identity and understanding.



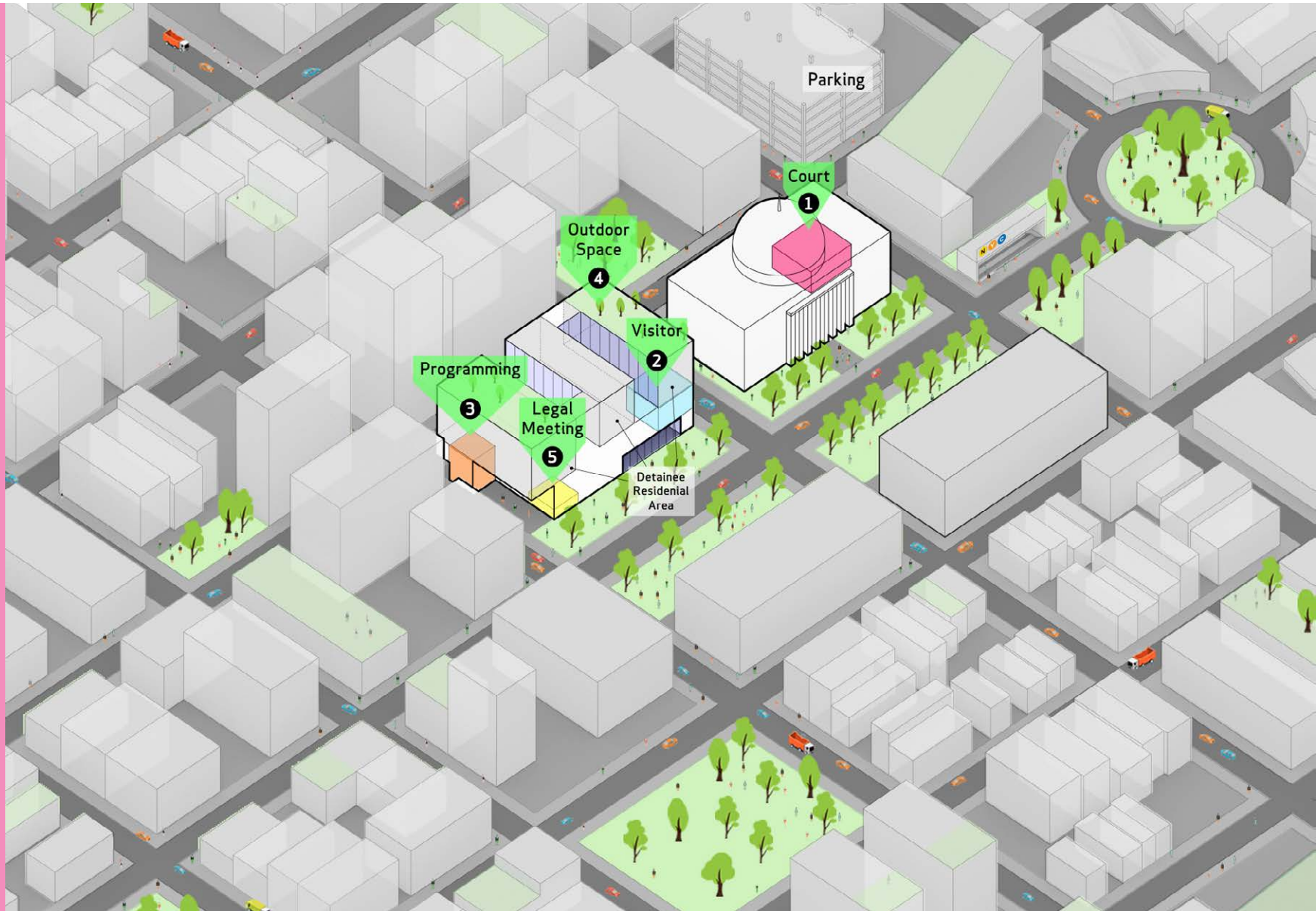
# CITY LIVING: A DAY IN THE LIFE

## DETAINEE

"This process is going to help me stay connected and get me ready for my next steps."



A **Justice Hub** benefits the detainee by providing a faster judicial process, better access to health services and programming, more frequent access to family visits and legal support, and more calming living spaces.



# CITY LIVING: A DAY IN THE LIFE

## COMMUNITY MEMBER

"Great being part of a neighborhood with so many opportunities"



A **Justice Hub** benefits community members by offering new programming spaces and public services.





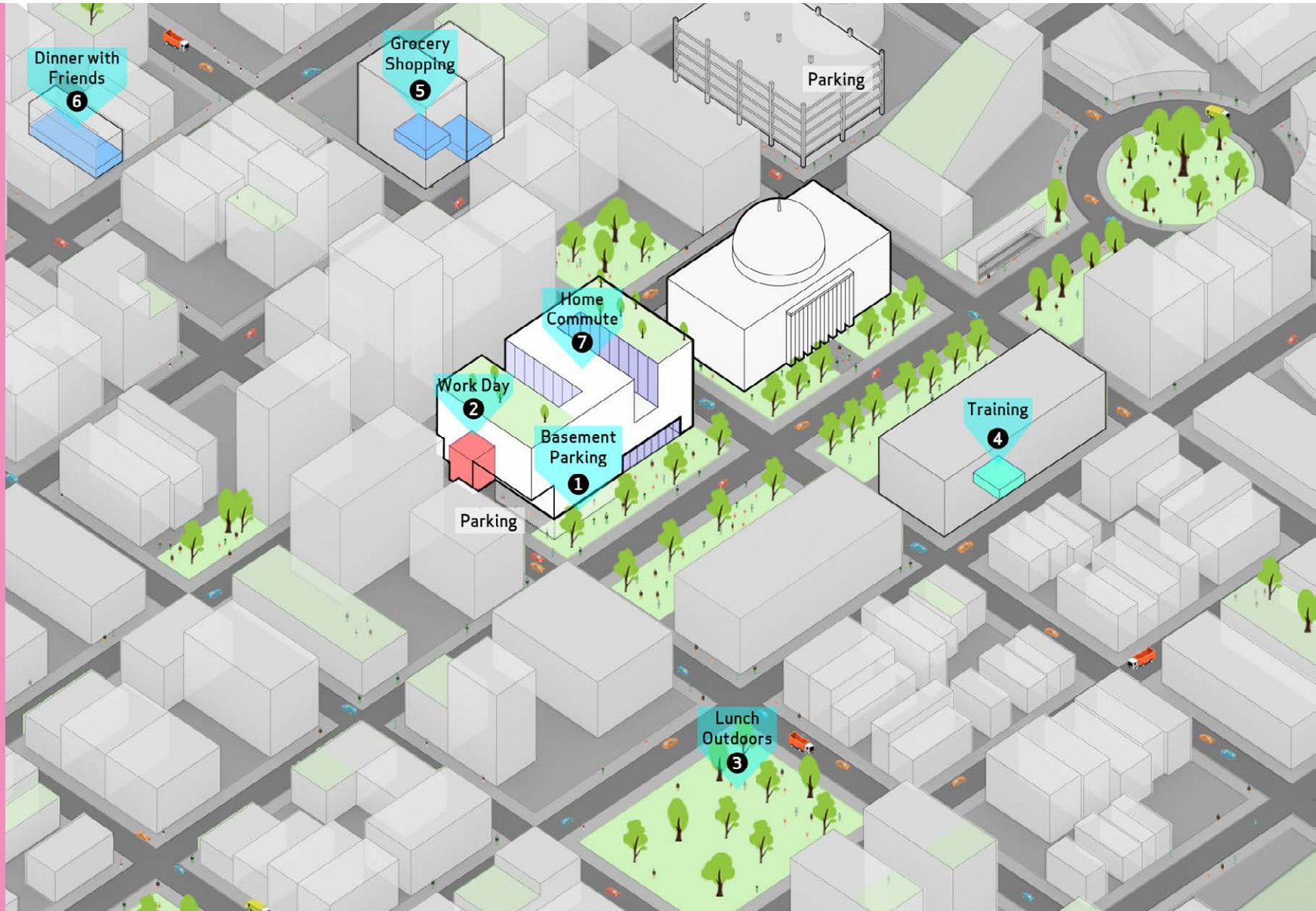
# CITY LIVING: A DAY IN THE LIFE

## CORRECTION OFFICER

"Break in five, who is coming to the deli and eating outside?"



A **Justice Hub** is more accessible to officers, providing dedicated parking, safer work spaces, and access to local amenities.



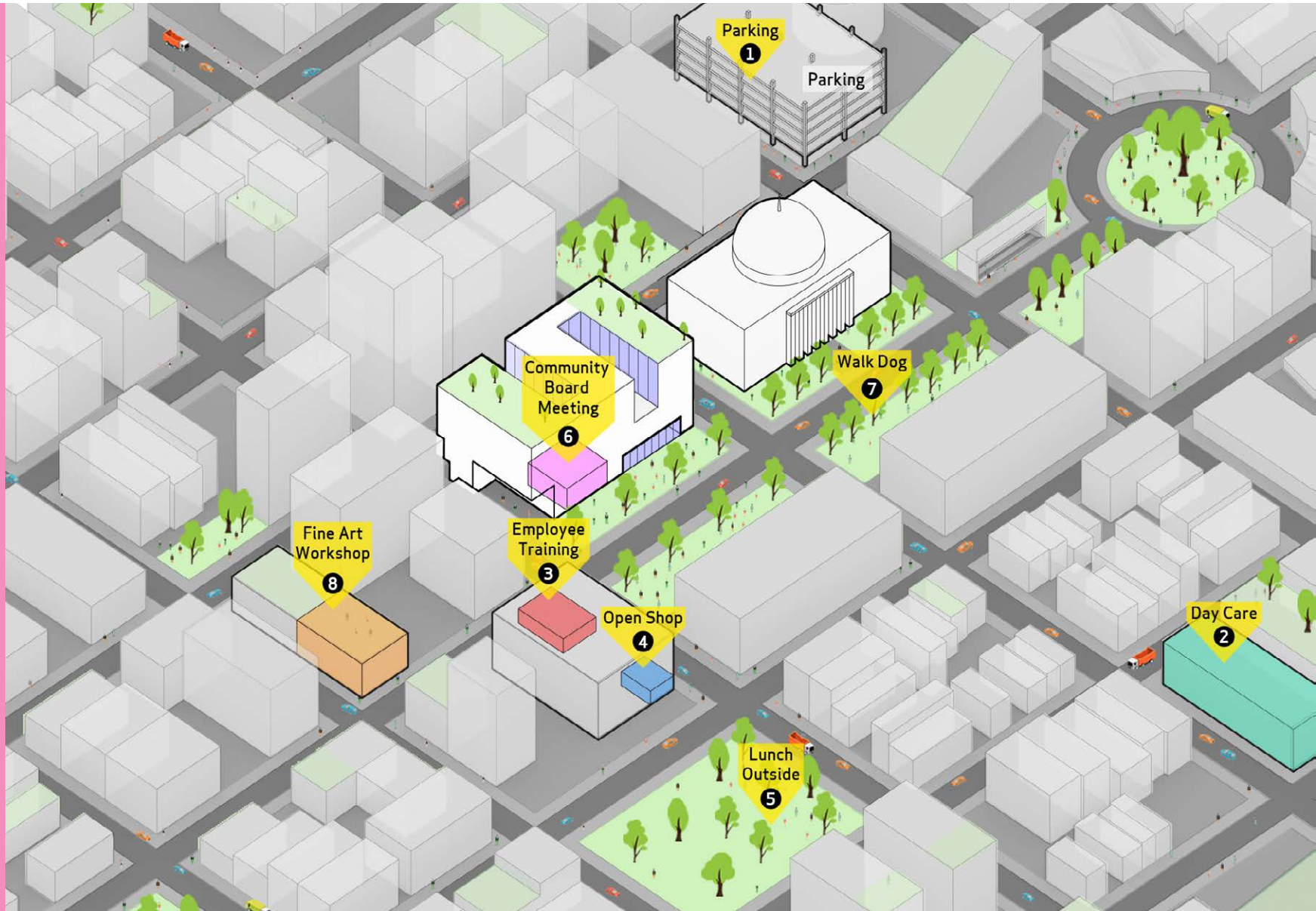
# CITY LIVING: A DAY IN THE LIFE

## BUSINESS OWNER

"If foot traffic in the neighborhood keeps growing we can expand our inventory"



A **Justice Hub** makes all public infrastructure an integrated part of the community, catalyzing more economic opportunity through the jobs it creates and the new public space it offers. Thereby becoming a benefit to local community members and business owners.





# CITY LIVING: A DAY IN THE LIFE

## FAMILY OF DETAINEE

"Let's figure out how to make this a good day for us and our loved one."



A **Justice Hub** enables family members of detainees and inmates the opportunity to see loved ones without traveling long distances, and creates a safe and friendly environment for visitation.





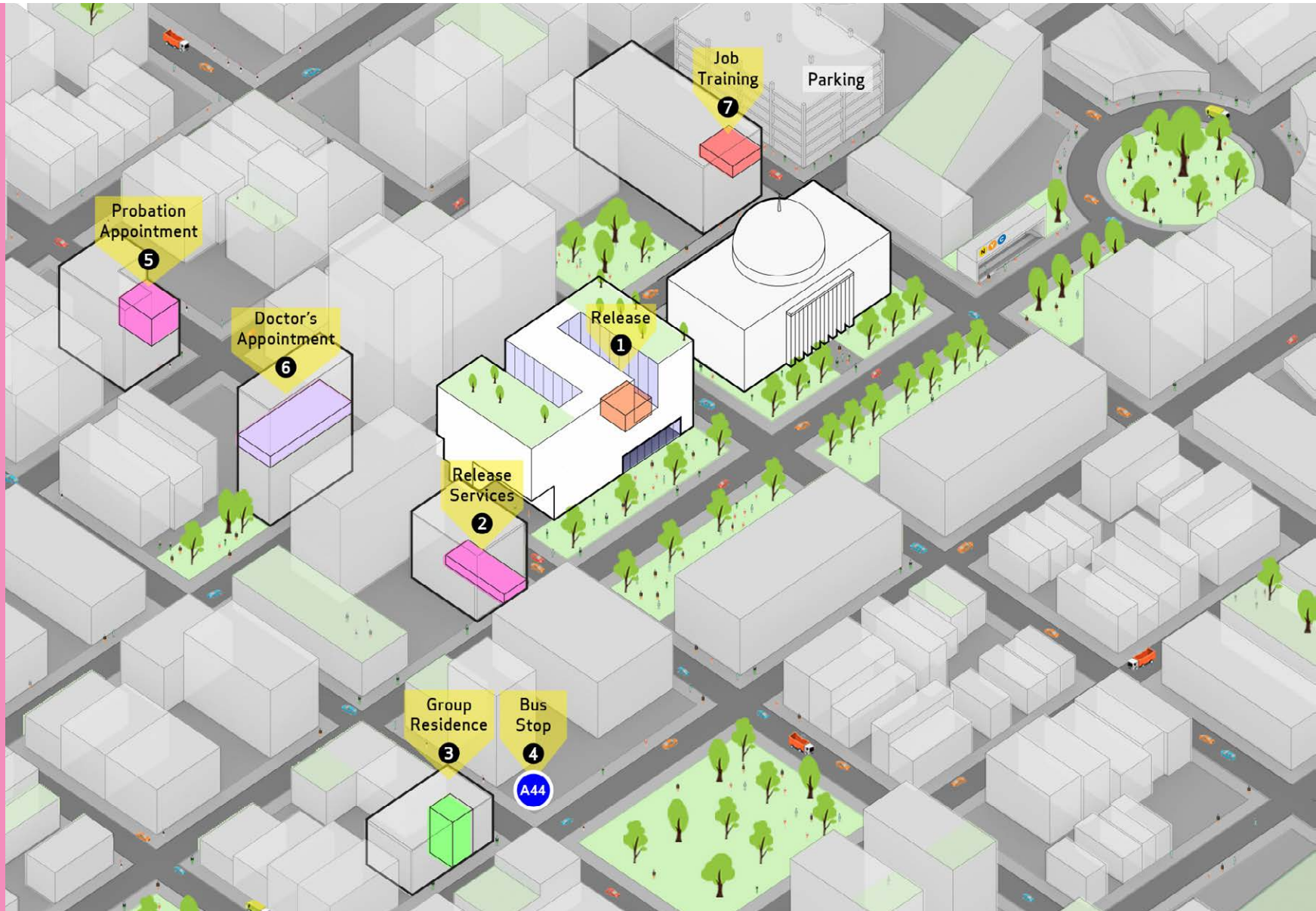
# CITY LIVING: A DAY IN THE LIFE

## RELEASED DETAINEE

"Good to know the how, where, and when to get things moving in a good direction."



A **Justice Hub** benefits a released detainee by offering a supportive community and network of services for rehabilitation.



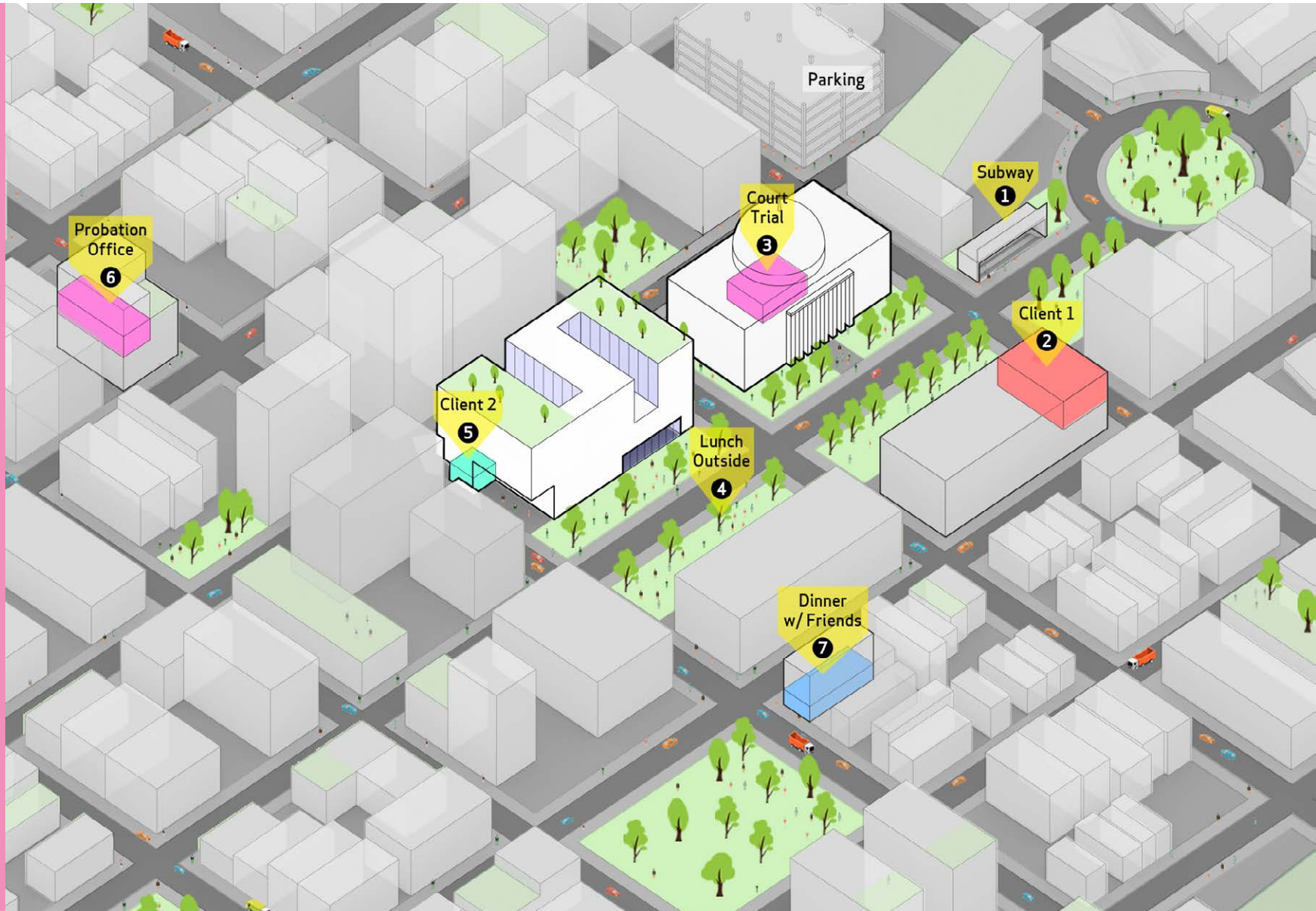
# CITY LIVING: A DAY IN THE LIFE

## LAWYER

"A better commute gives me so much more time to help my clients."



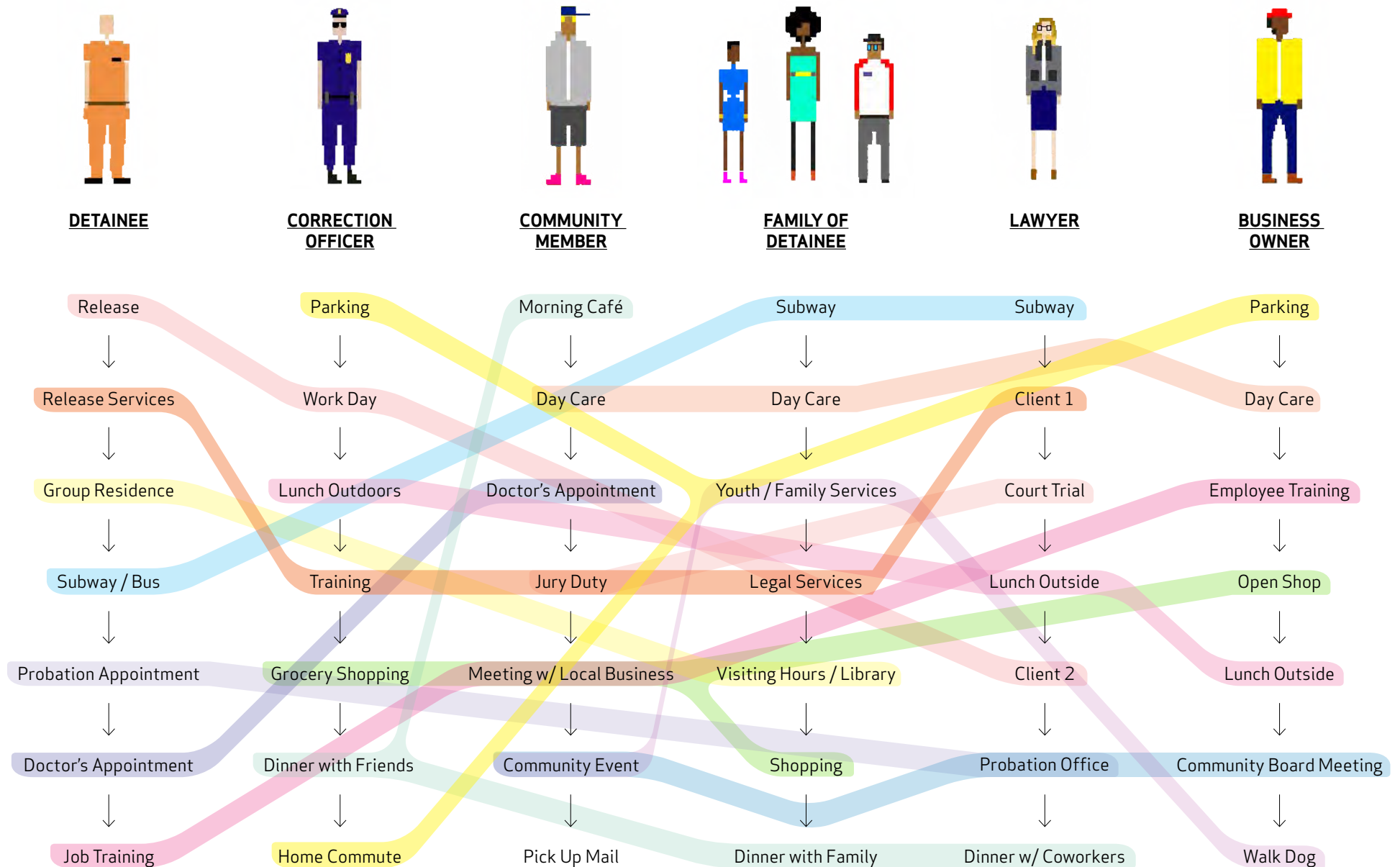
A **Justice Hub** benefits legal professionals by affording more direct and productive access to clients, courts, programs, and activities.

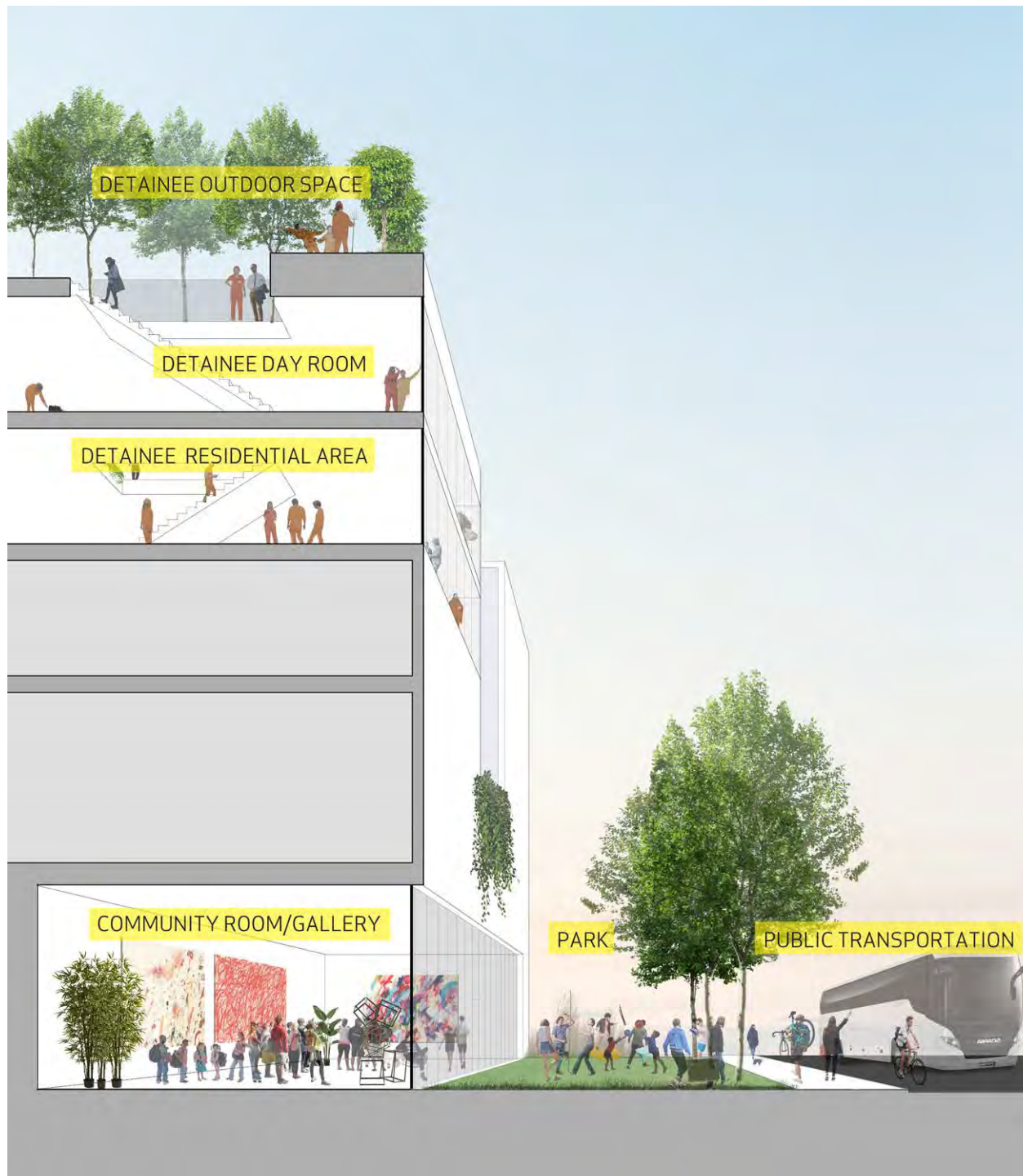




## CITY LIVING: A DAY IN THE LIFE

People engage city elements in specific ways and share coincidental connections. Realizing our connectedness can help shape a positive understanding of who we are and how we define New York City.



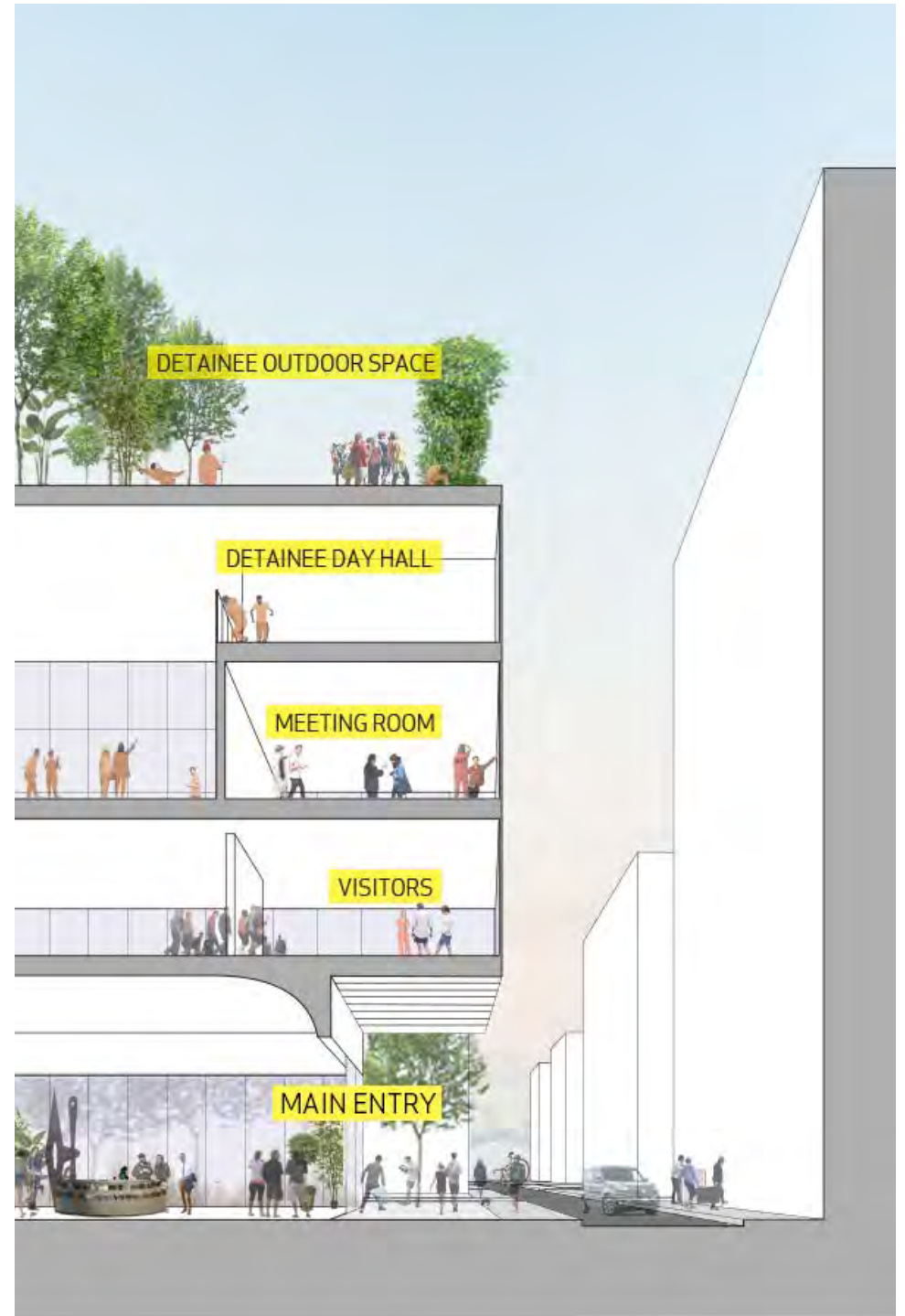


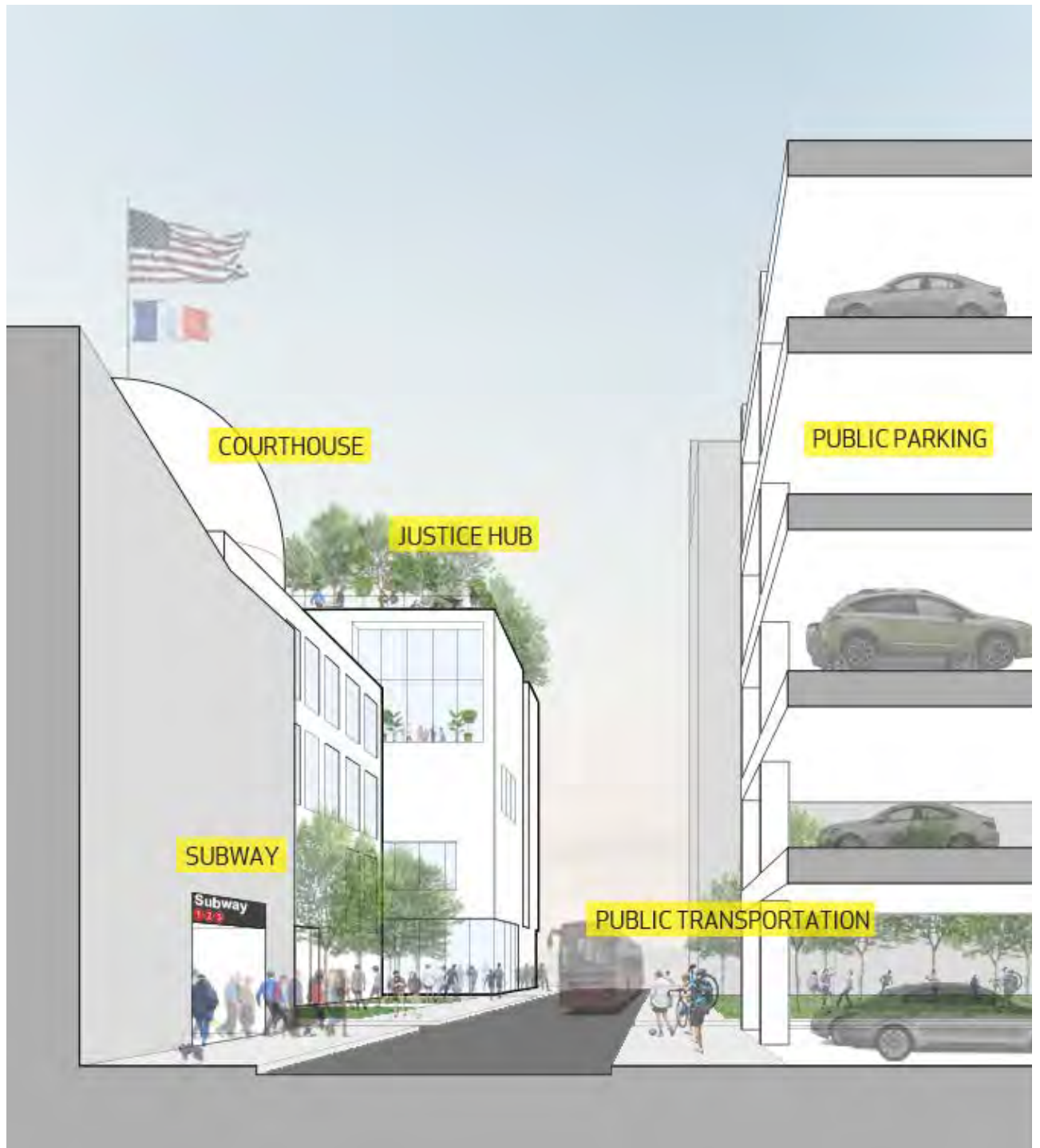
## JUSTICE HUB IN THE CITY

A building in proximity to  
courts and other civic uses

## JUSTICE HUB IN THE CITY

A building open and inviting to  
all with programs to benefit all  
aspects of the community

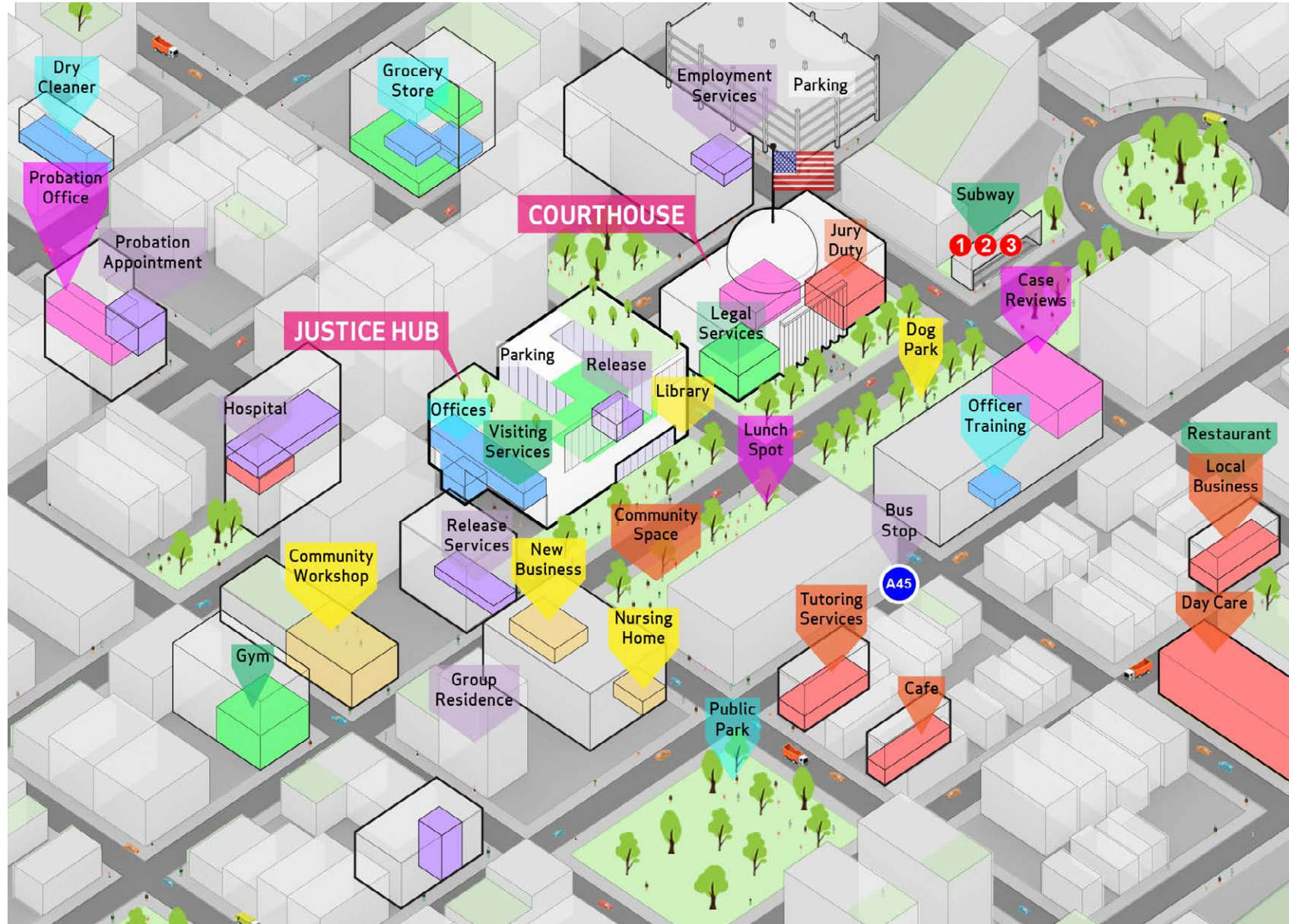
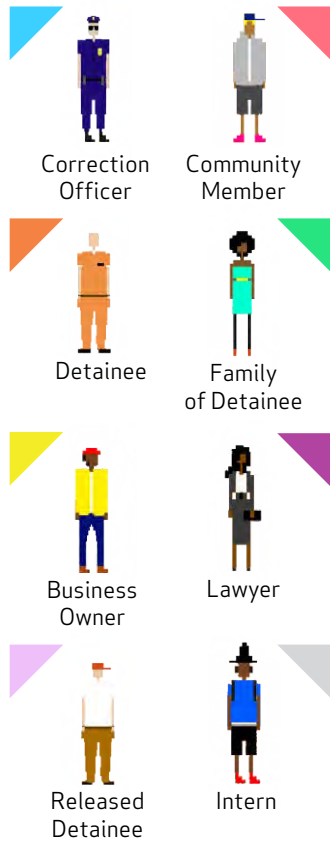




Section indication subway entrance, parking garage, Justice Hub, and courthouse



# CITY LIVING / CIVIC CONNECTIONS



CONCLUSION  
IMPERATIVE FOR CHANGE



WE DON'T  
KNOW WHAT  
FOREVER  
IS

## Perceptions of Jails

What is your perception of the experience jail has on an individual?

Inside	Outside	Working or Visiting
<ul style="list-style-type: none"><li>dehumanizing</li><li>designed to break you</li><li>abuse</li><li>no privacy</li><li>no direction</li><li>system expects you to fail</li><li>unsanitary</li></ul>	<ul style="list-style-type: none"><li>lack of employment</li><li>lack of opportunity</li><li>no direction</li><li>system expects you to fail</li></ul>	<ul style="list-style-type: none"><li>full body search</li><li>dehumanizing</li><li>blaming support because family feel like criminals</li><li>social abuse</li></ul>

What design features contribute to this?

- cells (cages)
- metal ring (restraints)
- basic needs are not met
- parole walls

What design opportunities could make the experience better?

- modesty screen
- improve toilets
- single occupancy cells
- more space
- educational programs
- no cut-off age programming







## *Agenda*

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1. Introduction (10 minutes)
2. Presentation: best practices in facilities design (40 minutes)
3. **Discussion (35 minutes)**
4. Closing and next steps (5 minutes)

## *Discussion*

---

- How do these concepts implicate our work in New York City?
  - Which concepts are most applicable?
- One of this group's deliverables is a recommendation on design principles to inform a borough-based jail system. Based on what we know today, what do we think are important design principles?
- What else do we need to know?



## *Agenda*

---

1. Introduction (10 minutes)
2. Presentation: best practices in facilities design (40 minutes)
3. Discussion (35 minutes)
4. **Closing and next steps (5 minutes)**



*Design Working Group Meeting #3*

*January 10, 2018*

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Justice Implementation Task Force

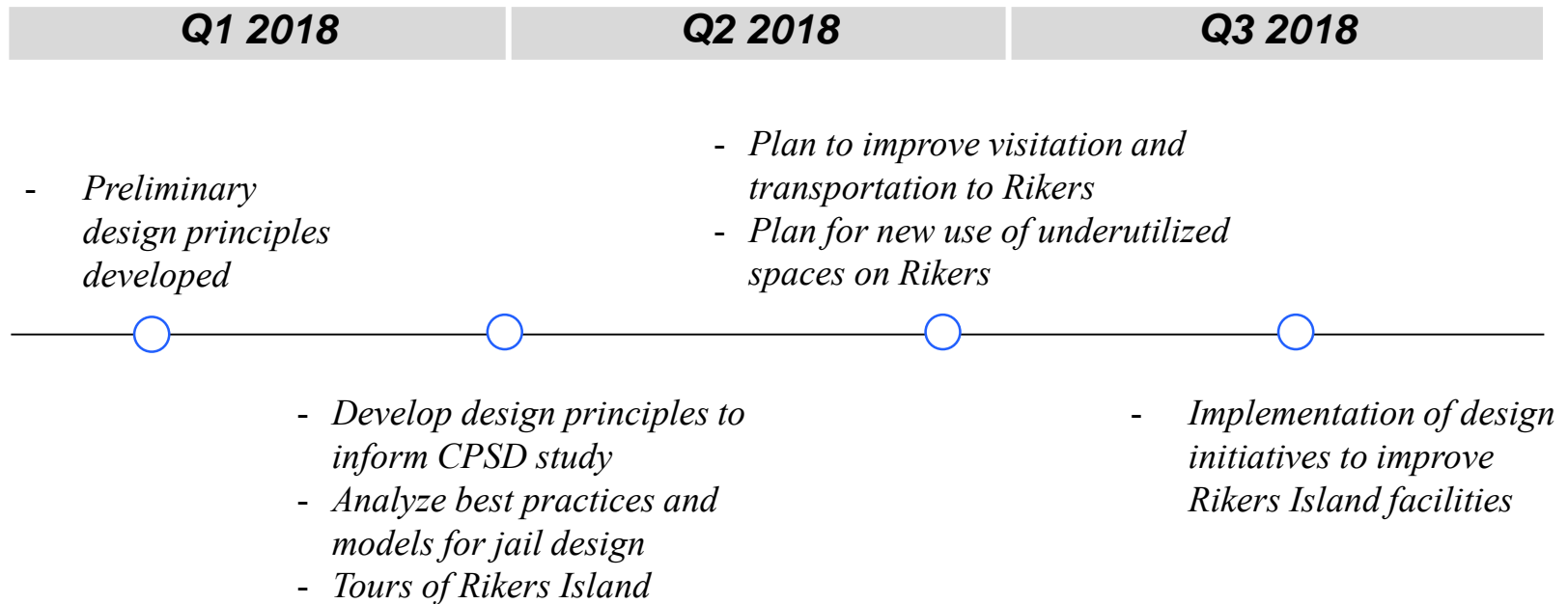
## *Agenda*

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1. **Introduction: meeting goals and plans for 2018**
2. Working group updates
3. Presentation: best practices in facilities design (DDC)
4. Discussion
5. Closing and next steps

## Milestones for 2018

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## *Agenda*

---

1. Introduction: meeting goals and plans for 2018
2. **Working group updates**
  - A. **MOCJ updates**
  - B. **Rikers Island tours**
  - C. **Plan for workshop with Culture Change group**
3. Presentation: best practices in facilities design (DDC)
4. Discussion
5. Closing and next steps

### *Progress towards closing Rikers*

---

- New York City's jail population is under 9,000 for the first time in 35 years
- New York City announced that due to the reductions in the number of people in jail, we are able to close a facility on Rikers Island—GMDC will be closed by Summer 2018.
- New York City announced its plans to transfer adolescents off of Rikers Island.
  - o Propose to use Crossroads, Horizon, and OCFS Facility Ella McQueen for intake.
- Rikers tour planning is underway.



*Survey results: Rikers Island tour*

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***Top 3 areas of Rikers Island you would like to visit:***

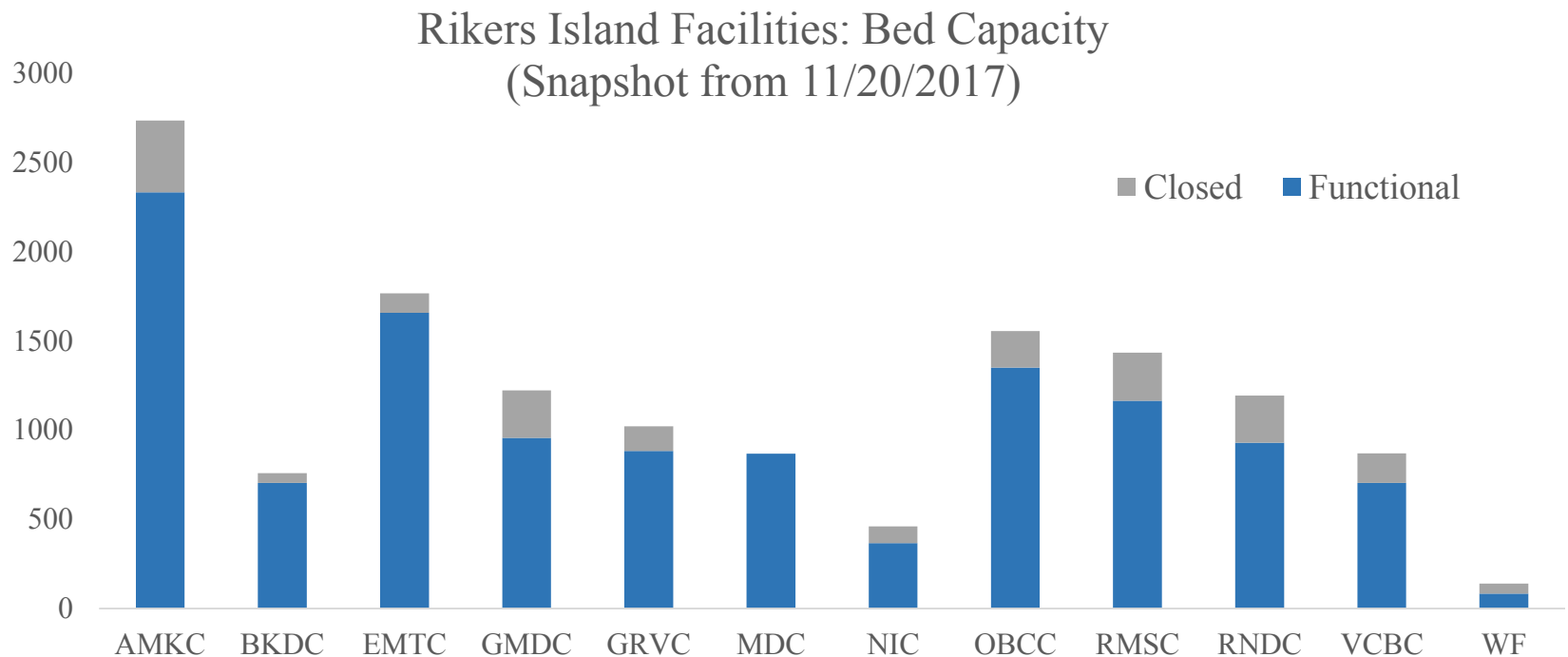
Areas	Responses	% of respondents
Visitors area	9	75%
Enhanced supervision areas	6	50%
Medical facilities	5	42%
Mental health facilities	5	42%
Housing - cell areas	4	33%
Housing - dorm areas	3	25%
Other (please specify)	3	25%
Recreational areas	1	8%

*Survey results: Rikers Island tour****Top 3 facilities on Rikers Island that you would like to see:***

<b>Facilities</b>	<b>Responses</b>	<b>% of respondents</b>
AMKC: Detox Unit and Mental Health Center	9	75%
EMTC: Sentences of less than 1 year	5	42%
GRVC: Includes Punitive Segregation Unit	4	33%
OBCC: Includes Enhanced Supervision Housing	4	33%
RMSC: Women's only facility	4	33%
GMDC: 50 separate housing areas	3	25%
NIC: Infirmary and some special populations	3	25%
RNDC: All 16- and 17-year-olds	2	17%
BWVC: Visitor Center	2	17%
West Facility: Contagious Disease Unit and some special populations	0	0%

*Bed utilization analysis: available on Dropbox*

---



*Other available data points include: detention vs. sentenced beds; adult vs. adolescent beds; cells vs. dorms; and primary bed use (including mental health and medical).*

## *Plan for design principles workshop*

---

### ***Pre-workshop prep***

- Review and synthesize existing ideas about the most important design attributes of a new jail system in NYC.
- Use existing material to develop a pre-workshop survey to gather input from participants.

### ***Workshop activities***

- Begin with a review of existing material and results of the pre-workshop survey.
- Break out into smaller groups (facilitated by project management staff) to unpack specific topics and develop and prioritize related design principles.
- Report back to the full group and document preliminary principles.

*Note: tentative dates for the workshop are February 6, 7, or 8.*

## *Agenda*

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1. Introduction: meeting goals and plans for 2018
2. Working group updates
3. **Presentation: best practices in facilities design (DDC)**
4. Discussion
5. Closing and next steps

## *Agenda*

---

1. Introduction: meeting goals and plans for 2018
2. Working group updates
3. Presentation: best practices in facilities design (DDC)
4. **Discussion**
5. Closing and next steps



## *Discussion*

---

- Of the research and best practices that we have reviewed so far, which are most important for New York City?
- Based on what we know today, can we begin to articulate a preliminary set of design principles? What are the emerging areas of interest?
- What else do we need to know? Before the Design/Culture Change workshop? Before making recommendations to the CPSD consultant?

## *Agenda*

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1. Introduction: meeting goals and plans for 2018
2. Working group updates
3. Presentation: best practices in facilities design (DDC)
4. Discussion
5. **Closing and next steps**



*Design Working Group Meeting #4*

*February 21, 2018*

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Justice Implementation Task Force

## *Agenda*

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1. **Introductions and meeting goals**
2. Debrief tours of Rikers Island
3. Presentation: direct supervision and supportive design
4. Drafting and finalizing design principles
5. Recap and next steps

## *Work plan*

---



### **Meeting 4**

*February 21, 2018*

Debrief Rikers Island visits and advance design principles



### **Meeting 5**

*March 21, 2018*

Review draft design principles and finalize for CPSP consultant



### **Meeting 6**

*April 18, 2018*

Design strategies for improving Rikers now

*Update from MOCJ*

---

- The Mayor and City Council reached an agreement to replace Rikers Island with community-based facilities.
- The agreement ensures a single public review of identified jail sites in four boroughs, which will provide off-Island space for 5,000 detainees.
- The four sites include:
  - Manhattan Detention Center, 125 White Street, Manhattan, 10013
  - Brooklyn Detention Center, 275 Atlantic Avenue, Brooklyn, 11201
  - Queens Detention Center, 126-01 82nd Avenue, Kew Gardens, 11415
  - NYPD Tow Pound, 320 Concord Avenue, Bronx, 10454



## *Agenda*

---

1. Introductions and meeting goals
2. **Debrief tours of Rikers Island**
3. Presentation: direct supervision and supportive design
4. Drafting and finalizing design principles
5. Recap and next steps

### *Discussion questions*

---

- What was your biggest takeaway from your visit to Rikers Island?
  - What was most surprising? What was least surprising?
- What did you learn from the experience that we should take into consideration as we develop design principles?
- What did you learn from the experience that can inform the prioritization of improvements to the physical space on Rikers Island now?

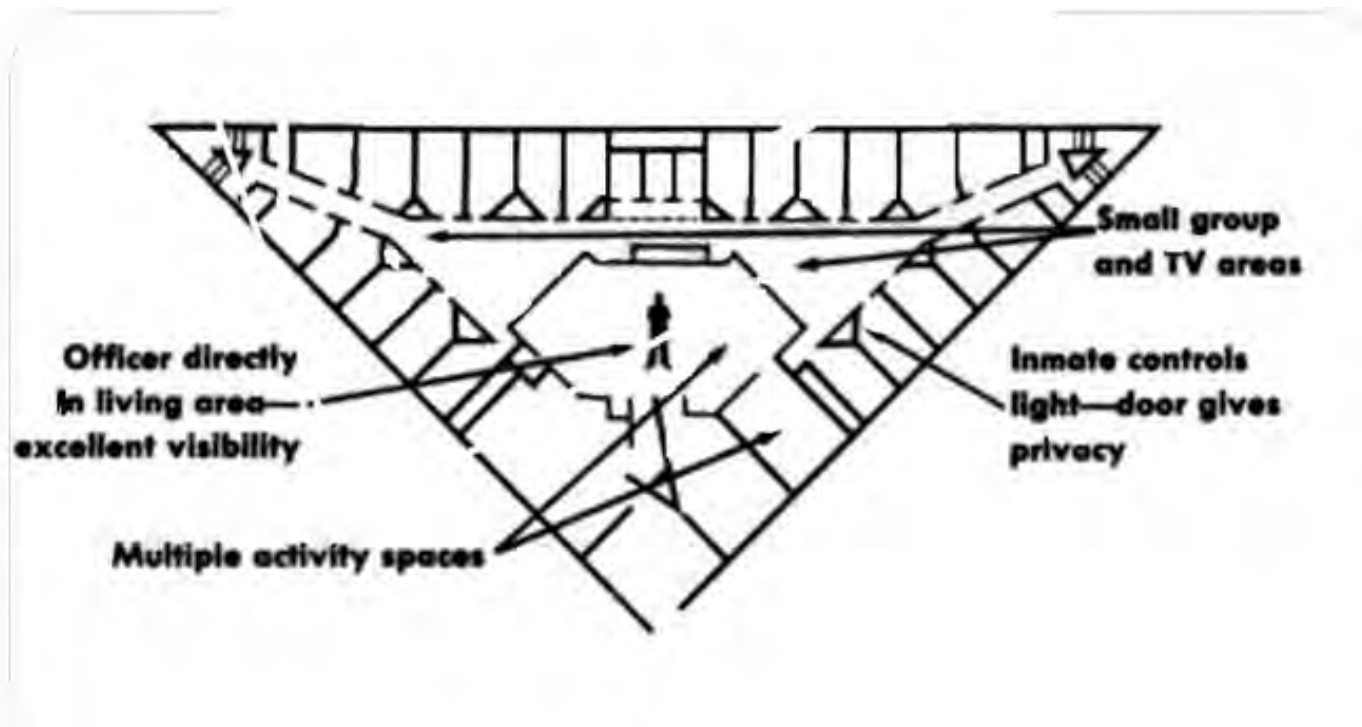
## *Agenda*

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1. Introductions and meeting goals
2. Debrief tours of Rikers Island
3. **Presentation: direct supervision and supportive design**
4. Drafting and finalizing design principles
5. Recap and next steps

# Direct Supervision Jails

(a.k.a. “podular direct supervision” jails; “third generation” jails; “new generation” jails)



# 1. Direct Supervision works!

- Used in many hundreds of jails in U.S. and elsewhere
- Considered state of the art by professional organizations:
  - American Jails Association
  - American Correctional Association
- Experience & research evidence shows...
  - Less tension
  - Less assault & vandalism
  - More opportunities for programs
  - Cost-efficient
- Correctional Officer becomes a professional with skills

## **2. Success is not inevitable!**

It takes a lot of planning and hard work

Problems will arise if there is not....

- Comprehensive planning
- Solid and committed leadership at top levels
- Extensive Correctional Officer Training
- Buy-in by Correctional Officers
  - Some won't make the change



# Direct Supervision is not a kind of design

...It is a philosophical, organizational, and management approach

that works best when supported by **good architecture**, interior design and landscape design

[though **robust** – still works with less than ideal design, if commitment is there]

**“Direct Supervision is really a state of mind rather than a building design. It’s how you approach and manage incarcerated people.” (DS Jail Administrator)**

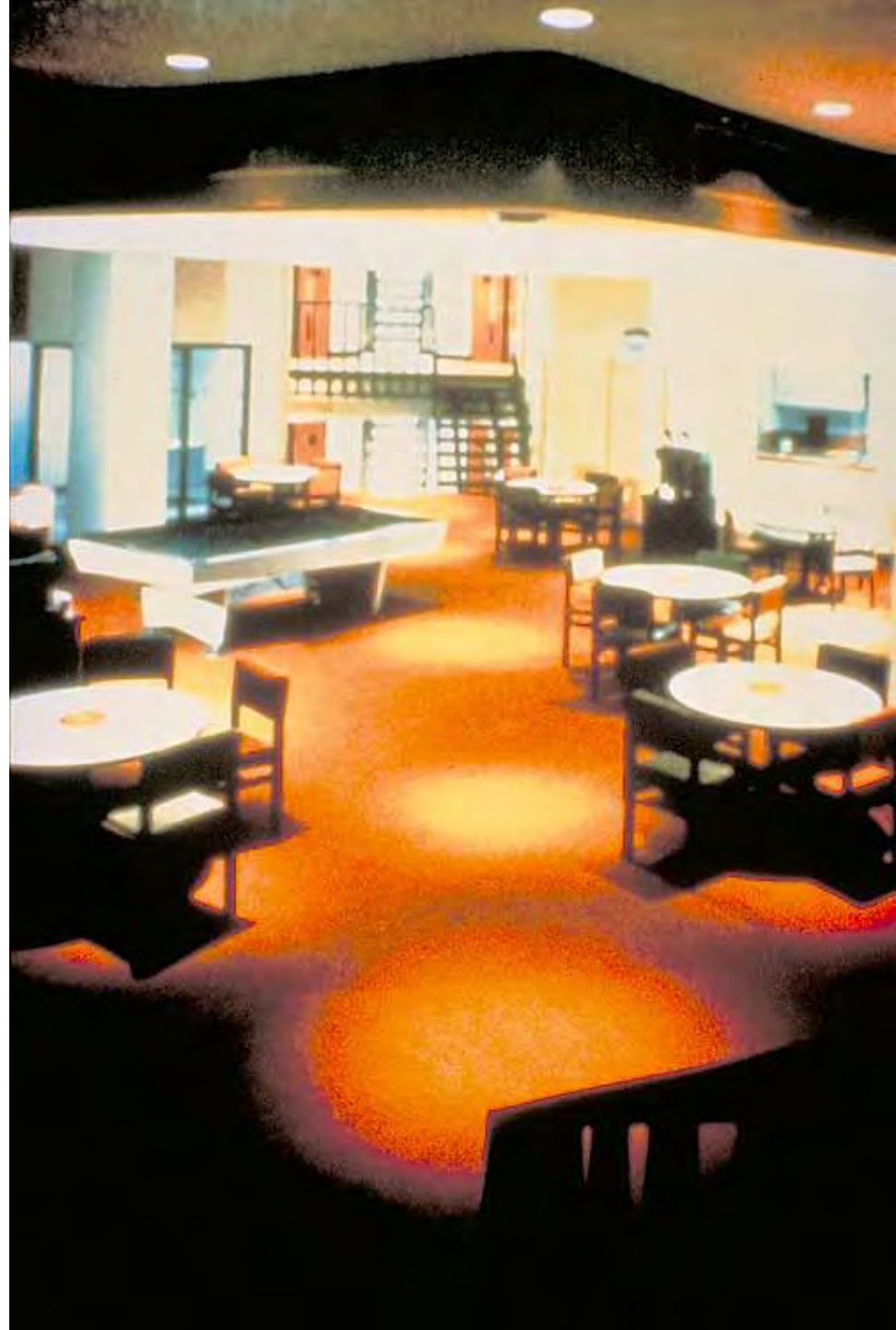
# Beginning of Direct Supervision model...

- US BOP 1974
  - Based on their experience
    - That management worked better when COs could talk to incarcerated people often and casually
- Built 3 jails (MCCs) to use this idea
  - New York
  - Chicago
  - San Diego
- Used unit management teams of:
  - Supervisor
  - CO
  - Program staff

BOP pretrial confinement  
moved from places  
like this



...to this

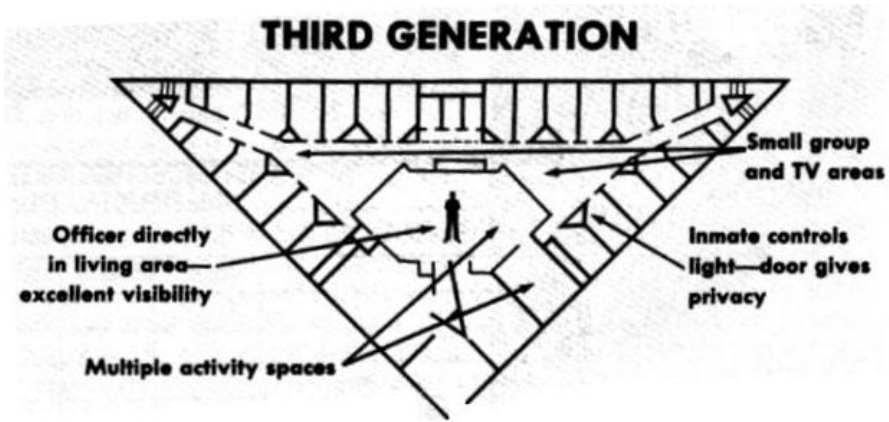
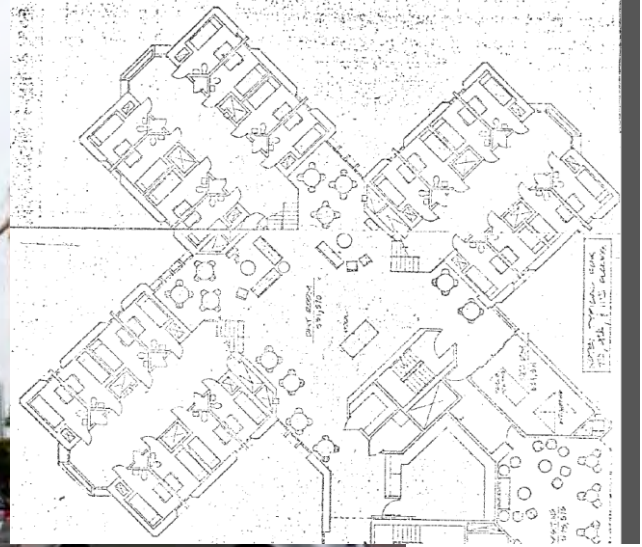


# DS is based on a series of assumptions

- Most detained people **want to get by** and get out in one piece, no worse than they came in
- **Detained people respond** to the **same conditions most people do**, usually in the same way.
- People **respond to expectations**.
  - They look at **social cues and environmental cues**
    - Knowing what behavior is expected heavily influences how they act
      - Expectations become self-fulfilling prophesy
- Detained people respond to the **way they are treated**.
  - If treated with fairness & respect, they are likely to show respect back

“Direct contact allows officers to use all their senses (not just vision) to understand the situation. It also supports human interaction, which is a powerful way to get to know people and what drives them and also to manage situations behavior” (DS Jail Manager)





# Contra Costa County Main Detention Facility - First non-federal Direct Supervision jail



Plan graphic courtesy of KMD Architects.

# The Direct Supervision Model...

- Removed enclosed CO station
  - CO out and among detained person population
  - No “A” officer—CO is responsible
- Decentralize many daily functions to living unit
  - “pod”
- Redefined CO job
  - As professional trained in communication & behavior management
- Normalized design – “we expect you to act like reasonable human beings”
  - Orientation and clear rules
    - Fair & just, swift & certain



# The Direct Supervision CO has a different job

- Focus on communication for behavior management
- Expected to know detained people in their unit
  - Proactive supervision, not reactive
    - Stop negative behavior before it begins
  - Use communication & all senses
  - Know all detained people
    - ***Its why 2 COs are not better than 1***
- CO is a professional who is in charge of unit
  - Responsibility devolves to CO
  - Can make immediate decisions
  - Has tools and incentives to manage situation on the spot
  - Incident reports not passed 'up' to middle level managers for judgement



# For good correctional officers you need:

- Good Selection
- Thorough & Constant Training
- Consistent Supervision

# Fear drives problems

- If afraid, detained people will try to protect themselves
- Consistently present CO reduces fear, assuring safety with presence
  - Weapons are mostly defensive





# Normalized environment cues normal behavior

- Less like an institution, more like a residence
- Evokes respect for place
- Robert Sommers “hard vs. soft architecture”
  - Hard built to resist damage
    - Becomes a challenge
    - Soft built to meet human needs
      - Leads to caretaking
- Normal means can take care of self
  - Walk to spaces, meals, programs without escort
  - Get coffee, snack, book, etc.
  - Works against “institutionalization”



# Principles of DS (NIC)

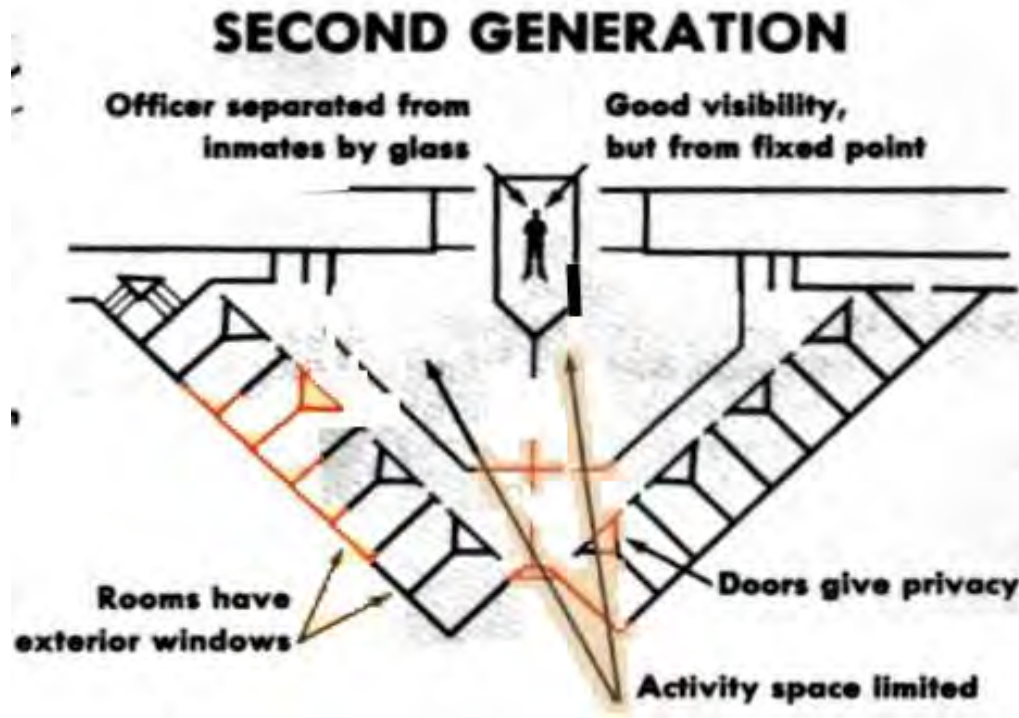
- 1. Effective Control**
- 2 Effective Supervision**
- 3 Competent staff**
- 4 Safety of detained people and staff**
- 5 Manageable and cost effective operations**
- 6 Effective communication**
- 7 Classification and orientation**
- 8 Justice and fairness**

# Effective Classification is critical

Some detained people (typically 5-10%) don't get assigned to DS

- Unable to handle an open situation
  - Hyper-aggressive
  - Mentally ill

Rikers: newer units (GRVC) are podular indirect/mixed



# A Few References

- Bogard, D., Hutchinson, V. A., & Persons, V. (2010). *Direct Supervision Jails: The Role of the Administrator: US Department of Justice, National Institute of Corrections.*
- *Direct Supervision Sourcebook, 2006. (2006). NIC Corrections Information Center.*
- Wener, R. E. (2012). *The Environmental Psychology of Prisons and Jails: Creating Humane Spaces in Secure Settings. New York: Cambridge University Press.*
- .Video - Jails in America: A Report on Podular Direct Supervision, Version 3.0. (2005): National Institute of Corrections, Jails Division.  
<https://s3.amazonaws.com/static.nicic.gov/Library/030135.mp4>

## *Agenda*

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1. Introductions and meeting goals
2. Debrief tours of Rikers Island
3. Presentation: direct supervision and supportive design
4. **Drafting and finalizing design principles**
  - a) **Purpose and detail of final deliverable**
  - b) **Key takeaways from February 8 workshop**
  - c) **Establishing a subcommittee**
5. Recap and next steps



## *Drafting and finalizing design principles*

---

### ***Our goal***

To create a set of ambitious, innovative design and programming *principles, attributes, and values* that reflect what New York City aspires for its jails.

### ***With that in mind...***

- What should the final deliverable look like?
- What level of detail is most appropriate?
- How can we ensure we are not duplicating efforts—both with what has already been done and will be done by Perkins Eastman?

## *Design Principles: Examples*

---

### *DDC Guiding Principles*

**Design to invite.** An appealing façade and entry can attract passersby to enter a public facility. The arrival and entry sequence might be ample and expressively display the services and programming within the structure.

**Design to delight.** People appreciate a public building with a unique presence that invigorates a neighborhood. Every facility can strive to be memorable and inspire civic pride.

**Encourage use.** Insightful design can legitimize use by everyone, especially populations who are often discouraged by insensitive design. Consider how facilities can convey a sense of safety and offer a place of refuge when needed.

**Facilitate assembly.** As the city grows denser, shared non-commercial indoor and outdoor public spaces become a more important means to connect with and strengthen community. Public facilities can accommodate opportunities for discussion, enjoying culture, congregation and recreation.

**Support diverse activities.** Public spaces can be flexible enough to allow people to engage in activities from quiet to loud, solitary to crowded, contemplative to active.

### *Lippman Commission*

The use of a **direct supervision** design and management model that improves relationships between staff and detainees and relies on clear sightlines and communication skills to maintain order

Social services housed together in a **town center**, including courtrooms for early appearances, allowing individuals the freedom to access programming in a central location

An emphasis on **clustered housing** that groups detainees together thoughtfully, with a special focus on the unique needs of special populations, including women, adolescents, transgender detainees, and those with mental health issues

The use of regular **fixtures and furnishings**, as well as natural light, softer artificial lighting, better acoustics, and temperature control to reduce stress and encourage good behavior

### *Justice in Design*

#### **INTERIOR SPACES FOR LIVING AND WORKING**

Consideration of supervisory, programmatic, operational, quality of life, and design elements in the interior configurations of spaces is essential for healthier residential life for inmates, detainees, and officers. These five elements are the foundation of our design principles for residential life, which can be used in both existing and new facilities.

#### **Direct supervision**

Direct supervision is a residential plan that stations a correction officer within the living area, with cells arranged around a day room with clear sight lines, to visually observe and maintain personal, one-on-one relationships with people being detained. It allows for more effective and respectful communication and has been found to help alleviate and deescalate situations in residential units.

#### **Streamline the intake and release processes**

Better ways to access data electronically, and schedule and process individuals could be very helpful in improving living and working conditions in facilities. The intake and release procedures in many New York City jails is disconcerting, time consuming, dangerous, and requires much study. Jails typically have one point where people are processed, whether upon arrival, release, or when making transitions to court appearances or other events.

### *Key takeaways from February 8 workshop*

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- What did you learn from the workshop?
- Where do we have agreement on preliminary design principles? Which activities need further unpacking?
  1. Movement within jails
  2. Sleeping, eating, and personal hygiene
  3. Activities that support mental well-being: learning, creating, reading
  4. Activities that support physical well-being: resting, exercise, active recreation
  5. Delivery of services: medical, mental health, counseling, legal
  6. Working: supervision, administration, work assignments, maintenance
  7. Visiting
  8. Engagement with the community and local neighborhood

### *Design principles subcommittee*

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#### ***Charge***

This subcommittee will lead the development of design principles and meet on a weekly basis through March, providing updates to the full Working Group on a regular basis.

The subcommittee will include Design Working Group co-chairs, MOCJ, DDC, and other membership to be determined.

## *Agenda*

---

1. Introductions and meeting goals
2. Debrief tours of Rikers Island
3. Presentation: direct supervision and supportive design
4. Drafting and finalizing design principles
5. **Recap and next steps**

**Justice Implementation Task Force**  
**Culture Change Working Group Materials**

**Mayor's Office of Criminal Justice**





*Culture Change Working Group Meeting #1*

*November 8, 2017*

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Justice Implementation Task Force

## *Agenda*

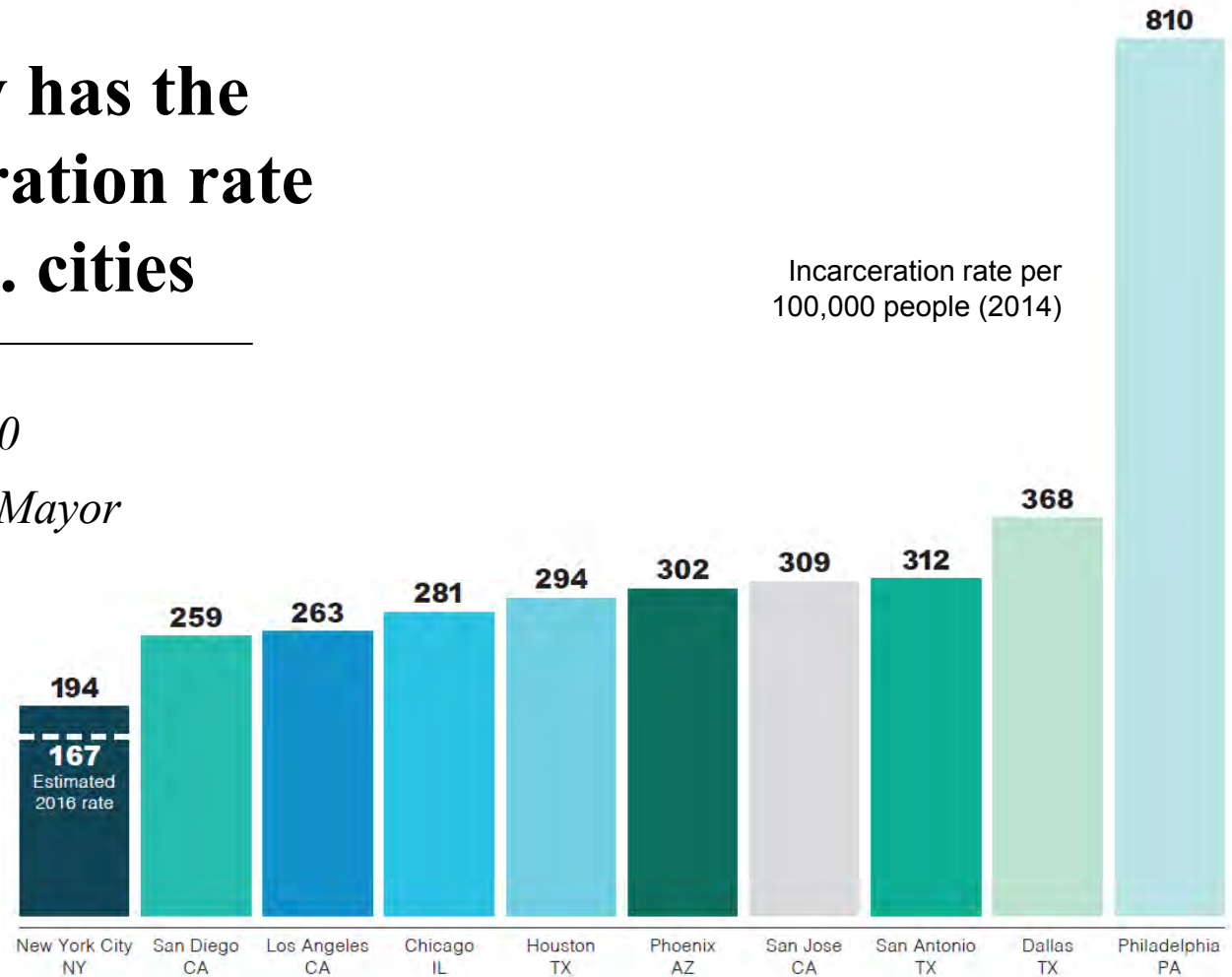
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1. **Our charge (10 minutes)**
  - a) **Structure of the Justice Implementation Task Force**
  - b) **How we're working together**
2. Presentation: overview of Rikers today (30 minutes)
3. Discussion (40 minutes)
4. Closing and next steps (10 minutes)

## Context

# New York City has the lowest incarceration rate of all large U.S. cities

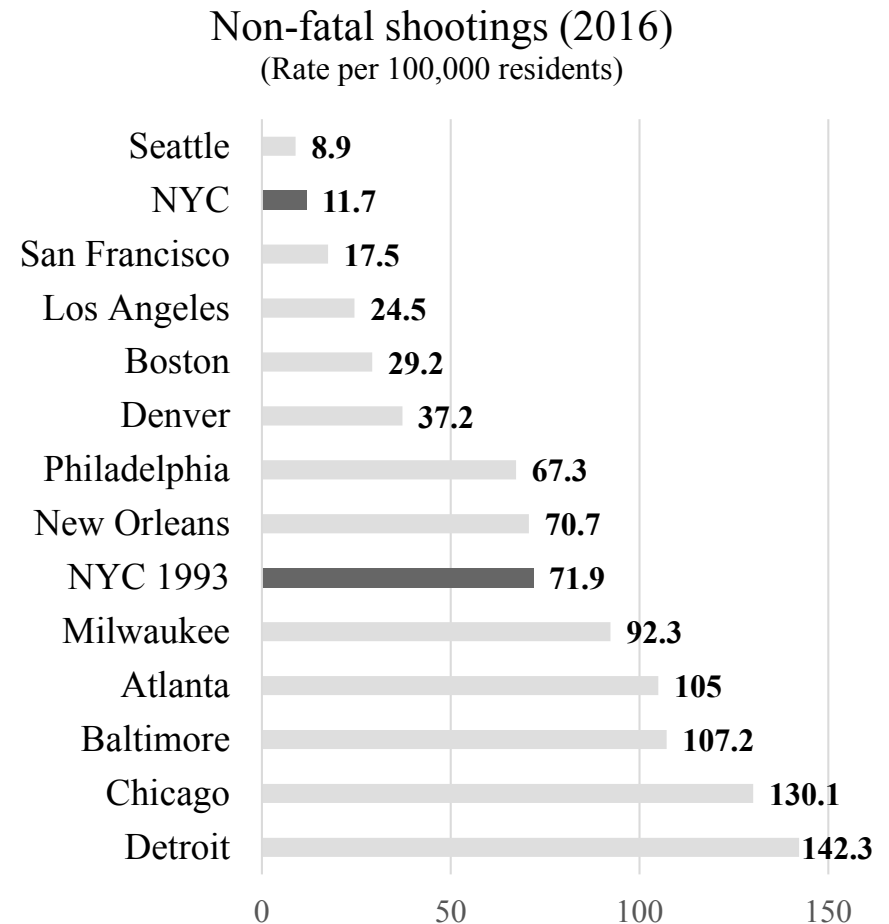
- Down 50% since 1990
- Down 18% since the Mayor took office



## Context

# The size of the jail population has fallen alongside dramatic declines in crime

- Major crime down 76% since 1993, down 9% since Mayor took office
- 2016 was the safest year in CompStat history, with homicides down 5%, shootings down 12%, and burglaries down 15% from 2015



## *Task Force background*

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The *Justice Implementation Task Force* combines existing efforts across the city, both inside and outside government, into one centralized body that shapes strategy and ensures effective implementation.

### Smaller

#### Goal

**Safely reduce the size of the jail population** by 25% in the next five years

#### Baseline

18% decline in last three years  
~\$50 million investment from the city in strategies to reduce jail use

### Fairer

#### Goal

**Change the culture and purpose of jail** so staff and incarcerated individuals are treated with dignity and provided with opportunity

#### Baseline

City has already invested over \$90 million in support for corrections officers and programming for incarcerated individuals

### Safer

#### Goal

Ensure that everyone who works, visits, and is incarcerated in city jails is in a **safe, modernized, and humane facility** as quickly as possible

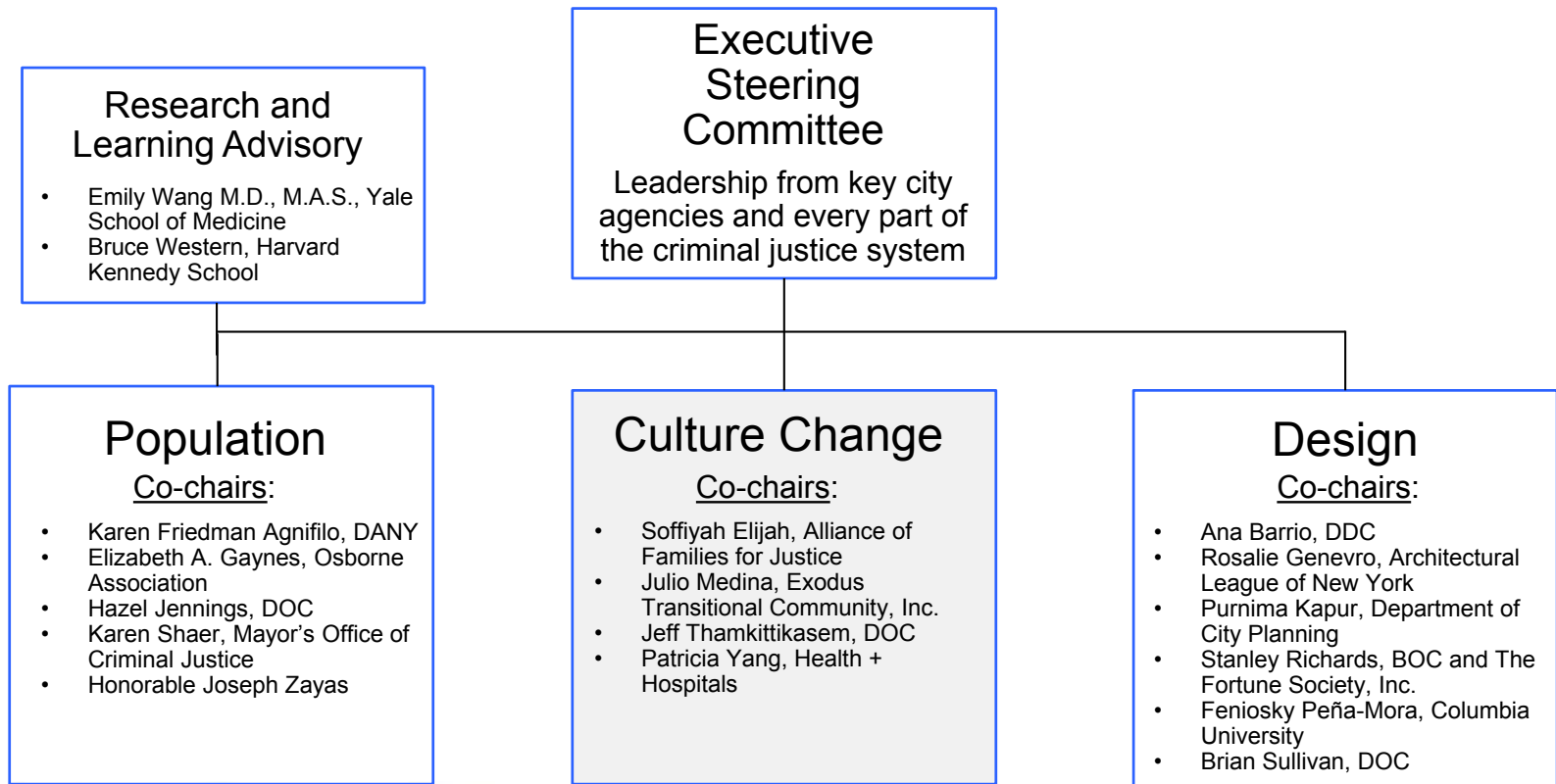
#### Baseline

City has already invested \$1.2 billion to improve conditions in city jails

## Task Force structure

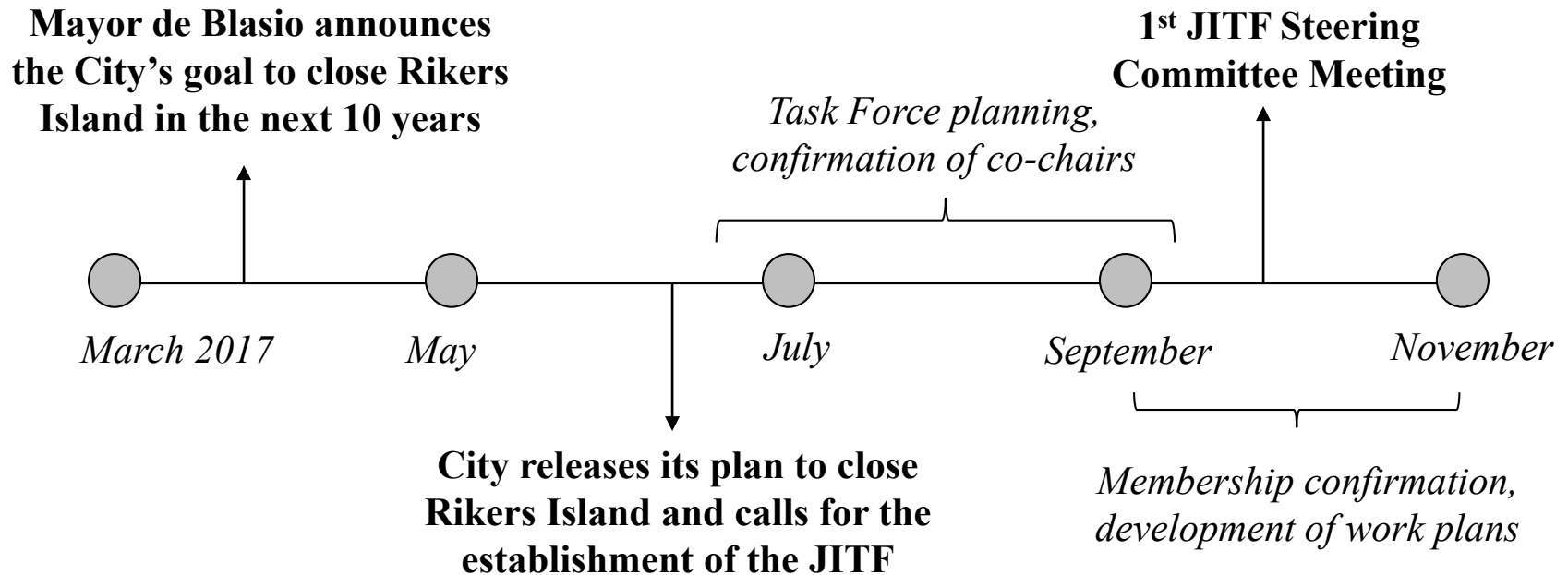
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*Task Force Co-Chairs: Elizabeth Glazer, Zachary Carter*





## Task Force timeline



### *Plan for working together*

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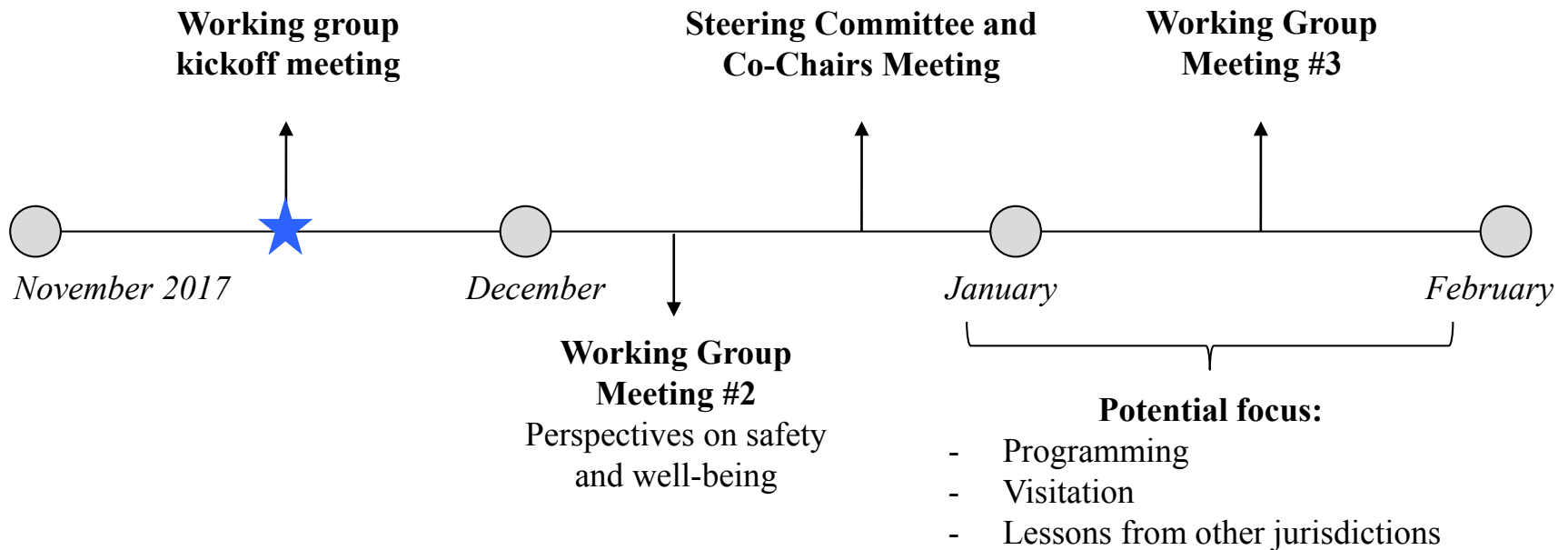
1. Each working group will be staffed by robust teams that leverage subject matter expertise, analytic capacity, and project management acumen to push the work forward.
2. Working Group participants can expect:
  - Detailed work plans;
  - Routine meeting times and reliable scheduling;
  - Advance agendas and materials;
  - Research and analytics to inform discussion and decision-making; and
  - Swift documentation of decisions and action items.
3. Each meeting will involve a “now” and “future” component—to balance the implementation of changes on Rikers Island right now with a focus on innovation and planning for the future.

Charge: Culture Change

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*The Culture Change Working Group will advise the City on policies to create a jail system in which all who spend time in the City's jails – including DOC employees, medical staff, service providers, incarcerated people, volunteers, and visitors – interact in a safe and respectful environment.*

## Anticipated meeting schedule

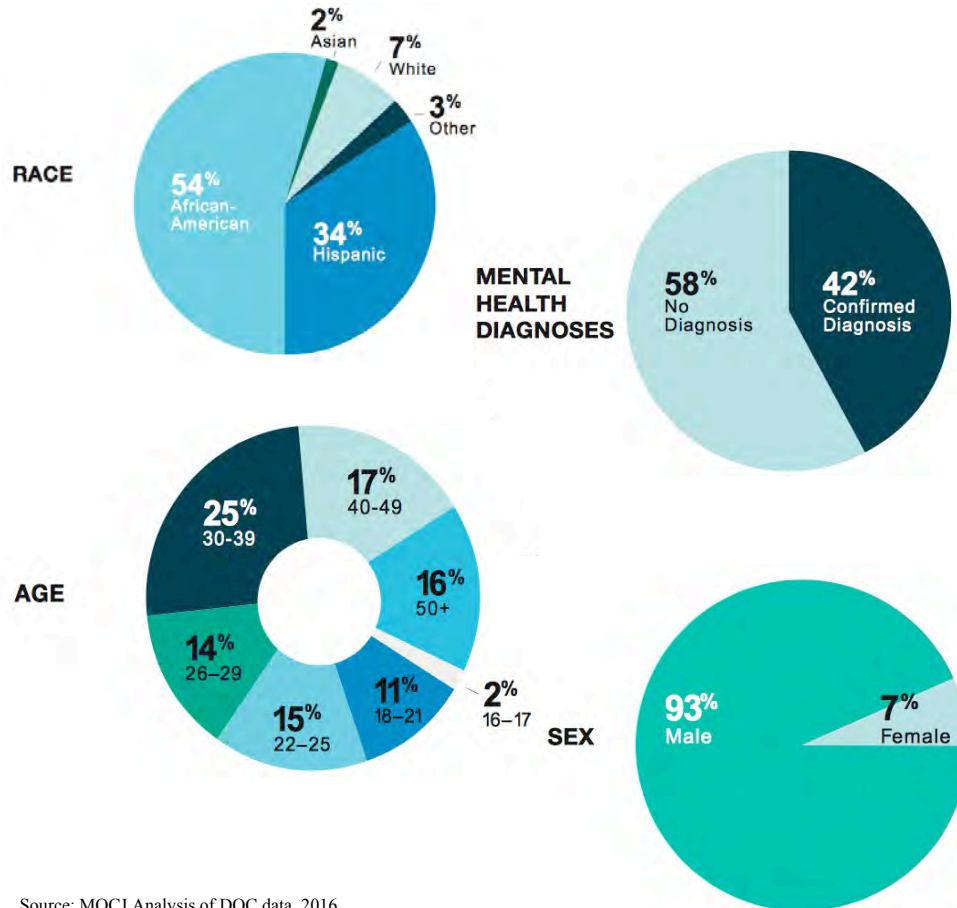


## *Agenda*

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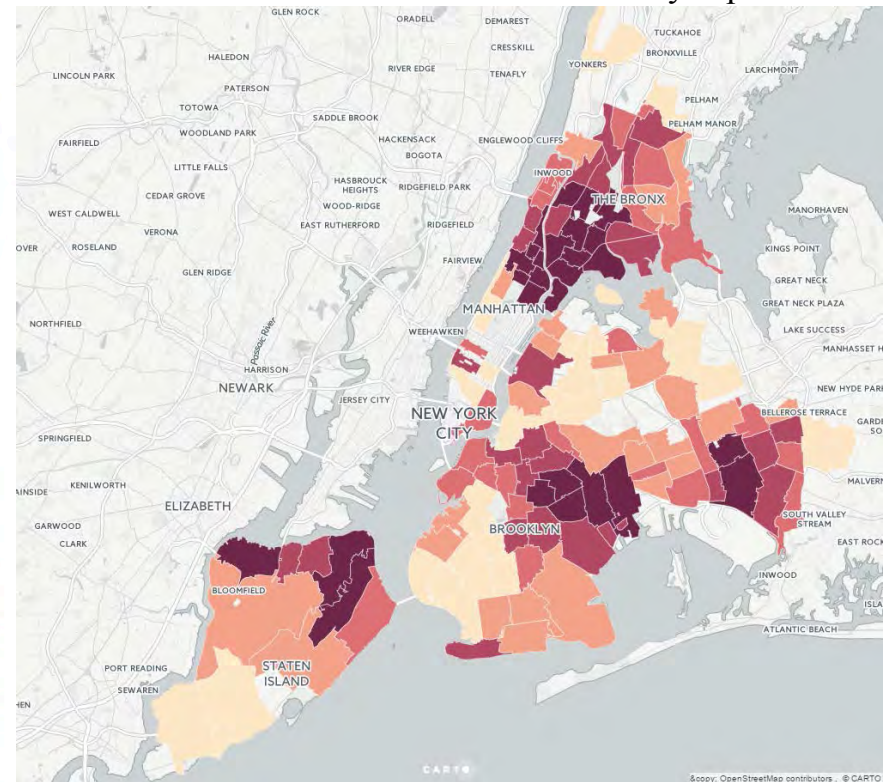
1. Our charge (10 minutes)
2. **Presentation: overview of Rikers today (30 minutes)**
  1. **Brief jail population overview (MOCJ)**
  2. **Strategies in the “Smaller, Safer, Fairer” report**
  3. **Overview of workforce and population**
3. Discussion (40 minutes)
4. Closing and next steps (10 minutes)

*The majority of those in jail are Black and/or Hispanic, male, under age 40, and from the Bronx or Brooklyn*



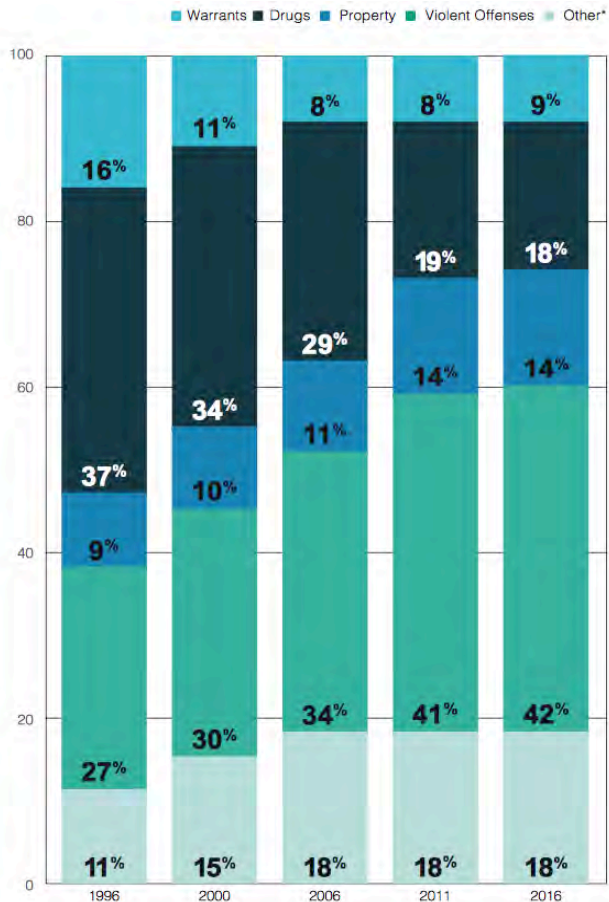
Source: MOCJ Analysis of DOC data, 2016

2016 DOC Admission Rate by Zip Code





## Fewer people are in jail for drugs, but more are in for violent offenses



*Mirroring the pattern of arrests, the number of people held on drug charges has fallen by 51% since 1996.*

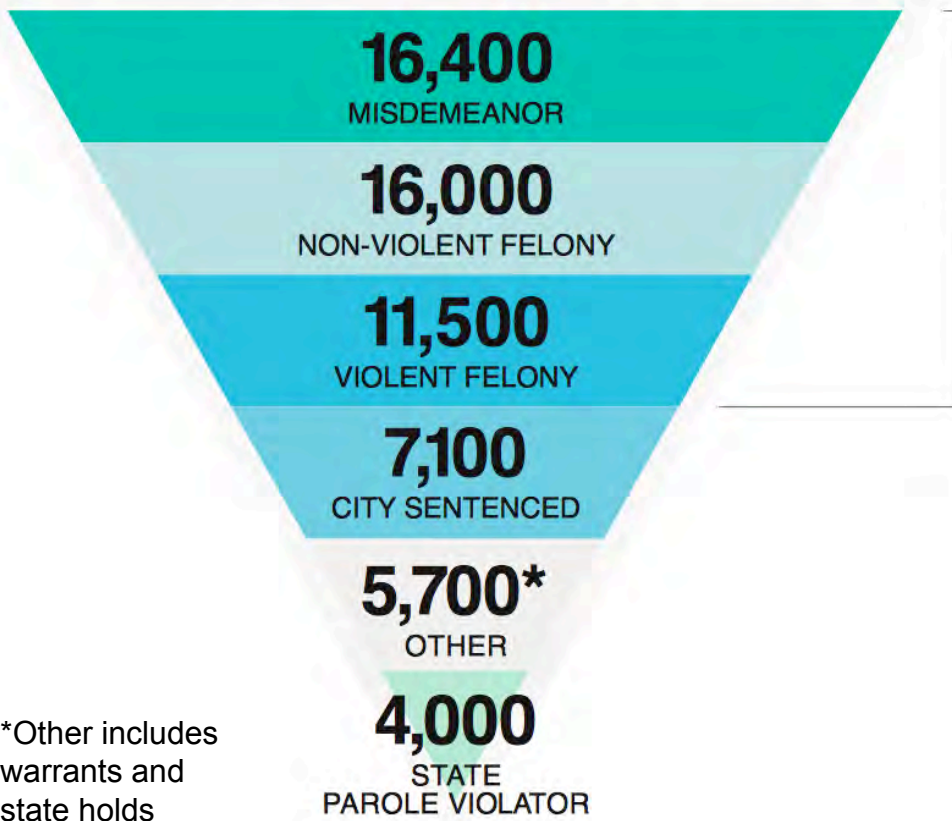
*Over the same period, the proportion of people held on violent charges has increased by 56%.*

*69% of today's jail population is at medium or high risk of missing future court appearances.*

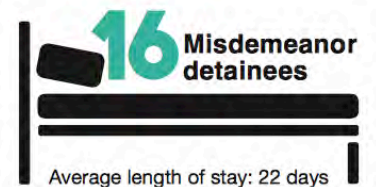
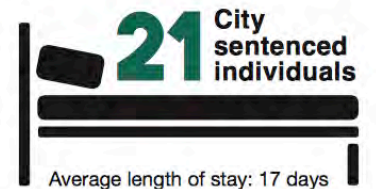
Source: MOCJ Analysis of DOC data, 2016

*Bed savings occur when fewer people stay in DOC custody for shorter amounts of time*

There were approximately **61,000 admissions** to New York City Jails in 2016



To save 1 bed annually, the system would need to divert or release, on average:



## Interventions and target populations

DOC Pop. before interventions: 9,400      After 5-year interventions: 7000



Source: MOCJ Analysis of DOC data, 2016

*Interventions are projected to result in an ADP of 7,000 by 2022*

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<b>Diverting Admissions</b>	<b>Projected Daily Population Reduction</b>
1. Revised Risk Assessments	710
2. Bail Reform	200
3. Expanded Pre-Trial Diversion	500
4. Alternatives to Jail Sentences	300
5. Behavioral Health Interventions	50
6. Women-Specific Interventions	20
<b>Shortening Length of Stay</b>	
7. Case Processing for Technical Parole Violators	170
8. Case Processing for Pretrial Detainees	450
<b>Total Projected 5-year Reduction</b>	<b>2,400</b>

## *Culture Change*

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### *Culture Change Strategies (“Fairer”)*

Strategy	Status
Prevent returns to jail by laying a foundation for future sustainability a. Offer everyone in city custody 5 hours per day of education, vocational, and therapeutic programming b. Offer everyone in city custody dedicated reentry planning before discharge and support in the community (re-entry network, launch jails to jobs) c. Implement a new technology tool (case management system)	In progress
Foster connections to families and community by improving visits a. Create expedited transportation to Rikers Island b. Renovate the Central Visits facility	In planning
Continue to create alternatives to punitive segregation	In planning
Expand supportive services for correctional officers	In planning



*Overview of workforce and population*

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*Overview of workforce and population*

<i>Employees on Rikers</i>	<i>Avg. daily population</i>
DOC employees (uniformed)	10,495
DOC employees (civilian)	1,775
DOC program providers	152
DOE staff (East River Academy)	118

<i>Health + Hospitals Employees (average daily population on Rikers)</i>	
H+H employees for all jails	1,069
H+H employees for Rikers	936
H+H employees for borough facilities (3)	133

<i>Visitors</i>	
Total visitors to city jails on Rikers Island in FY 18 (July-September)	33,990
Average daily visitors to Rikers Island (FY 17)	1,019

## Facilities

<i>Facility</i>	<i>Specific functions and populations</i>
AMKC	Detox Unit, Mental Health Center
RNDC	All 16- and 17-year-olds
EMTC	Sentences of less than 1 year
GMDC	50 separate housing areas
GRVC	Includes Punitive Segregation Unit
NIC	Infirmery; special pops by end of year
OBCC	Includes Enhanced Supervision Housing
RMSC	Women's only facility
West Facility	Contagious Disease Unit and special pops
<b><i>Boroughs</i></b>	
BKDC	Most undergoing intake process or facing trial in Kings/Richmond County
MDC	North and South Towers—most undergoing intake process or facing trial in New York County. Includes special populations.
VCBC	Detention facility for intake processing for both Bronx and Queens
QDC	Only the court facility is operating

Sources: DOC website, DOC census report, 11/2/17

## *Agenda*

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1. Our charge (10 minutes)
2. Presentation: overview of Rikers today (30 minutes)
5. **Discussion (40 minutes)**
6. Closing and next steps (10 minutes)

## *Discussion and next steps*

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### *Discussion questions*

- What are the most pressing issues around the culture of jails in NYC?
- What do we want to know more about in the coming months? Where do we need additional research or data analytics?
- What should we focus on first?

### *Next meeting (December 1, 2017)*

- Proposed focus: perspectives on well-being
  - What do we know about the perspectives of all those who spend time in the city's jails? What are the most important issues from the various perspectives?
  - How can we achieve culture change while maintaining security?



*Culture Change Working Group Meeting #2*

*December 14, 2017*

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Justice Implementation Task Force

## *Agenda*

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1. **Update, meeting goals, and recap**
2. Perspectives of key stakeholder groups
3. Discussion
4. Closing and next steps



## *RFP for master plan for borough-based jail system*

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### ***Project Scope Overview***

- Investigation and assessment of three existing DOC facilities (Manhattan, Brooklyn, Queens) to determine how to expand or reconstruct.
- Identification and investigation of additional sites, with a focus on neighborhood integration and fair share analysis.
- Study will culminate in a master plan for the phasing out of existing facilities and operations on Rikers Island that aligns with a Master Plan for standing up a borough-based jail system with a capacity to house 5,000 people.

*RFP for master plan for borough-based jail system*

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***Key Project Considerations***

- Study shall include robust community engagement, including meetings, surveys and workshops with neighborhood residents, facility staff, City agency staff, providers, attorneys, and formerly incarcerated individuals and their families.
- Consultants shall use design principles consistent with minimum NYS-SCOC and NYC-BOC Standard for Design Guidelines, and other design principles recommended by the Design Working Group of the Justice Implementation Task Force.

***Projected Timeline***

- Q1 2018 – Identify consultant and register contract
- Q4 2018 – Complete study

## *Task Force background*

---

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### ***Smaller***

#### Goal

**Safely reduce the size of the jail population** by 25% in the next five years

#### Baseline

18% decline in last three years  
~\$50 million investment from the City in strategies to reduce jail use

### ***Fairer***

#### Goal

**Change the culture and purpose of jail** so staff and incarcerated individuals are treated with dignity and provided with opportunity

#### Baseline

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### ***Safer***

#### Goal

Ensure that everyone who works, visits, and is incarcerated in city jails is in a **safe, modernized, and humane facility** as quickly as possible

#### Baseline

City has already invested \$1.2 billion to improve conditions in City jails

## Culture Change Working Group: Charge

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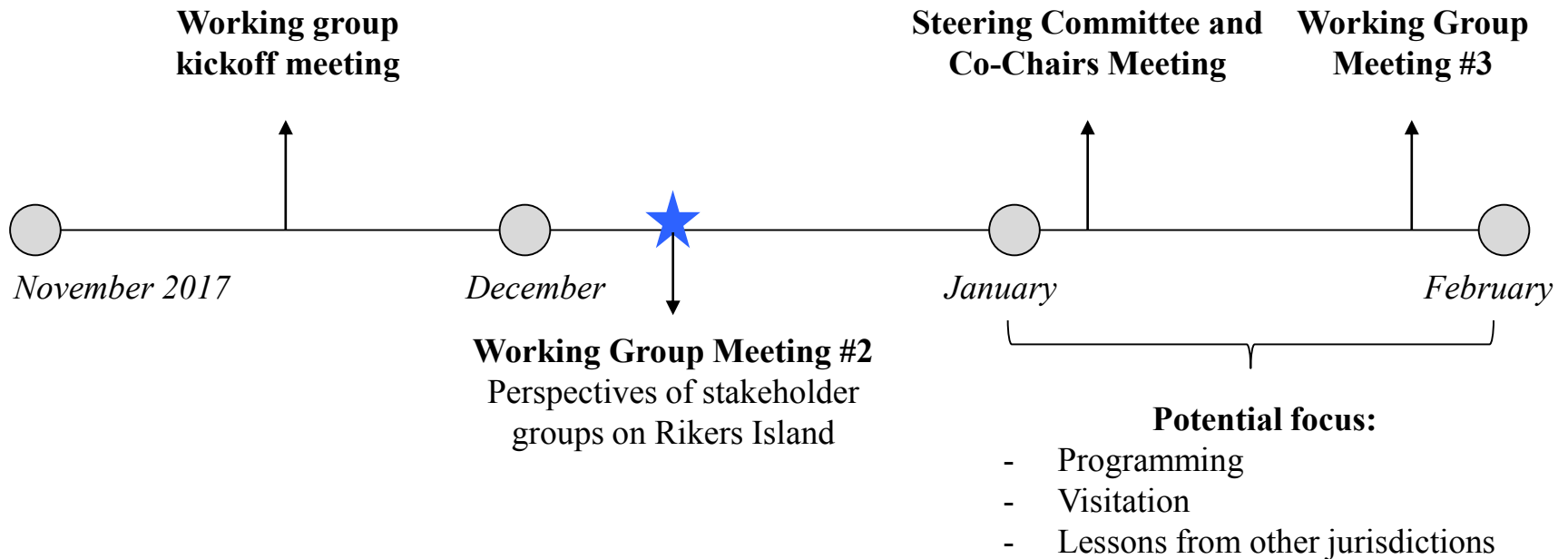
## *Culture Change*

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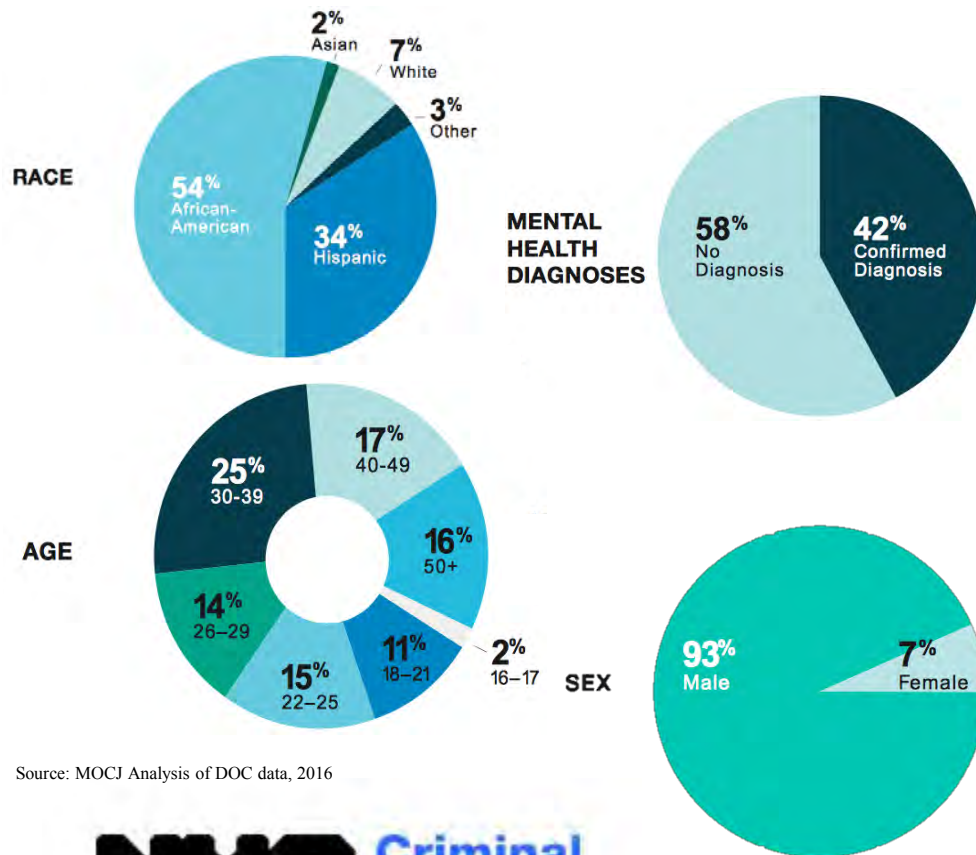
## Anticipated meeting schedule





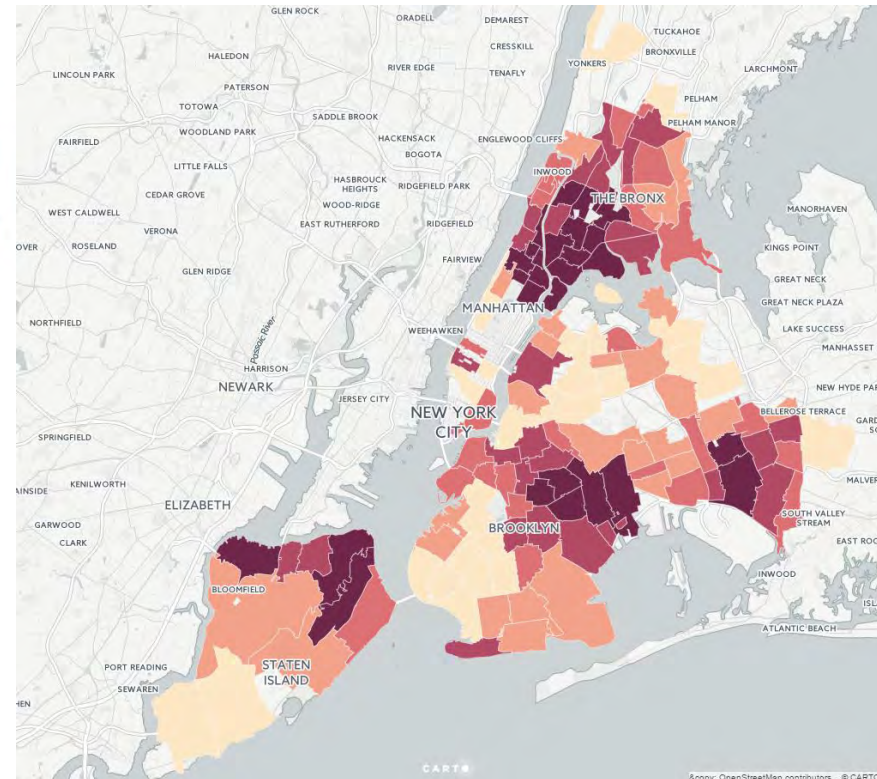
## Recap: jail population overview

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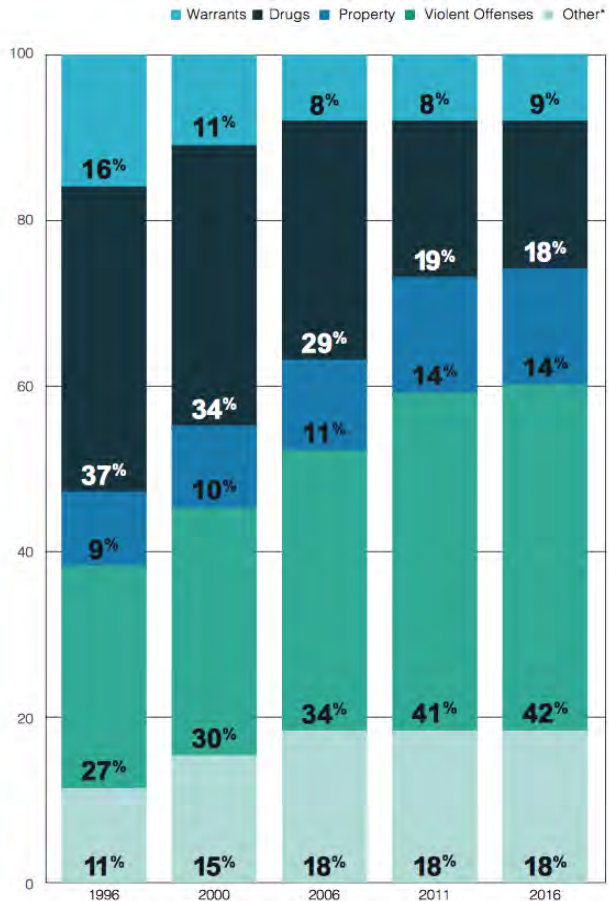
Source: MOCJ Analysis of DOC data, 2016

2016 DOC Admission Rate by Zip Code



## Recap: jail population overview

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## *Agenda*

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1. Update, meeting goals, and recap
2. **Perspectives of key stakeholder groups**
3. Discussion
4. Closing and next steps

## *Perspectives of key stakeholder groups*

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### *Sources*

<i>Incarcerated people</i>	<i>DOC staff</i>	<i>Health staff</i>	<i>Visitors</i>
<ul style="list-style-type: none"> <li>• Board of Correction Study of Inmate Grievance and Request Program (2016)</li> <li>• Media coverage</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Correction Preliminary Leadership and Culture Assessment Survey Results and Reform Agenda (2015)</li> </ul>	<ul style="list-style-type: none"> <li>• Correctional Health Services Employee Engagement Survey Highlights (2016)</li> <li>• Data-Driven Human Rights: Using Dual Loyalty Trainings to Promote the Care of Vulnerable Patients in Jail</li> <li>• Staff Satisfaction, Ethical Concerns, and Burnout in the New York City Jail Health System</li> </ul>	<ul style="list-style-type: none"> <li>• Board of Corrections Visit Restriction Monthly Review (September 2017)</li> <li>• Department of Corrections visitation guidelines</li> <li>• Media coverage</li> </ul>

*Perspectives: incarcerated people****Most Common Complaint Categories***

- The most common grievances remained the same from 2013-2015 and concerned incarcerated individuals' employment, accounts, and property.
- Serious complaints, such as allegations of assault, sexual assault, and complaints about staff more than doubled during this three-year period.
- Greater increases were seen in specialized facilities, including the infirmary, punitive segregation, and adolescent facilities.

<b><i>Grievance Categories</i></b>	<b><i>2013</i></b>	<b><i>2014</i></b>	<b><i>2015</i></b>
Employment	883	1,018	1,151
Inmate Account	755	801	901
Property	705	741	810
Jail Time	474	489	419
Environmental	237	272	441
<b><i>Non-Grievable Categories</i></b>			
Staff Complaints	280	505	936
Harassment Allegation	124	98	86
Assault Allegation	93	126	189
Medical Staff	88	130	201
Status as an Intended Contraband Recipient (or ER, RED ID, or CMC)	74	44	75
Disciplinary Process	64	123	101
Freedom of Information Law	6	14	190
Other (timeliness or personal jurisdiction)	73	208	353
<b><i>Requests</i></b>			
Requests for Information	393	441	525
Other Request	213	185	439

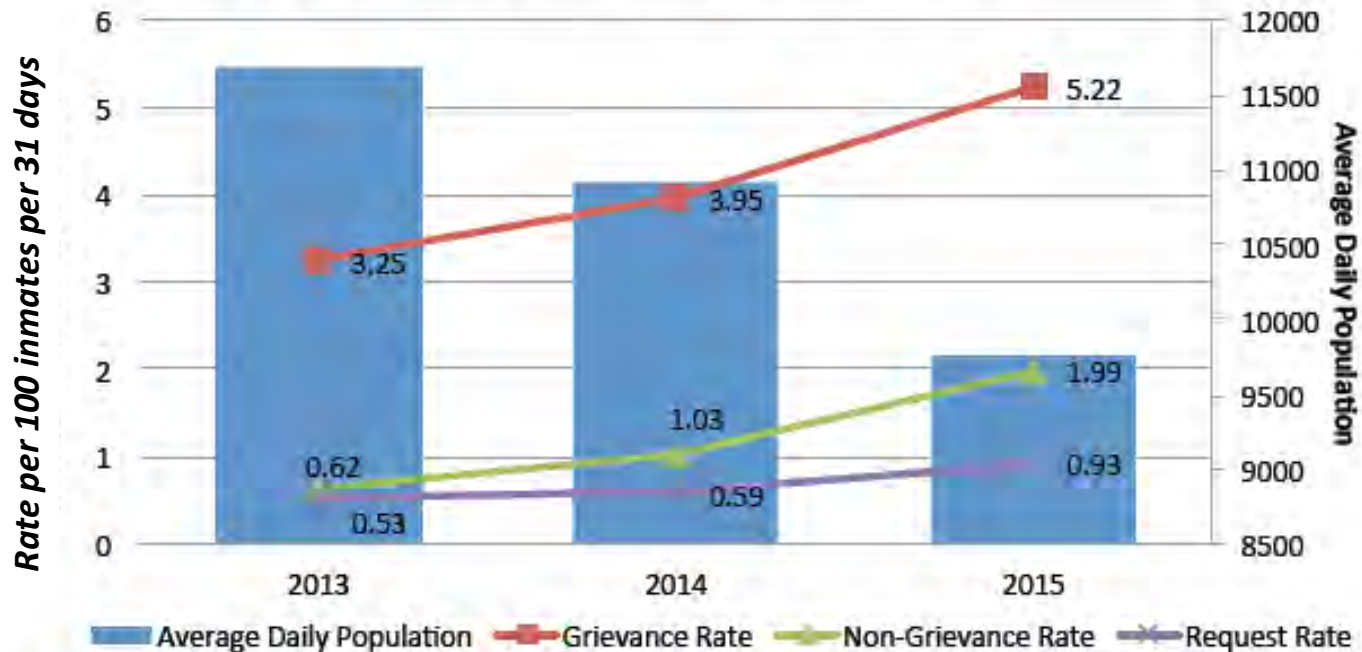
Source: BOC report on DOC Inmate Grievance and Request Monthly Reports (FY2013-2015)



*Perspectives: incarcerated people*

*The number of grievances filed grew by 34% and the rate at which they were filed doubled between 2013 and 2015.*

**Rate of Complaints Filed Increases**



Source: Department of Correction IGRP Reports

## *Perspectives: incarcerated people*

*The experience of incarcerated people has been shared publicly in the media.*



### WHAT I SAW ON RIKERS ISLAND

By Cecily McMillan  
The New York Times



I RECENTLY served 58 days of a three-month sentence on Rikers Island. I was convicted in May of assaulting a New York City police officer as the police cleared Zuccotti Park of Occupy Wall Street protesters in 2012. (I am appealing my conviction.) I got a firsthand experience that I did not seek of what it is like to live behind bars.

Rikers is a city jail. It holds some 11,000 inmates who are awaiting trial or sentencing, or who have been convicted and sentenced to a year or less of time.

During my incarceration, two correction officers were arrested on charges of smuggling contraband, including drugs, to inmates. The week after I was released, two more correction officers and a captain were arrested on charges of having beaten a handcuffed prisoner into unconsciousness in 2012. Last week, The New York Times reported on the "culture of brutality" on Rikers. The city is now investigating more than 100 reported violent assaults on inmates.



*Perspectives: DOC staff*

*According to the NYC Department of Correction Leadership and Culture Assessment Survey, the vast majority of DOC staff believe that the organization is unhealthy:*

<i>6 out of 10</i>	Uniformed staff at jails <b>feel unsafe at work</b> , with COs feeling the least safe
<i>3 out of 4</i>	Staff are not sure what they are supposed to do in their <b>role</b>
<i>9 out of 10</i>	Staff feel that their <b>opinion is not important</b> to their supervisors
<i>8 out of 10</i>	Staff feel like they are <b>not getting the coaching and training they need</b> to be effective
<i>8 out of 10</i>	COs believe that <b>supervisors do not have the experience they need</b> to be effective
<i>7 out of 10</i>	Staff feel that they <b>are held accountable</b> for the results they are expected to deliver, but only a small subset feel that they have the <b>authority to make decisions</b>
<i>9 out of 10</i>	Staff do not feel that DOC consistently implements <b>new and better ways of doing things</b>

*Perspectives: health staff*

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*Health staff, crucial players in the jail system, experience unique challenges balancing security and patient care.*

Challenges

- Health staff experience challenges of “dual loyalty”
- Approximately 24% frequently or occasionally felt physically afraid or intimidated in their workplace
- 24% view their ethics to be regularly compromised by their work in the jails

Strengths

- 94% of health staff found their work to be meaningful
- 81% were very motivated to work in their current setting
- 90% generally looked forward to going to work
- 77% would recommend their job to someone else

*Perspectives: visitors*

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***DOC manages a large volume of visits every month – over 20,000 in September 2017 alone:***

<b>Total visitors</b>	21,829
<b>Total visits</b>	16,396
<b>Visits per inmate per month</b>	1.77
<b>One-day visit denials</b>	275
<b>One-day visit cancellations</b>	211
<b>Visitor restrictions</b>	56 (.34%)
<b>Visits resulting in arrest</b>	26 (.16%)

## *Perspectives: visitors*

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### ***Visitors must comply with specific requirements and restrictions:***

- Overly suggestive clothing and clothing in which contraband and non-permissible items can be hidden are not permitted.
- When meeting with an inmate, visitors may only wear a single layer of clothing (except those visitors required to wear a cover-up garment) and no accessories.
- Visitors are not permitted onto the visit floor of a jail if they do not meet the dress code, which bans certain attire, including:
  - o Uniform
  - o Tops or dresses that exposes the chest, stomach or back
  - o Shorts, skirts, or dresses the hem of which is more than three inches
  - o Spandex leggings (unless covered by garment at most three inches above knee)
  - o Visitors must wear undergarments



*Perspectives: visitors*

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*Inappropriate attire and security issues were the top two reasons why visitors were denied a visit in September 2017 (one month snapshot):*

Reason	Denials
Inappropriate Attire	68
Security Reason	61
Failed Ion Scan	53
K-9 Alert	42
Refuse to Obey DOC Rules and Regulations	30
Other	13
Disrespect Staff	7
Expired ID	1
<b>Total</b>	<b>275</b>

*Perspectives: visitors*

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***Refused visit by an inmate and refusal to wait were the top two reasons people cancelled their visits in September 2017 (one month snapshot):***

Reason	Denials
Inmate Refused Visit	56
Visitor refused to wait	56
Transfer	33
Lockdown	29
Inmate fight – pending investigation	13
Package only	8
Hospital/clinic – medical	8
Out to court	4
Wrong inmate	3
Inmate being discharged	1
<b><i>Total</i></b>	<b><i>211</i></b>

## Perspectives: visitors

*The experience of visitors has been shared publicly in the media.*

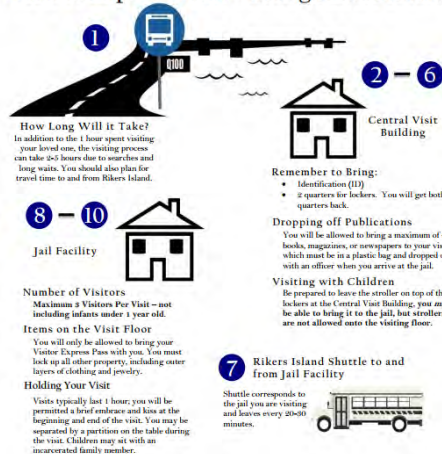


16 DEC VISITING LOVED ONES DETAINED OR INCARCERATED ON RIKERS ISLAND: EASIER SAID THAN DONE



### Step By Step Guide: What to Expect When Visiting Rikers Island

1. Take the Q100 over the bridge to Rikers Island. The Central Visit Building is to the right as you exit the bus. Lockers are available for visitors, but you need a quarter which you will get back. Lock everything (bags/purses, any electronics, cash, cigarettes or other possible contraband) in a locker. Bring only your ID and any publications you may be delivering to your loved one.
2. As you enter, you must clear a metal detector and take off your shoes and outer layers. If you do not clear the metal detectors after two attempts, officers will ask you to consent to a pat search over your clothing, like the airport. Refusing a search may result in a non-contact visit or visit denial.
3. After clearing the first security check, look for the signs hanging from the ceiling – find the sign for the jail where your loved one is housed and proceed to that waiting area. Check in with the officer and provide them with your ID.
4. The officer may ask you to provide a scan of your thumb print. You are not required to provide thumb scan. If you are denied a visit because you refused the thumb scan, contact the Board of Correction immediately (212) 600-7100.
5. You will be given a Visitor Express Pass, make sure not to lose that!
6. A shuttle bus comes every 20-30 minutes and will transport you to the specified jail.
7. At the jail, you must clear a second metal detector. You may be asked to submit to a chemical detection test (a wipe of the hands with immediate results for any chemical residue).
8. Lock up all remaining personal items (jewelry, jacket, etc.). You will need a second quarter.
9. One by one the officer will call you into a private area for a body check. You must remove your shoes and shoes, lift up your sleeves, hair and open your mouth. For women, you will be asked to bend over and lift your bra forward. Men must lift up their shirt.



## *Discussion*

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1. What perspectives are we missing and how might we capture them?
2. Much of the data collected is about what is going wrong. What do we know about what's going well? What strategies have been successful on these issues?
3. What are the most important issues for this group to focus on? How can the members of this working group contribute?

## *Agenda*

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1. Update, meeting goals, and recap
2. Perspectives of key stakeholder groups
3. Discussion
4. **Closing and next steps**



*Culture Change Working Group Meeting #3*

*January 17, 2018*

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Justice Implementation Task Force



## *Agenda*

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1. **Introductions and updates**
  1. Updates from MOCJ
  2. Looking ahead
2. Programming
  - a. Overview of programming on Rikers Island
  - b. Programming research
3. Discussion and next steps

*Progress towards closing Rikers*

---

- New York City's jail population is under 9,000 for the first time in 35 years.
- New York City announced that due to the reductions in the number of people in jail, we are able to close a facility on Rikers Island—GMDC will be closed by Summer 2018.
- New York City announced its plans to transfer adolescents off of Rikers Island.
  - o Propose to use Crossroads, Horizon, and OCFS Facility Ella McQueen for intake.
- Rikers tour planning is underway.

## Status of strategies

### 3 FAIRER

### CHANGING THE CULTURE AND PURPOSE OF JAILS

**Strategy Overview:** The Roadmap includes four strategies to improve the culture in city jails.



#### PERSPECTIVES FROM OUR PARTNERS

*"Housing Works is committed to partnering with the Mayor's Office of Criminal Justice to take a call to action by servicing individuals involved in the criminal justice system. This partnership would allow individuals fair, equal access to health and wellness services and workforce development opportunities. Housing Works is dedicated to building safer, healthier communities and playing a key role in reducing recidivism through New York City's Department of Correction."*

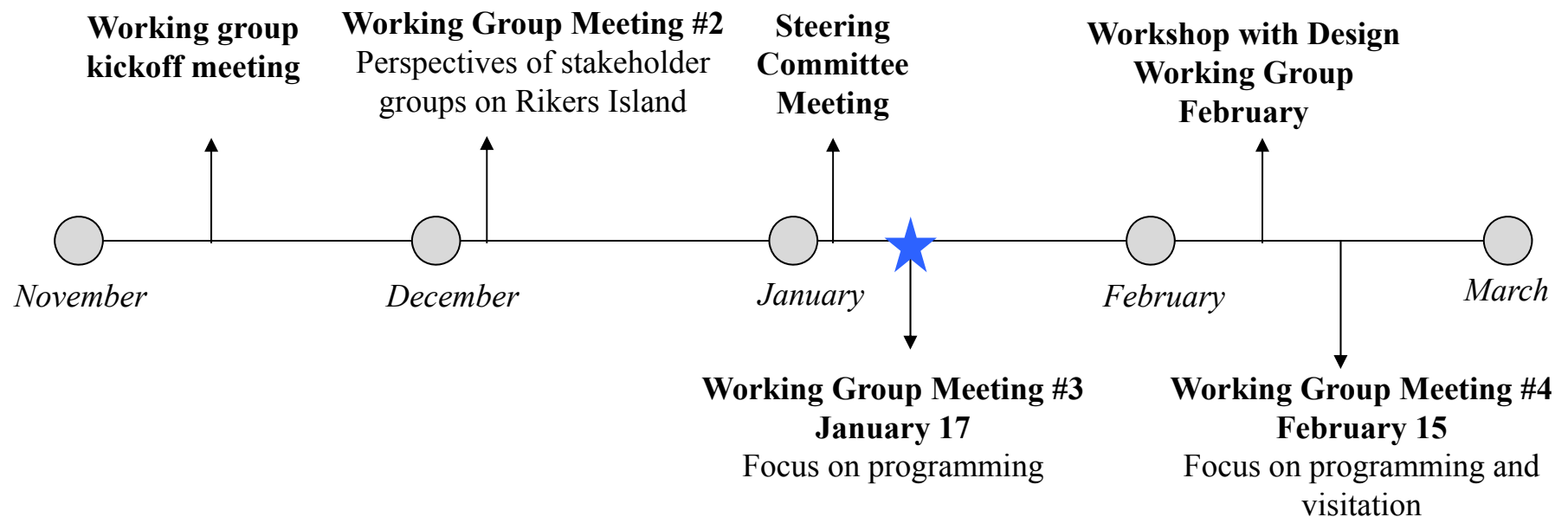
**Danielle Spina, Director of the SMART Program, Housing Works, Inc.**

#### IMPLEMENTATION HIGHLIGHT

In the last month, the Mayor's Office of Criminal Justice selected the eight non-profits who will provide re-entry services for everyone leaving city jails beginning in 2018. These networks will provide people returning to the community with help enrolling in benefits, finding employment and housing, and connecting to healthcare. Additionally, these providers will offer everyone leaving jail after serving a city sentence short-term transitional employment as part of the Jails to Jobs initiative.

The complete list of selected providers is Housing Works, Fedcap, Fortune Society, Friends of Island Academy, Greenhope Services for Women, Osborne Association, Samaritan Daytop Village, and Women's Prison Association. These providers will be creating service networks through partnerships with a wide array of subcontractors, including the Center for Employment Opportunities and Exodus Transitional Community.

## Anticipated meeting schedule



*Focus of our work*

---

*Our focus in the months ahead*

Q1  
*Programming*

Q1  
*Design Principles  
Measuring Wellbeing*

Q1  
*Visitation and  
Transportation*

Q2  
*Visitation and  
Transportation*

- Actions to strengthen current programming
  - Contribute to design principles for the future jail system, including programming
  - Identify and implement quick wins to positively impact culture on Rikers today
- 
- Understand the problem
  - Develop potential solutions
  - Support DOC in implementing planned improvements
- 
- Propose new solutions for implementation
  - Begin implementation

## *Plan for design principles workshop*

---

### ***Pre-workshop prep***

- Review and synthesize existing ideas about the most important design attributes of a new jail system in NYC.
- Use existing material to develop a pre-workshop survey to gather input from participants.

### ***Workshop activities***

- Begin with a review of existing material and results of the pre-workshop survey.
- Break out into smaller groups (facilitated by project management staff) to unpack specific topics and develop and prioritize related design principles.
- Report back to the full group and document preliminary principles.

*Note: tentative dates for the workshop are February 6, 7, or 8.*



## *Agenda*

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1. Introductions and updates
2. **Programming**
  - a. Overview of programming on Rikers Island
  - b. Programming research
3. Discussion and next steps

*Rikers programming*

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***Rikers Island Facilities***

Facility	Year Built	Bed Capacity	Notes	# of programs
AMKC	1977	2,346	Detox Unit, Mental Health Center	13
RNDC	1972	1,023	All 16- and 17- year-olds	13
EMTC	1965	1,647	Sentences of less than 1 year	15
GRVC	1991	883	Includes Punitive Segregation Unit	13
NIC	1935	338	Infirmery; special pops by end of year	4
OBCC	1985	1,212	Includes Enhanced Supervision Housing	9
RMSC	1988	1,287	Women's only facility	28

*Rikers programming*

***Borough Facilities***

Facility	Year Built	Bed Capacity	Notes	# of programs
BKDC	1957 (renovated 2011-13)	688	Most undergoing intake process or facing trial in Kings/Richmond County.	4
MDC	1983/1990	876	North and South Towers—most undergoing intake process or facing trial in New York County. Includes special populations.	27
VCBC	1992	760	Detention facility for intake processing for both Bronx and Queens.	7

*Rikers programming*

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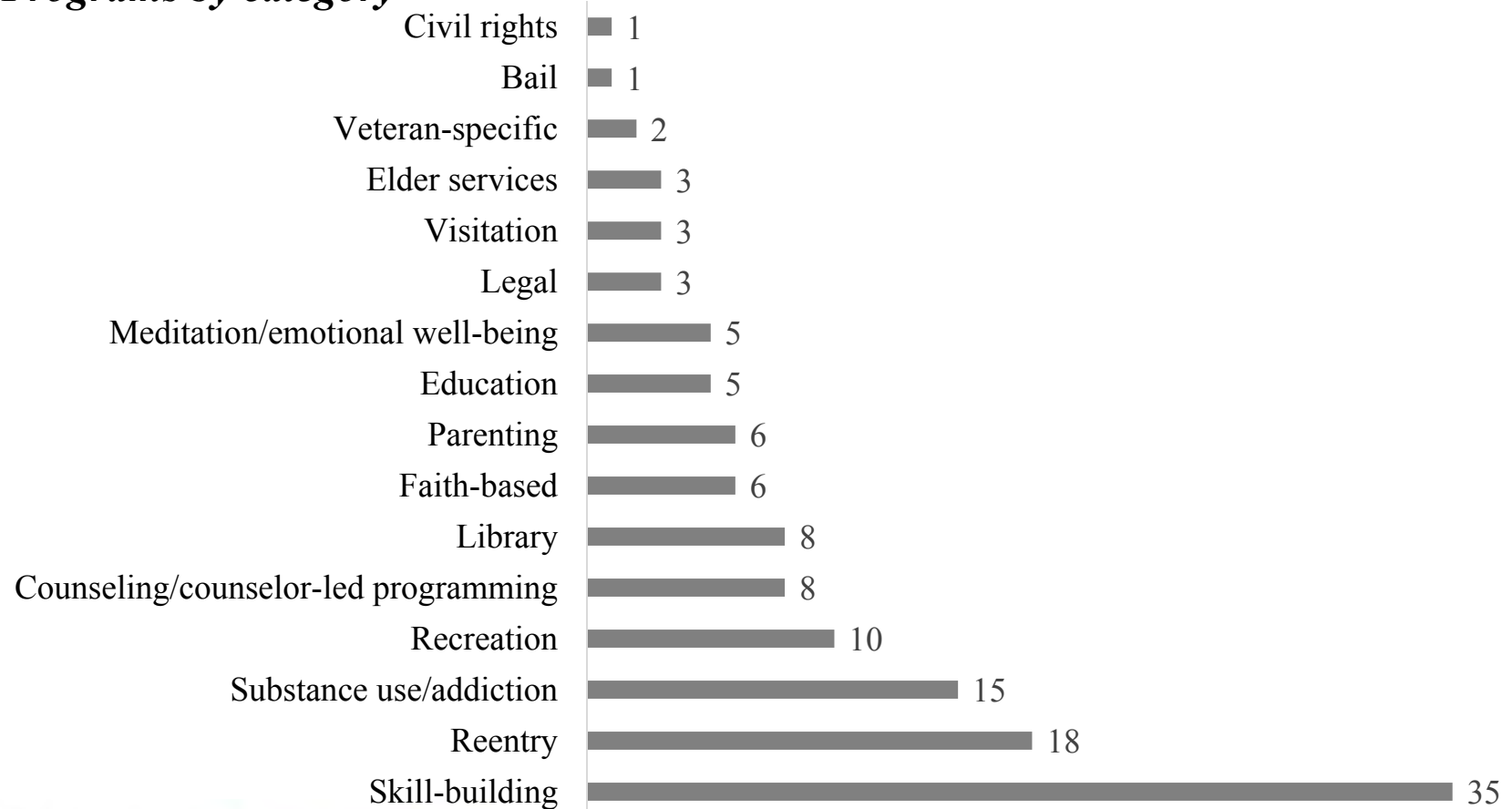
*Categorization of programs and goals*

Skill-building	Parenting	Meditation/emotional well-being
Reentry	Faith-based	Veteran-specific
Substance use / addiction	Education	Civil rights
Recreation	Legal	Bail
Library	Elderly	Mental health*
Counseling/counselor-led programming	Visitation	Medical*

*Rikers programming*

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*Programs by category*



## *Rikers programming*

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### *Zoom in on skill-building*

<i>Art Club</i>	<i>IDOLS (Individuals Determined to Overcome Life Struggles)</i>	<i>SMART: Samaritan Daytop Village</i>
<i>Art Competition</i>		
<i>Barbershop Skills</i>	<i>Individuals 2 Individuals</i>	<i>SOCA Dance class</i>
<i>Creative Arts</i>	<i>Manhattanville College</i>	<i>Spanish Debate Project</i>
<i>Creative Writing</i>	<i>Masters Chess</i>	<i>Stella Adler Acting Studio</i>
<i>Debate Team</i>	<i>Music Studio Expression</i>	<i>Steve &amp; William Ladd</i>
<i>DeFy Ventures</i>	<i>NY Writers Coalition Creative Writing</i>	<i>Tablet Programming- NIC Main</i>
<i>Food Protection Course</i>	<i>Paws of Purpose</i>	<i>Tribeca Film Institute</i>
<i>Fresh start Culinary arts class- Osborne Association</i>	<i>Reading and Writing (ESL class)</i>	<i>VCBC Barbershop Training Course - Licensed Instructor Todd Robinson</i>
<i>Horticulture</i>	<i>Rikers Island Debate Project</i>	



## Justice Implementation Task Force

### *Program spotlight: horticultural therapy*



**Project:** GreenHouse: Rikers/GreenBox Machine  
**Date:** Ongoing  
**Design:** The Horticultural Society of New York  
**Location:** New York City

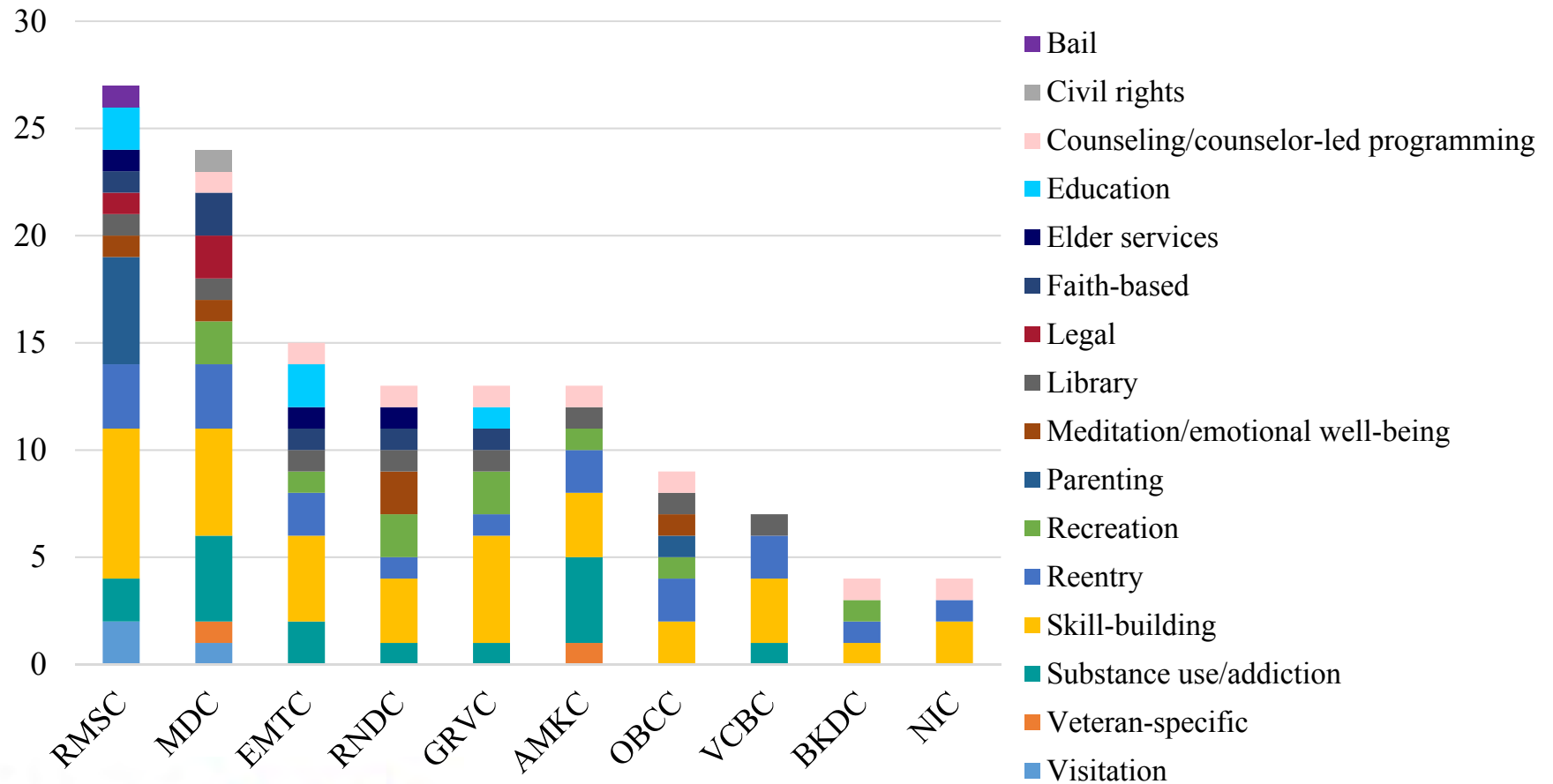
**Area:** 2 acres  
**Beds:** N/A  
**Programs:** by trained horticultural therapists  
**Scale:** N/A

**Court:** N/A  
**Other:** Therapeutic curriculum guides each participant's personal growth plan, giving them opportunity.

Not for distribution

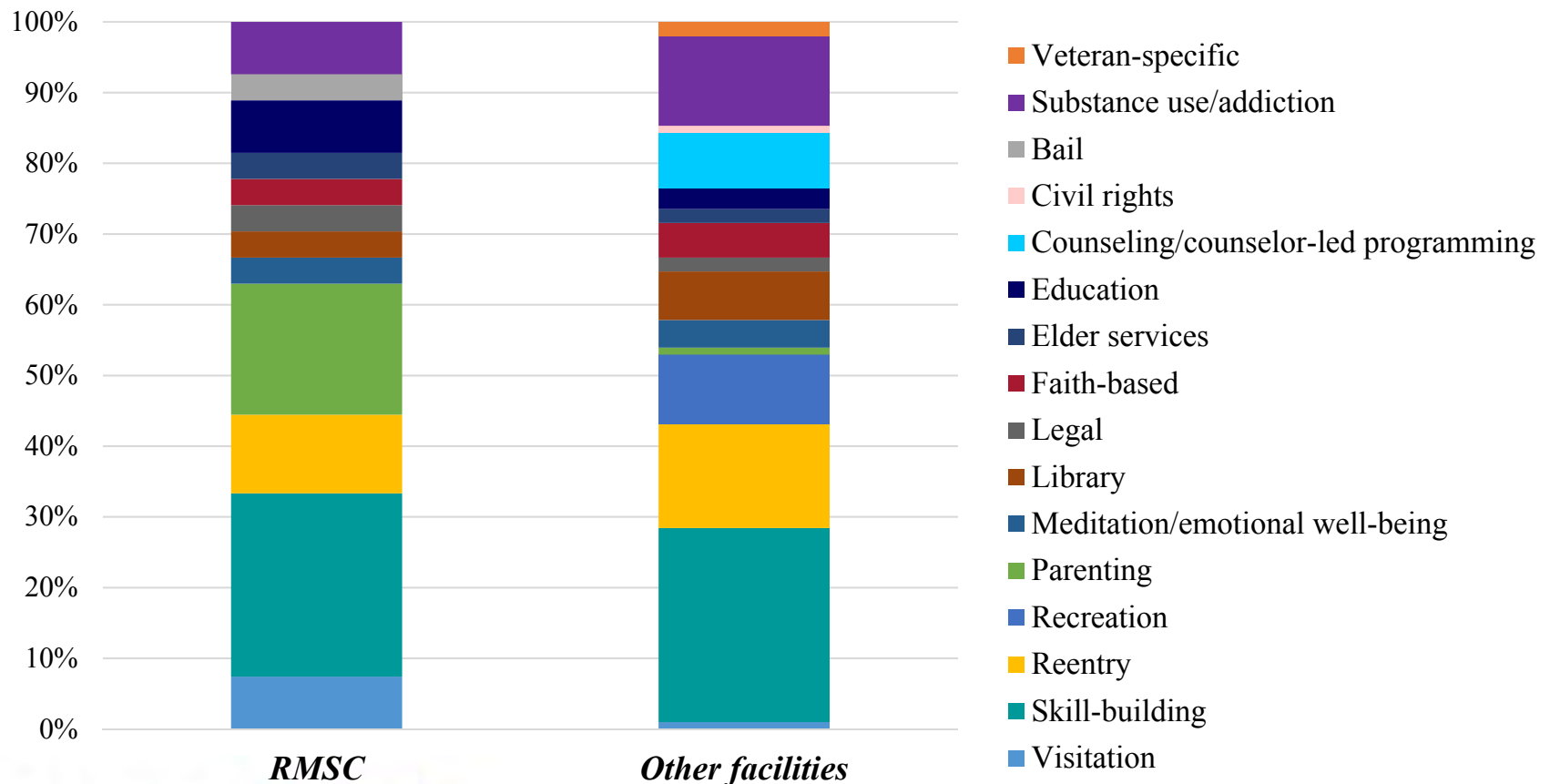
## *Rikers programming*

### *Programs by facility and type*



## *Rikers programming*

### *Zoom in on RMSC*



*Rikers programming*

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***Adult Programming participation rates for SMART/I-CAN programming***

Facility	Average Rate by Provider (December 2017)
MDC	<i>Fortune: 47%; Housing Works: 40%</i>
VCBC	<i>Osborne: 68%; SDV: 22%</i>
GRVC	<i>Fortune: 64%; Osborne: 72%</i>
OBCC	<i>FedCap: 21%</i>
RMSC	<i>Fortune: 36%; Osborne: 35%; Greenhope: 34%</i>
RNDC	<i>FedCap: 24%</i>
AMKC	<i>Fortune: 79%; Osborne: 79%; DOC (IDOLS): 69%; Samaritan Village: 27%</i>
EMTC	<i>Fortune: 62%; Osborne: 55%; STRIVE: 27%</i>
BKDC	<i>Housing Works: 43%</i>

*Rikers programming*

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*Adult Programming participation rates for SMART/I-CAN programming*

Provider	Average participation rate
Fortune	58%
Osborne	62%
Housing Works	42%
FedCap	23%
Greenhope	34%
Samaritan Village	25%
STRIVE	27%
DOC (IDOLS)	69%

## *Rikers programming*

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### *Limitations and challenges*

- Unpredictable lengths of stay
- Daily operations and programming interruptions
- Built environment
- Adequate programming capacity
- Incentives for participation



## *Agenda*

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1. Introductions and updates
  1. Updates from MOCJ
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3. Discussion and next steps

*Programming research*

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*Many jail jurisdictions face the challenge of short and/or unpredictable lengths of stay.*

<b><i>FY2017 Statistics</i></b>	
<b>Average Daily Population</b>	<b>9,684</b>
<b>Total discharges</b>	<b>58,981</b>
Discharged to NYSDOCCS	16.6%
Discharged to community	76.2%
<b>Average length of stay</b>	<b>63.3 days</b>
Detained for four or fewer days	34.1%
Detained for three months or more	18.4%

*Programming research*

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*The stated goals of jail programming in other jurisdictions focus on public safety and engaging people in pro-social activity in custody and upon release to the community.*

*Examples include:*

- “Enhance safety and order in the jails...and make inmates more productive upon release.” (Washington County)
- “Programming that allows inmates to deal with the issues that landed them in jail in the first place.” (Wayne County)
- “Engage in meaningful pro-social ways while incarcerated...and prepare individuals for reintegration into the community.” (Cook County)
- “Helping incarcerated individuals gain knowledge, education, awareness, and skills to grow independently and collectively.” (Boulder County)

*Programming research*

---

*The built environment has a significant impact on programming.*



**Project:** Juvenile Detention Educational Facility

**Date:** 2017

**Design:** Combas Architectes

**Location:** Marseilles, France

**Area:** 26,370 sq. ft.

**Beds:** 20

**Programs:** educational

**Scale:** Suburban campus

*Programming research*

---

*The built environment has a significant impact on programming.*



**Project:** Halden Fengsel

**Date:** 2010

**Design:** Erik Møller and HLM Architects

**Location:** Østfold, Norway

**Area:** 522,720 sq. ft.

**Beds:** 251

**Programs:** Art spaces

**Scale:** Suburban campus

**Notes:** Inmates sell objects made in the ceramic studio through a prison-sponsored website

*Programming research*

---

*The built environment has a significant impact on programming.*



**Project:** Recipe for Change

**Date:** Ongoing

**Design:** Chef Bruno Abate

**Location:** Chicago, IL

**Notes:** Inmates gather three times a week; other inmates buy pizza; over 80 inmates have participated



*Programming research*

---

*Normalizing recreational time is a major goal in program design.*



- Sports
- Urban farming
- Shakespeare
- Creative Writing
- Art
- Yoga

**Project:** Halden Fængsel  
**Date:** 2010  
**Design:** Erik Møller and HLM Architects  
**Location:** Østfold, Norway

**Area:** 522,720 SqFt  
**Beds:** 251  
**Programs:** Art spaces  
**Scale:** Suburban, campus

**Court:** None, Prison  
**Other:** Known as a world-wide best practice.

## *Programming research*

---

***Programming is not one-size-fits-all; many jurisdictions balance mandated and individualized programming.***

Examples of mandated programming in NYC:

- Law library: “Each facility shall maintain a properly equipped and staffed law library. (1) The law library shall be located in a separate area sufficiently free of noise and activity and with sufficient space and lighting to permit sustained research. (2) Each law library shall be open for a minimum of five days per week including at least one weekend day.”
- Minimum recreation time: “Recreation periods shall be at least one hour; only time spent at the recreation area shall count toward the hour. Recreation shall be available seven days per week in the outdoor recreation area, except in inclement weather when the indoor recreation area shall be used.”
- Religious accommodations/services: “Prisoners have an unrestricted right to hold any religious belief, and to be a member of any religious group or organization, as well as to refrain from the exercise of any religious beliefs.”

## *Programming research*

---

***Programming is not one-size-fits-all; many jurisdictions balance mandated and individualized programming.***

Examples of individualized programming:

- Offense-specific group or individual counseling: Felony Domestic Violence Transition Counseling; Jail-based Misdemeanor Domestic Violence (MDV)
- Intensive cognitive restructuring and skill building programs: Healthy Relationships, Victim impact, Learning from Trauma
- Life skills: Parenting: F.O.C. Parental Responsibility and Financial Literacy Program, Computer skills, finding and keeping a job, Credit recovery, budgeting
- Gender-specific: Women's groups on anger management and domestic violence prevention
- Age-specific: Allied-youth group, Seniors club

## *Agenda*

---

1. Introductions and updates
2. Programming
3. **Discussion and next steps**

## *Discussion*

---

- What can we do as a working group to strengthen programming in the jail system today?
- What are the goals for programming on Rikers Island? What are the most important programming principles for the future jail system?
- Do the goals change for special populations?
- What are the gaps in programming that are most important to address?
- How can we develop a better understanding of what kinds of programming are most valuable to inmates?
- What are some of the creative ways we can increase inmate participation in programming?



*Culture Change Working Group*

*March 15, 2018*

---

Justice Implementation Task Force



## *Agenda*

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1. Introductions
2. **Update from MOCJ**
3. Programming subcommittee update
4. Focus on visits
5. Discussion and next steps

*Updates from MOCJ*

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**1. *Borough-based jail facility locations***

- The Mayor and City Council reached an agreement to replace Rikers Island with community-based facilities.
  - The agreement ensures a single public review of identified jail sites in four boroughs, which will provide off-Island space for 5,000 detained people.
- The four sites include:
  - Manhattan Detention Center, 125 White Street, Manhattan, 10013
  - Brooklyn Detention Center, 275 Atlantic Avenue, Brooklyn, 11201
  - Queens Detention Center, 126-01 82nd Avenue, Kew Gardens, 11415
  - NYPD Tow Pound, 320 Concord Avenue, Bronx, 10454

**2. *Advocacy on Close to Home funding and state legislative agenda***

**3. *Challenge to partial shutdown of RNDC***

## Status of strategies

### 3 FAIRER

### CHANGING THE CULTURE AND PURPOSE OF JAILS

**Strategy Overview:** The Roadmap includes four strategies to improve the culture in city jails.



#### PERSPECTIVES FROM OUR PARTNERS

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## *Agenda*

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1. Introductions
2. Update from MOCJ
3. **Programming subcommittee update**
4. Focus on visits
5. Discussion and next steps

*Programming subcommittee: charge*

---

***Programming Subcommittee***

Leveraging the unique perspectives of those who work and spend time in the City's jails, the Programming Subcommittee will explore opportunities to improve programming on Rikers by establishing programming goals and principles, and helping to shape the programming blueprint for the new system.

*Programming subcommittee: outputs*

---

**Goals**

High-level, aspirational objectives for programming in jails

*Early ideas:*

1. Inspire hope in an institutional environment by encouraging positive thinking and a prosocial mindset;
2. Respond to an individual's current and emerging needs over time;
3. Provide opportunities to reduce the use of punitive practices in jails; and
4. Wherever possible, address the root cause of an issue that led a person to jail.



*Programming subcommittee: outputs*

---

**Principles**

Guidelines that can inform design

*1. Normalization and integration*

- Programming is part of the DNA of jails.
- Programming supports connections with the community and state facilities.
- Programming and security activities are planned for and delivered in an integrated and coordinated manner.
- All staff is versed in programming and see it as a resource and an integral part of operating a safe and restorative jail environment.
- All staff feel ownership over programming, and understand that programming is part of their job.

*Programming subcommittee: outputs*

---

**Principles**

Guidelines that can inform design

2. *Centered on individual needs*

- Initial assessments that are easy to administer at intake are used to understand risks and needs at the front door.
- Programming is person-centered and is based on an individual's interests and risk factors around anti-social behavior.
- Programming in housing areas is shaped by the needs and interests of its residents.
- Programs help to broaden perspectives and prepare people for the future.
- There is a customer service-based approach to how programming is delivered.
- Participation is encouraged and supported by those around the individual.

*Programming subcommittee: outputs*

---

**Principles**

Guidelines that can inform design

**3. *Access and transparency***

- While it may vary in type, programming should be accessible to the entire incarcerated population.
- There is complete transparency and visibility into the types of programming that are available and consistency in access to programming.
- There is continuity of programming and services across facilities and service providers.
- Detained people are housed based on their risks and privileges rather than grouped together.

*Programming subcommittee: outputs*

---

**Principles**

Guidelines that can inform design

**4. *Conducive space and design***

- Jail design facilitates opportunities for group and individual programming.
- There is ease of access to and from programming spaces.
- Jail design meets demands for various programming spaces, including adequate separation; programming spaces in proximity to housing areas to eliminate the need for moving and spaces that may be far away from housing areas.

## *Agenda*

---

1. Introductions
2. MOCJ update
3. Programming subcommittee update
4. **Focus on visits**
  1. **Guiding questions**
  2. **Challenges**
  3. **Overview from DOC**
  4. **Design principles**
5. Discussion and next steps

*Focus on visits: guiding questions*

---

*Questions to inform our discussion of visits today on Rikers and visits in the future:*

- There is significant work underway to improve the experience of visits for incarcerated people and their families. In what ways can this working group contribute to new initiatives or advance existing efforts?
- Does the group have any new ideas for improvements that can be made to the visit experience today?
- Are there additional considerations for the design of visit spaces in the new jail system?



*Focus on visits: challenges*

---

*Recap: the challenges of visits*

- Transportation access and location
- Long wait times
- Extensive, security checkpoints that are not streamlined
- Lack of clarity about the visits process
- Inconsistent enforcement of rules and regulation
- Disparities in who receives visits—men get more visits than women



*Focus on visits: overview from DOC*

---

***The Department of Correction has successfully rolled out the following improvements to the visit process:***

- Hired visit greeters trained to assist visitors through the process
- Created a visit “handbook” including resources, a description of the visit process, and a list of contraband
- Created bilingual messaging on procedures and policies
- Expedited the process for families with young children at Central Visits
- Provided DOHMH training on Narcan to visitors, which includes instructions for the safe administration of Narcan in the event of overdoses in the community
- Presence of service providers in Central Visits to share information with visitors about DOC programming and resources

*Focus on visits: overview from DOC*

---

*There are more projects underway to improve the experience of visits.*

*Current projects*

- Creating a more user-friendly experience for visitors on DOC website
- Renovation of Central Visits location – flooring, seating, paint
- Placement of informational PowerPoints on monitors in facility visit waiting areas
- Surveying visitors and inmates to determine how DOC can best help to improve the visit process and increase visits (underway at RMSC)
- Providing programming brochures to visitors to inform them of the programming opportunities available to their loved ones

*Projects under consideration*

- Creating child-friendly spaces in the visit waiting areas
- Offering activities/programming led by DOC staff to help facilitate improved interaction between inmates and children visiting
- Offering customer service training to all visit staff
- Re-training all visit staff on visit directive
- Renovating non-contact booths to improve communication and window clarity
- Increased camera coverage in visit areas

*Focus on visits: overview from DOC*

---

*There are more projects underway to improve the experience of visits.*

***Women-specific initiatives***

- Dedicated program counselors in RMSC children's visit area
- Family outreach to encourage more visits for women
- Expanding number of Children of Incarcerated Parents Program (CHIPP) visits at RMSC, with steady staff
- CHIPP-style visits for children of incarcerated women who are not in the child welfare system
- Changes to physical visit space in RMSC
- Allow mothers to join children in the children's area at RMSC
- Increase family days at RMSC
- Joint family visit programming for women and their families at RMSC

*Focus on visits: design principles*

---

*During the Design Principles Workshop, the group was charged with considering the ideal characteristics of the space for people visiting someone in jail.*



*Focus on visits: design principles*

---

*Ideas from different perspectives...*

<i>Visitors</i>	<i>Staff</i>	<i>Neighbors</i>
<ul style="list-style-type: none"><li>• Efficient transportation options and check-in process</li><li>• A “greeter” or “concierge”</li><li>• A pleasant interior design</li><li>• Video visit options</li><li>• Utilize publicly available spaces for digital visits and scheduling</li><li>• Child-friendly visit spaces, and programming that allows children to visit without their parents</li><li>• Co-located social services (e.g., counseling, family reunification)</li><li>• A sense of normalcy—light, air, acoustics, outdoor space</li></ul>	<ul style="list-style-type: none"><li>• Reliable process to ensure contraband does not enter the facility</li><li>• Electronic clearance system</li><li>• Efficient system for notifying incarcerated people when a visitor arrives, and for transporting them to the visits area</li><li>• Online system for people to register and schedule a time to visit</li><li>• List of “pre-cleared” visitors for each incarcerated person</li></ul>	<ul style="list-style-type: none"><li>• Design a space (potentially accessible 24 hours) that allows visitors to wait inside.</li><li>• Support this design with surrounding community assets, like coffee shops and stores, so people have something to do while they wait to visit.</li><li>• Create a direct relationship with the surrounding community, and have the first floor of the building include commercial and other shared space.</li></ul>

## *Discussion*

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### *Questions*

- In what ways can this working group contribute to new initiatives or advance existing efforts?
- Does the group have any other ideas for improvements that can be made to the visit experience today?
- Are there additional design principles for visits in the new jail system to consider?

## Timeline and next steps

