



Culture Change Working Group Meeting #2

December 14, 2017

Justice Implementation Task Force

Agenda

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

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

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

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

Culture Change Working Group: Charge

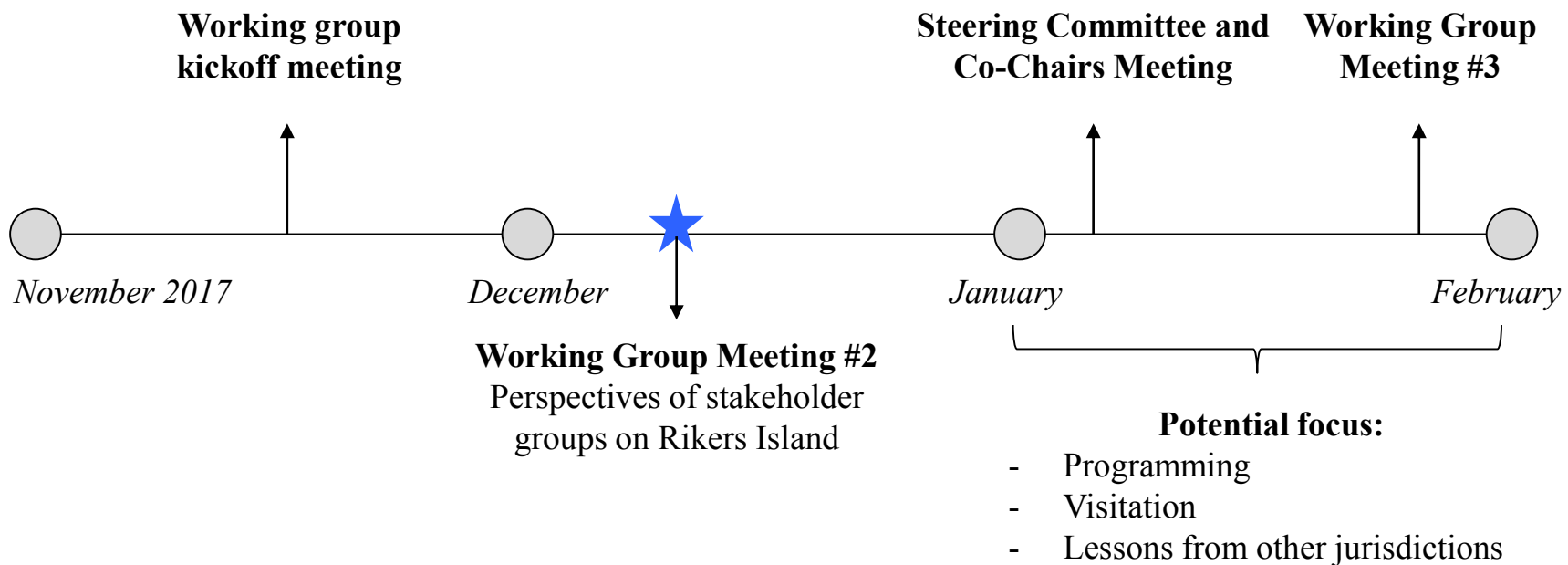
The Culture Change Working Group will advise the City on policies to create a jail system in which all who spend time in the City's jails – including DOC employees, medical staff, service providers, incarcerated people, volunteers, and visitors – interact in a safe and respectful environment.

Culture Change

Culture Change Strategies (“Fairer”)

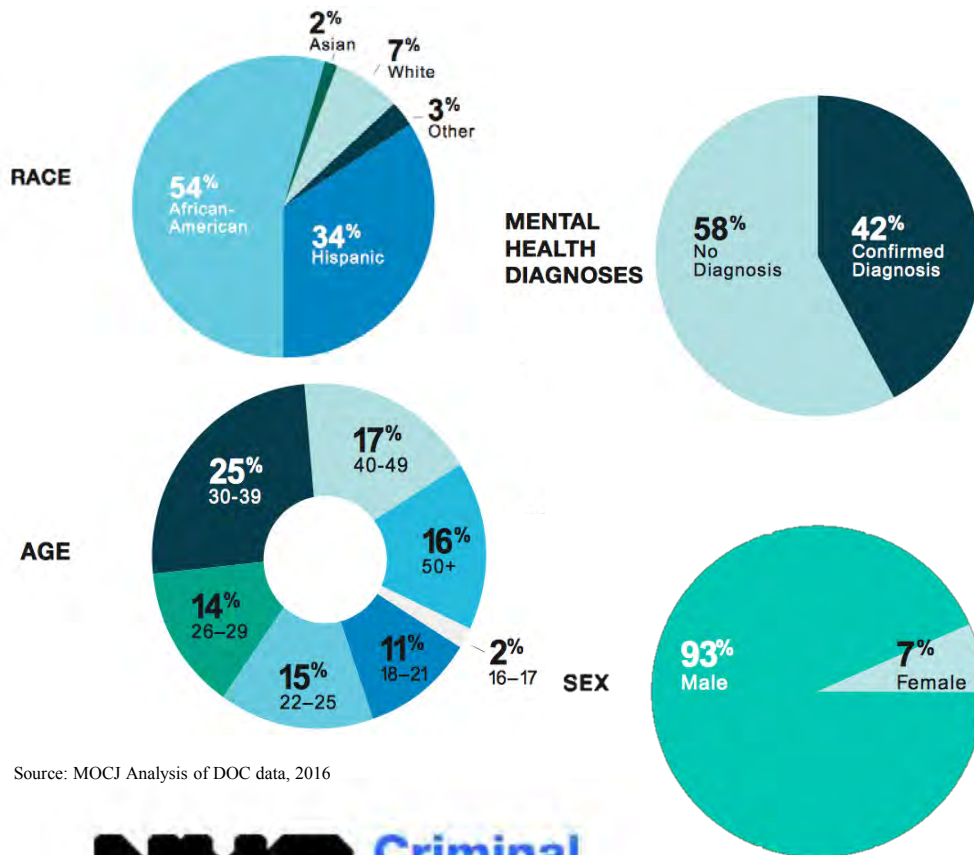
Strategy	Status
Prevent returns to jail by laying a foundation for future sustainability <ul style="list-style-type: none"> a. Offer everyone in city custody 5 hours per day of education, vocational, and therapeutic programming b. Offer everyone in city custody dedicated reentry planning before discharge 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 <ul style="list-style-type: none"> 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

Anticipated meeting schedule



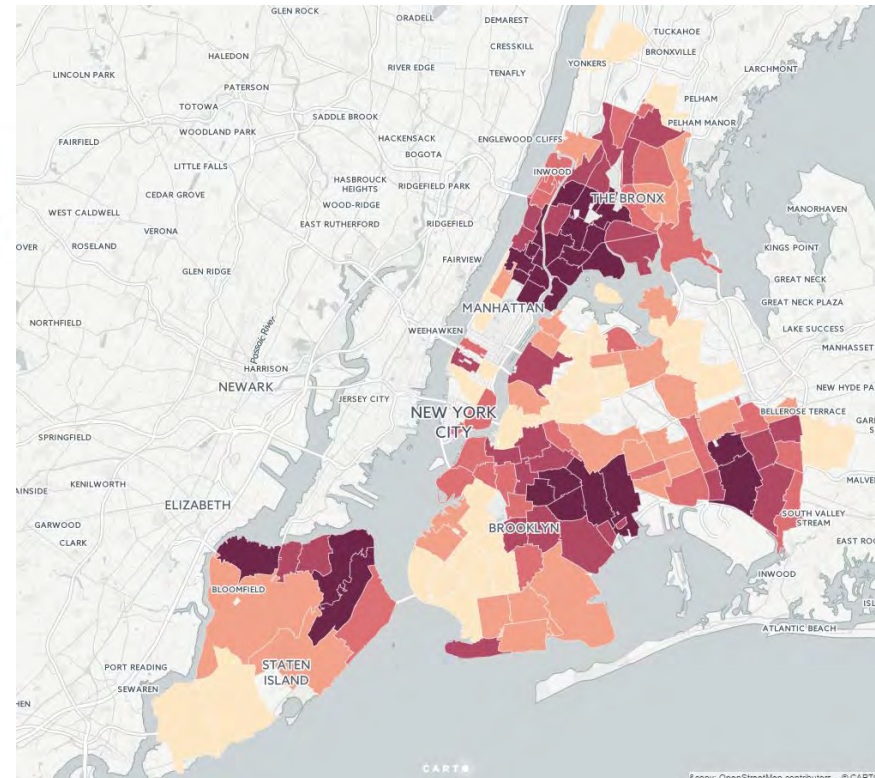
Recap: jail population overview

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



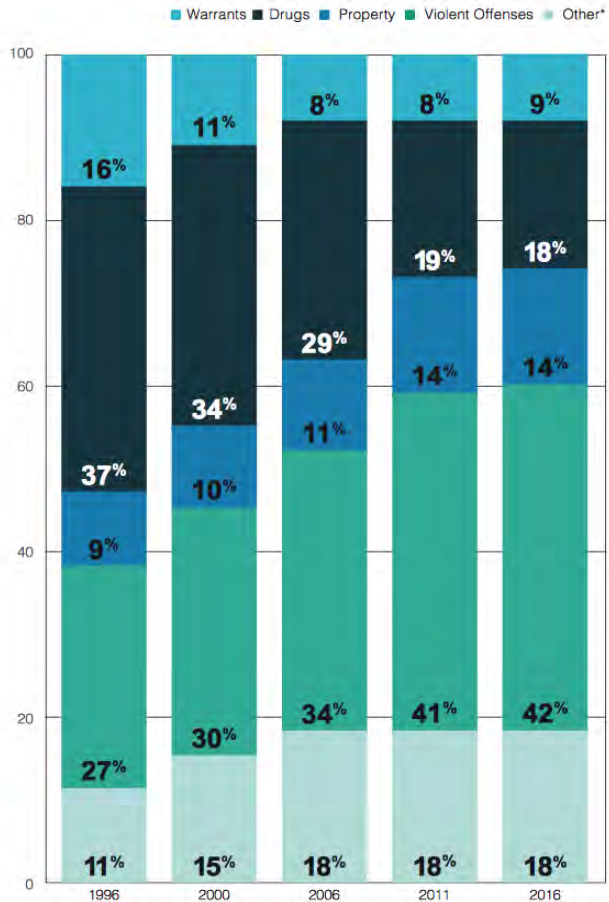
Source: MOCJ Analysis of DOC data, 2016

2016 DOC Admission Rate by Zip Code



Recap: jail population overview

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

Recap: workforce overview

<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)</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

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Perspectives of key stakeholder groups

Sources

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

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.

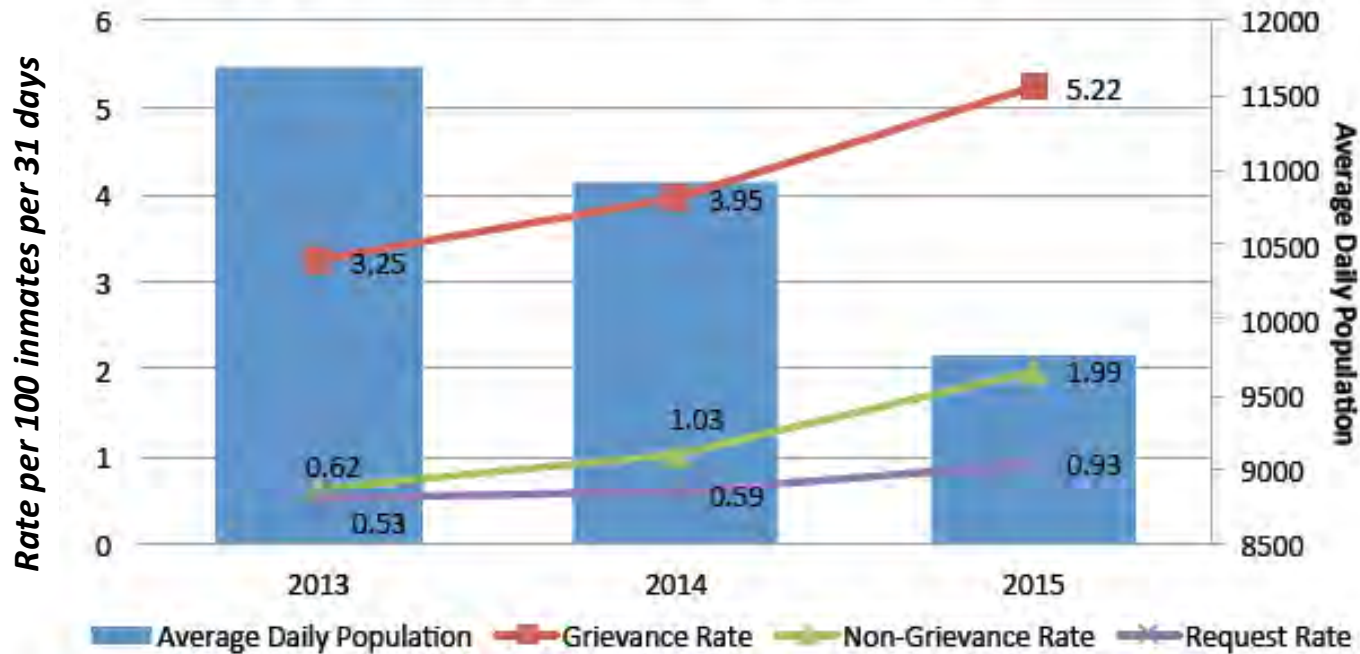
<i>Grievance Categories</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>
Employment	883	1,018	1,151
Inmate Account	755	801	901
Property	705	741	810
Jail Time	474	489	419
Environmental	237	272	441
<i>Non-Grievable Categories</i>			
Staff Complaints	280	505	936
Harassment Allegation	124	98	86
Assault Allegation	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
<i>Requests</i>			
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 feel unsafe at work , with COs feeling the least safe
<i>3 out of 4</i>	Staff are not sure what they are supposed to do in their role
<i>9 out of 10</i>	Staff feel that their opinion is not important to their supervisors
<i>8 out of 10</i>	Staff feel like they are not getting the coaching and training they need to be effective
<i>8 out of 10</i>	COs believe that supervisors do not have the experience they need to be effective
<i>7 out of 10</i>	Staff feel that they are held accountable for the results they are expected to deliver, but only a small subset feel that they have the authority to make decisions
<i>9 out of 10</i>	Staff do not feel that DOC consistently implements new and better ways of doing things

Perspectives: health staff

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

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

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

Perspectives: visitors

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

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
<i>Total</i>	275

Perspectives: visitors

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
<i>Total</i>	<i>211</i>

Perspectives: visitors

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

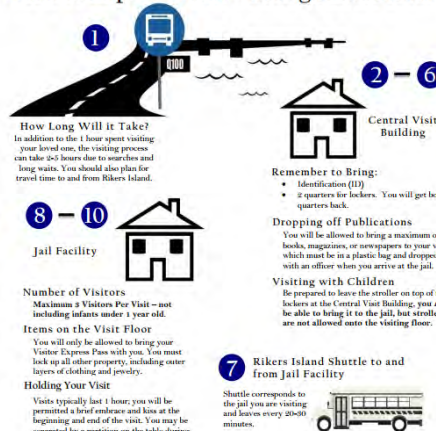


16 DEC VISITING LOVED ONES DETAINED OR INCARCERATED ON RIKERS ISLAND: EASIER SAID THAN DONE



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) 600-7900.
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 socks 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.
- 10.



Discussion

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?

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