JUSTICE IMPLEMENTATION TASK FORCE

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

September 13th, 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
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.

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

Executive Steering Committee
Leadership from key city agencies and every part of the criminal justice system

Research and Learning Advisory
- Emily Wang M.D., M.A.S., Yale School of Medicine
- Bruce Western, Harvard Kennedy School

SMALLER
Co-chairs:
- Karen Friedman Agnifilo, DANY
- Elizabeth A. Gaynes, Osborne Association
- Hazel Jennings, DOC
- Karen Shaer, Mayor’s Office of Criminal Justice
- Honorable Joseph Zayas

FAIRER
Co-chairs:
- Soffiyah Elijah, Alliance of Families for Justice
- Julio Medina, Exodus Transitional Community, Inc.
- Jeff Thamkittikasem, DOC
- Patricia Yang, Health + Hospitals

SAFER
Co-chairs:
- Ana Barrio, DDC
- Rosalie Genevro, Architectural League of New York
- Purnima Kapur, Department of City Planning
- Stanley Richards, BOC and The Fortune Society, Inc.
- Feniosky Peña-Mora, Columbia University
- Brian Sullivan, DOC
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.

11,119 average daily population when the Mayor took office

- **Reduced crime:** -50%
  - Major crime down 9% in last three years

- **Focused law enforcement:** -5%
  - Misdemeanor arrests have fallen by 23% since 2013, while enforcement resources increasingly focused on violent crime (felony gun arrests up 23% since 2013)

- **Case processing:** -10%
  - The average length of a Supreme Court case has decreased by 18 days since Justice Reboot launched

- **Bail reform:** -5%
  - The number of people in jail on bail of $2000 and under has fallen by 40% since the Mayor took office

- **Alternatives to jail:** -30%
  - A new citywide alternative to pretrial jail – Supervised Release – has diverted over 5,000 people since launching in March 2016

9,240 average daily population August 2017
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 (16,000) 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

<table>
<thead>
<tr>
<th>Pre-trial</th>
<th>Misdemeanor Detainees</th>
<th>Non-violent Felony Detainees</th>
<th>Violent Felony Detainees</th>
<th>Other*</th>
<th>City Sentenced</th>
<th>Parole Violators</th>
</tr>
</thead>
<tbody>
<tr>
<td>AVERAGE DAILY JAIL POPULATION JAN. 2014 – 11,089</td>
<td>998</td>
<td>3352</td>
<td>3980</td>
<td>663</td>
<td>1604</td>
<td>522</td>
</tr>
<tr>
<td>AVERAGE DAILY JAIL POPULATION JUNE 2017 – 9,400</td>
<td>600</td>
<td>2910</td>
<td>3420</td>
<td>600</td>
<td>1300</td>
<td>570</td>
</tr>
</tbody>
</table>
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.
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
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
Next steps

- 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
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
3. Getting to our goal together
4. Action items and next steps
Smaller, Safer, Fairer
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.
  - GMDC will be closed by summer 2018.

- New York City announced its plans to transfer adolescents off of Rikers Island.
  - 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

*Indicates year-to-date

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

- VIOLENT FELONY: 3,346
- NON-VIOLENT FELONY: 2,662
- MISDEMEANOR: 564
- OTHER: 452
- STATE PAROLE VIOLATORS: 600
- CITY SENTENCED: 1,081
Snapshot of the Daily Jail Population: January 1, 2014 vs January 1, 2018

A SAFER CITY, A SMALLER JUSTICE SYSTEM: Both crime and incarceration continue to fall in New York City. In the last 6 months, the average jail population is down by 209 people, and crime is down by 5% (year-to-date in 2017, compared to the same period last year).

KEY TRENDS
(December 2013-December 2017)

-48% in adolescents (16-17-year-olds) in custody
-68% of people in custody with bail of $2000 or less
-18% in people in custody for longer than one year
-36% in young adults (18 to 21-year-olds) in custody
+15% in State technical parole violators (January 1st 2014- January 1st 2015)
# Working Group Progress

## Jail Population

<table>
<thead>
<tr>
<th>Meeting 1</th>
<th>November 6, 2017</th>
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<tbody>
<tr>
<td>Jail population overview and review of existing strategies</td>
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<table>
<thead>
<tr>
<th>Meeting 2</th>
<th>November 29, 2017</th>
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<tbody>
<tr>
<td>Focus on risk assessment</td>
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<tr>
<th>Meeting 3</th>
<th>January 12, 2018</th>
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<tbody>
<tr>
<td>Focus on risk assessment</td>
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<tr>
<td>Focus on parole violator and city sentenced populations</td>
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## Design

<table>
<thead>
<tr>
<th>Meeting 1</th>
<th>November 6, 2017</th>
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<tbody>
<tr>
<td>Jail population overview and review of Rikers facilities</td>
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<table>
<thead>
<tr>
<th>Meeting 2</th>
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<td>Best practices in facilities design</td>
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<table>
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<td>Best practices in facilities design</td>
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## Culture Change

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<tr>
<th>Meeting 1</th>
<th>November 8, 2017</th>
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<td>Jail population overview and review of current workforce on Rikers</td>
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<table>
<thead>
<tr>
<th>Meeting 2</th>
<th>December 14, 2017</th>
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<tbody>
<tr>
<td>Perspectives of key groups on Rikers</td>
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<table>
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<tr>
<th>Meeting 3</th>
<th>January 17, 2018</th>
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<tbody>
<tr>
<td>Focus on understanding current programming and best practices in jail programming</td>
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## Working Group Milestones

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<tr>
<th></th>
<th>Q1 2018</th>
<th>Q2 2018</th>
<th>Q3 2018</th>
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<tbody>
<tr>
<td><strong>Jail population reduction</strong></td>
<td>• Focus charge</td>
<td>• Strategies and legislative proposals: parole violators and city sentenced</td>
<td>• Implementation of parole and city sentenced strategies</td>
</tr>
<tr>
<td></td>
<td>• Understand the incarcerated population</td>
<td>• Analysis of other population reduction strategies</td>
<td></td>
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<td></td>
<td>• FTA tool implementation</td>
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<tr>
<td><strong>Design</strong></td>
<td>• Focus charge</td>
<td>• Refine design principles to inform CPSD study</td>
<td>• Implementation of new visitation and transportation practices</td>
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<tr>
<td></td>
<td>• Look elsewhere and learn</td>
<td>• Focus on populations with special needs</td>
<td>• Support the CPSD study</td>
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<td></td>
<td>• Identify the key attributes of future jails</td>
<td>• Rikers today (visitation, transportation, etc.)</td>
<td>• Use of underutilized spaces on Rikers</td>
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<tr>
<td><strong>Culture change</strong></td>
<td>• Focus charge</td>
<td>• Action subcommittee to implement program improvements</td>
<td>• Implementation of new visitation and transportation practices</td>
</tr>
<tr>
<td></td>
<td>• Perspectives of incarcerated people, staff, and visitors</td>
<td>• Measures of well-being</td>
<td>• Implementation of programming initiatives</td>
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<td></td>
<td>• Inventory of programming on Rikers</td>
<td>• Qualitative research</td>
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<tr>
<td></td>
<td>• Identify the key attributes of future jails</td>
<td>• Improvements to visitation</td>
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</tbody>
</table>
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?
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?
Agenda

1. Welcome and introduction
2. What we’ve accomplished
3. Getting to our goal together
4. Action items and next steps
Population Working Group Meeting #1

Justice Implementation Task Force

November 6, 2017
Agenda

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)
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
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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
Task Force structure

Task Force Co-Chairs: Elizabeth Glazer, Zachary Carter

Research and Learning Advisory
- Emily Wang M.D., M.A.S., Yale School of Medicine
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Executive Steering Committee
Leadership from key city agencies and every part of the criminal justice system

Population Co-chairs:
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- Feniosky Peña-Mora, Columbia University
- Brian Sullivan, DOC
Mayor de Blasio announces the City’s goal to close Rikers Island in the next 10 years

March 2017

City releases its plan to close Rikers Island and calls for the establishment of the JITF

May

July

September

November

1st JITF Steering Committee Meeting

Task Force planning, confirmation of co-chairs

Membership confirmation, development of work plans
Plan for working together

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

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

Jail Population Working Group Meeting #1

Steering Committee & Co-Chairs Meeting

Meeting #2: Focus on new risk assessment tool

Meeting #3: Potential focus on people with frequent contact with the justice system

Potential focus:
- Bail reform and sub-population reduction strategies
- Diversion programs for low- and medium-risk defendants
Justice Implementation Task Force

Agenda

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.
Justice Implementation Task Force

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.

- 16,400 Misdemeanor
- 16,000 Non-violent Felony
- 11,500 Violent Felony
- 7,100 City Sentenced
- 5,700* Other
- 4,000 State Parole Violator

*Other includes warrants and state holds

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

- 3 Violent felony detainees: Average length of stay: 111 days
- 5 Non-violent felony detainees: Average length of stay: 75 days
- 21 City sentenced individuals: Average length of stay: 17 days
- 6 State Technical Parole Violators: Average length of stay: 55 days
- 16 Misdemeanor detainees: Average length of stay: 22 days
Interventions and target populations

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

- **Shortening Length of Stay**
  - VFO detainees: 3420
  - McDonough Detainees: 600
  - Nonviolent Felony Detainees: 2910

- **Diverting Admissions**
  - Misdemeanor Detainees: 600

- **State holds/other detainees—no current reduction efforts**
  - 570

- **Shortening Length of Stay**
  - Tech. Parole Violators: 1300

- **Diverting Admissions**
  - City Sentenced: 570

- **Reducing LOS**
  - Expanding ATIs: 170

Beds Saved:
- Diverting High Utilizers: 450
- Supervised Release: 50
- Bail Reform: 500
- Revised FTA tool: 200
- Expanding ATIs: 710

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.

<table>
<thead>
<tr>
<th>Least Sentence</th>
<th>1 to 15 Days</th>
<th>16-60 Days</th>
<th>61-120 Days</th>
<th>121-180 Days</th>
<th>181-270 Days</th>
<th>271-364 Days</th>
<th>365 Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Violent Felony</td>
<td>277</td>
<td>521</td>
<td>278</td>
<td>197</td>
<td>646</td>
<td>430</td>
<td>1920</td>
</tr>
<tr>
<td>Misdemeanor</td>
<td>600</td>
<td>200</td>
<td>100</td>
<td>50</td>
<td>20</td>
<td>10</td>
<td>0</td>
</tr>
<tr>
<td>Nonviolent</td>
<td>2910</td>
<td>1000</td>
<td>500</td>
<td>250</td>
<td>125</td>
<td>75</td>
<td>0</td>
</tr>
<tr>
<td>Other Detainee</td>
<td>600</td>
<td>200</td>
<td>100</td>
<td>50</td>
<td>20</td>
<td>10</td>
<td>0</td>
</tr>
<tr>
<td>Parole Violator</td>
<td>570</td>
<td>200</td>
<td>100</td>
<td>50</td>
<td>20</td>
<td>10</td>
<td>0</td>
</tr>
<tr>
<td>City Sentenced</td>
<td>1300</td>
<td>500</td>
<td>250</td>
<td>125</td>
<td>62.5</td>
<td>31.25</td>
<td>0</td>
</tr>
</tbody>
</table>

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**

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

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

<table>
<thead>
<tr>
<th>Strategies – Reduce How Long They Stay</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improve justice while reducing length of stay for <strong>pre-trial</strong> detainees</td>
<td>In progress</td>
</tr>
<tr>
<td>Improve justice while reducing length of stay for State parole violators</td>
<td>In planning</td>
</tr>
</tbody>
</table>
Agenda

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

- 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

- 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

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

Agenda

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
Justice Implementation Task Force
Agenda

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

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%)

*Based on data from November 6th, 2017

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

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

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

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

1961: Vera Institute - Manhattan Bail Project.


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

- **Arrest**
- **Central Booking**
- **CJA Interview**
- **Meet with Attorney**
- **Arraignment**

- **Average time:** 4 mins
- **Conditions can be difficult and vary by borough**
- **All 5 boroughs**
- **~ 250,000/year**
- **24/7; 365 days**
- **~ 115 ROR Interviewers**

(1 to 4 months)
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

<table>
<thead>
<tr>
<th>Question</th>
<th>Y</th>
<th>YV</th>
<th>N</th>
<th>NV</th>
<th>UC</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Does the defendant have a working telephone or cellphone?</td>
<td>1</td>
<td>1</td>
<td>-2</td>
<td>-2</td>
<td>0</td>
</tr>
<tr>
<td>2. Does the defendant report a NYC area address?</td>
<td>0</td>
<td>3</td>
<td>-2</td>
<td>-2</td>
<td>0</td>
</tr>
<tr>
<td>3. Is the defendant employed / in school / in training program full time?</td>
<td>1</td>
<td>1</td>
<td>-1</td>
<td>-1</td>
<td>-2</td>
</tr>
<tr>
<td>4. Does the defendant expect someone at arraignment?</td>
<td>1</td>
<td>-1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Does the prior bench warrant count equal zero?</td>
<td>5</td>
<td>-5</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Does the open case count equal zero?</td>
<td>1</td>
<td>-1</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Column totals

Subtotals:  
- **A = Y + YV**
- **B = N + NV + UC**

Total Score: **A - 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

- **Felony** (45,503)
  - No Recommendation: 4%
  - Not Recommended: 47%
  - Moderate Risk: 16%
  - Recommended: 33%

- **Misdemeanor** (137,375)
  - No Recommendation: 3%
  - Not Recommended: 48%
  - Moderate Risk: 17%
  - Recommended: 32%

- **Lesser Severity** (16,968)
  - No Recommendation: 3%
  - Not Recommended: 47%
  - Moderate Risk: 17%
  - Recommended: 33%
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

FELONY

<table>
<thead>
<tr>
<th></th>
<th>Rec.</th>
<th>Mod. Risk</th>
<th>Not Rec.</th>
<th>No Rec.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Felony</td>
<td>14,643</td>
<td>7,268</td>
<td>21,238</td>
<td>1,746</td>
</tr>
</tbody>
</table>

NON-FELONY

<table>
<thead>
<tr>
<th></th>
<th>Rec.</th>
<th>Mod. Risk</th>
<th>Not Rec.</th>
<th>No Rec.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Felony</td>
<td>33,229</td>
<td>16,535</td>
<td>37,686</td>
<td>2,830</td>
</tr>
</tbody>
</table>

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

Revising the FTA Instrument

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

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

Michael Rempel
Center for Court Innovation
Pretrial Detention Population (as of September 29, 2016, N = 7,356)

- Violent Felonies: 54.1%
- Nonviolent Felonies: 36.8%
- Misdemeanors: 8.6%
- Violations or lesser: 0.5%

Source: Independent Commission on New York City Criminal Justice and Incarceration Reform (2017).
## Current Pretrial Decision-Making

### Release Decisions in 2016

<table>
<thead>
<tr>
<th>Arraignment Outcomes</th>
<th>Misdemeanors</th>
<th>Nonviolent Felonies</th>
<th>Violent Felonies</th>
<th>All Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>N (Continued at Arraignment)</td>
<td>106,788</td>
<td>27,566</td>
<td>16,402</td>
<td>150,756</td>
</tr>
</tbody>
</table>

| Release on Recognizance               | 81%          | 47%                 | 33%              | 70%       |
| Supervisor Release                     | 0.8%         | 5%                  | 0.0%             | 1.5%      |
| Bail Set                              | 18%          | 47%                 | 63%              | 28%       |
| Detained at Arraignment (if bail)     | 87%          | 91%                 | 91%              | 89%       |
| Remanded                              | 0.3%         | 1.1%                | 3%               | 0.8%      |

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 ≠ Flight Risk** (virtually non-existent)
- **Risk ≠ Charge** (weak predictor of re-arrest)
- **Risk ≠ Professional Judgment** about riskiness (less accurate than formal risk assessments)
- **Risk ≠ “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

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

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.

<table>
<thead>
<tr>
<th>Risk of Violence (Future Violent Felony)</th>
<th>Bail or Remand</th>
<th>ROR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimal</td>
<td>21%</td>
<td>32%</td>
</tr>
<tr>
<td>Low</td>
<td>31%</td>
<td>29%</td>
</tr>
<tr>
<td>Moderate</td>
<td>27%</td>
<td>25%</td>
</tr>
<tr>
<td>Moderate-High</td>
<td>13%</td>
<td>12%</td>
</tr>
<tr>
<td>High</td>
<td>9%</td>
<td>2%</td>
</tr>
</tbody>
</table>

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

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**

- 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?
  - What legislative or policy changes might we pursue?
  - 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

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

Justice Implementation Task Force
Justice Implementation Task Force

Agenda

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

- 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.
  - GMDC will be closed by summer 2018.
- New York City announced its plans to transfer adolescents off of Rikers Island.
  - 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**

- Updated risk assessment
- Reducing the number of women in jail
- Making it easier to pay bail
- Expanding alternatives to sentences

**Reduce how long they stay**

- Expanding pretrial diversion
- Reducing the number of people with behavioral health needs in jail
- Reduce case processing time
- Shorten stays for State parole violators

- **Testing online bail payment system**
- **Bail fund launched citywide**
- **50% more Bail Expediter**
- **ATMs in all courthouses**
- **Over 6,000 served by Supervised Release**
- **120 high utilizers offered supportive housing**
- **18% decrease in people in jail for longer than one year**

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NYC Criminal Justice
Justice Implementation Task Force

Agenda

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

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

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

- SUD
- MH
- Case Management
- Cognitions
- Self Management
- Life Skills
- Education
- Housing Supports
- Trauma Services

% of people

- Risk-Need Profile Data
- Program Capacity
Agenda

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

Four potential areas of focus in the months ahead:

- Generate guidelines for implementation

- Understand the problem

- Develop potential solutions

- Propose solutions for implementation

- Begin implementation
Focus of our work moving forward

Average Daily Population (snapshot from January 1, 2018)

<table>
<thead>
<tr>
<th>Population</th>
<th>ADP</th>
</tr>
</thead>
<tbody>
<tr>
<td>State parole violators</td>
<td>600</td>
</tr>
<tr>
<td>City sentenced</td>
<td>1,081</td>
</tr>
<tr>
<td>Violent felony</td>
<td>3,346</td>
</tr>
<tr>
<td>Nonviolent felony</td>
<td>2,262</td>
</tr>
<tr>
<td>Misdemeanor</td>
<td>564</td>
</tr>
<tr>
<td>Other</td>
<td>452</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>8,705</strong></td>
</tr>
</tbody>
</table>

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.**

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

**Outcomes for State Technical Parole Violations, FY17**

<table>
<thead>
<tr>
<th>Location</th>
<th>Warrant Lifted</th>
<th>Transfer to Prison</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brooklyn</td>
<td>63%</td>
<td>37%</td>
</tr>
<tr>
<td>Bronx</td>
<td>72%</td>
<td>28%</td>
</tr>
<tr>
<td>Manhattan</td>
<td>69%</td>
<td>31%</td>
</tr>
<tr>
<td>Queens</td>
<td>71%</td>
<td>29%</td>
</tr>
<tr>
<td>Staten Island</td>
<td>72%</td>
<td>28%</td>
</tr>
</tbody>
</table>

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

- Brooklyn: 173
- Bronx: 112
- Manhattan: 147
- Queens: 60
- Staten Island: 10
- Other: 199

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

<table>
<thead>
<tr>
<th>Borough</th>
<th>Individuals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brooklyn</td>
<td>2827</td>
</tr>
<tr>
<td>Bronx</td>
<td>1800</td>
</tr>
<tr>
<td>Manhattan</td>
<td>4392</td>
</tr>
<tr>
<td>Queens</td>
<td>2203</td>
</tr>
<tr>
<td>Staten Island</td>
<td>814</td>
</tr>
<tr>
<td>Other</td>
<td>975</td>
</tr>
</tbody>
</table>

- 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.

- 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

Sources: MOCJ Analysis of DOC discharge data, FY2017; 11/16/17 Census Snapshot
### Focus of our work in Q1

<table>
<thead>
<tr>
<th></th>
<th>Parole violators</th>
<th>City sentences</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is already underway and what do we need to know?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Which experts should we consult?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>What are our preliminary ideas?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Agenda

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
Justice Implementation Task Force

Agenda

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

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?
Justice Implementation Task Force

Agenda

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

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?

- Alleged parole violation
- Parole Officer consults with Supervisor
- Parole issues warrant

Possible outcomes:

- Person goes to jail. They are held at Rikers to await outcome of administrative hearing. Bail cannot be set.
- Alternative Program in community
- Back to prison
- Back to supervision

Completed parole (all conditions tied to release are lifted)

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

- 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.
Parole violations: process and population overview

Breakdown by race and ethnicity from CY 2017 admissions

<table>
<thead>
<tr>
<th>Race</th>
<th>Not Hispanic</th>
<th>Hispanic</th>
<th>Total (N)</th>
<th>Total (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Asian</td>
<td>37</td>
<td>0</td>
<td>37</td>
<td>1%</td>
</tr>
<tr>
<td>Black</td>
<td>2352</td>
<td>67</td>
<td>2419</td>
<td>61%</td>
</tr>
<tr>
<td>American Indian</td>
<td>5</td>
<td>2</td>
<td>7</td>
<td>0%</td>
</tr>
<tr>
<td>Other</td>
<td>94</td>
<td>1044</td>
<td>1138</td>
<td>29%</td>
</tr>
<tr>
<td>Unknown</td>
<td>23</td>
<td>16</td>
<td>39</td>
<td>1%</td>
</tr>
<tr>
<td>White</td>
<td>228</td>
<td>83</td>
<td>311</td>
<td>8%</td>
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<tr>
<td>(blank)</td>
<td>40</td>
<td>0</td>
<td>40</td>
<td>1%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2779</strong></td>
<td><strong>1212</strong></td>
<td><strong>3991</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>
Parole violations: process and population overview

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

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

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

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

- 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

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
Justice Implementation Task Force

Agenda

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

- **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

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 an alternatives to reincarceration program would look like and how this would support jail population reduction.
Justice Implementation Task Force

Agenda

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

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.
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

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.

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

Source: MOCJ analysis of DOC discharge data.
In 2017, over half of all City sentenced individuals spent less than one month in custody.

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

Source: MOCJ analysis of DOC discharge data.
Focus on City sentenced population: strategies underway

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.

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Target Population</th>
<th>newSTART Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>Avg. Age</td>
<td>40</td>
<td>43</td>
</tr>
<tr>
<td>Avg. Prior Misd.</td>
<td>26</td>
<td>23</td>
</tr>
<tr>
<td>Avg. Prior Felonies</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Percent Homeless</td>
<td>42</td>
<td>40</td>
</tr>
<tr>
<td>Percent Unemployed</td>
<td>74</td>
<td>89</td>
</tr>
</tbody>
</table>

**Common Top Intake Charges**

- Petit Larceny: 208
- Drug Poss.: 117
- Theft: 78
- Trespass/Burglary: 33

Reflects top charges for participants admitted Oct-Dec 2017.
Focus on City sentenced population: strategies underway

**newSTART Intakes**

- 1 Day: 80
- 3 Day: 253
- 5 Day: 136

469 individuals were admitted to newSTART from October through December.
Focus on City sentenced population: group discussion

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

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
Justice Implementation Task Force

Agenda

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)
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
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

![Non-fatal shootings (2016) graph]

(Rate per 100,000 residents)
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
Justice Implementation Task Force

Task Force structure

Task Force Co-Chairs: Elizabeth Glazer, Zachary Carter

Research and Learning Advisory
- Emily Wang M.D., M.A.S., Yale School of Medicine
- Bruce Western, Harvard Kennedy School

Executive Steering Committee
Leadership from key city agencies and every part of the criminal justice system

Population Co-chairs:
- Karen Friedman Agnifilo, DANY
- Elizabeth A. Gaynes, Osborne Association
- Hazel Jennings, DOC
- Karen Shaer, Mayor’s Office of Criminal Justice
- Honorable Joseph Zayas

Culture Change Co-chairs:
- Soffiyah Elijah, Alliance of Families for Justice
- Julio Medina, Exodus Transitional Community, Inc.
- Jeff Thamkittikasem, DOC
- Patricia Yang, Health + Hospitals

Design Co-chairs:
- Ana Barrio, DDC
- Rosalie Genevro, Architectural League of New York
- Purnima Kapur, Department of City Planning
- Stanley Richards, BOC and The Fortune Society, Inc.
- Feniosky Peña-Mora, Columbia University
- Brian Sullivan, DOC
Mayor de Blasio announces the City’s goal to close Rikers Island in the next 10 years.

City releases its plan to close Rikers Island and calls for the establishment of the JITF.

Task Force planning, confirmation of co-chairs.

1st JITF Steering Committee Meeting:

Membership confirmation, development of work plans.
Plan for working together

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

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

Design Working Group
Meeting #1

Steering Committee & Co-Chairs Meeting

Meeting #2: Best practices and options for facilities design

Meeting #3: Opportunities to improve facilities on Rikers now

Potential focus:
- Implementation of efforts to improve Rikers Island now
- Facilities design and mental health needs
- Learnings from preliminary research about best practices
- Design principles for future jails
Justice Implementation Task Force

Agenda

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)
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
Justice Implementation Task Force

**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.

- **16,400** Misdemeanor
- **16,000** Non-Violent Felony
- **11,500** Violent Felony
- **7,100** City Sentenced
- **5,700*** Other
- **4,000** State Parole Violator

*Other includes warrants and state holds

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

- **3** Violent Felony Detainees
  - Average length of stay: 111 days
- **5** Non-violent Felony Detainees
  - Average length of stay: 75 days
- **21** City Sentenced Individuals
  - Average length of stay: 17 days
- **6** State Technical Parole Violators
  - Average length of stay: 55 days
- **16** Misdemeanor Detainees
  - Average length of stay: 22 days
Interventions and target populations

DOC Pop. before interventions: 9,400
After 5-year interventions: 7,000

<table>
<thead>
<tr>
<th>Interventions</th>
<th>VFO detainees</th>
<th>Case milestone adherence</th>
<th>Clearing 2+ year old cases</th>
<th>Beds Saved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shortening Length of Stay</td>
<td></td>
<td></td>
<td></td>
<td>450</td>
</tr>
<tr>
<td>Diverting Admissions</td>
<td></td>
<td></td>
<td></td>
<td>50</td>
</tr>
<tr>
<td>Misdemeanor detainees</td>
<td></td>
<td></td>
<td></td>
<td>500</td>
</tr>
<tr>
<td>Nonviolent felony detainees</td>
<td></td>
<td></td>
<td></td>
<td>200</td>
</tr>
<tr>
<td>Diverting High Utilizers</td>
<td></td>
<td></td>
<td></td>
<td>710</td>
</tr>
<tr>
<td>Supervised Release</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bail Reform</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Revised FTA tool</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>State holds/other detainees—no current</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>reduction efforts</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shortening Length of Stay</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Diverting Admissions</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tech. Parole Violators</td>
<td></td>
<td></td>
<td></td>
<td>170</td>
</tr>
<tr>
<td>City Sentenced</td>
<td></td>
<td></td>
<td></td>
<td>300</td>
</tr>
</tbody>
</table>

Source: MOCI 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)

<table>
<thead>
<tr>
<th>Days</th>
<th>1 to 15 Days</th>
<th>16-60 Days</th>
<th>61-120 Days</th>
<th>121-180 Days</th>
<th>181-270 Days</th>
<th>271-364 Days</th>
<th>365 Days</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>277</td>
<td>521</td>
<td>278</td>
<td>197</td>
<td>646</td>
<td>430</td>
<td>1920</td>
</tr>
</tbody>
</table>

Strategies for short sentences (easier to reduce)

Strategies for longer, more serious sentences (harder to reduce)

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

<table>
<thead>
<tr>
<th>Diverting Admissions</th>
<th>Projected Daily Population Reduction</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Revised Risk Assessments</td>
<td>710</td>
</tr>
<tr>
<td>2. Bail Reform</td>
<td>200</td>
</tr>
<tr>
<td>3. Expanded Pre-Trial Diversion</td>
<td>500</td>
</tr>
<tr>
<td>4. Alternatives to Jail Sentences</td>
<td>300</td>
</tr>
<tr>
<td>5. Behavioral Health Interventions</td>
<td>50</td>
</tr>
<tr>
<td>6. Women-Specific Interventions</td>
<td>20</td>
</tr>
</tbody>
</table>

| Shortening Length of Stay                    |                                    |
| 7. Case Processing for Technical Parole Violators | 170                              |
| 8. Case Processing for Pretrial Detainees    | 450                                 |

| Total Projected 5-year Reduction             | 2,400                               |
Facilities overview
Facilities overview

Rikers Island Facilities

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

Sources: DOC website, DOC census report, 11/2/17
### Facilities overview

#### Borough Facilities

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

*Source: DOC website*
Design strategies in the City’s plan

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Repair all existing jail facilities, including those on Rikers Island.</td>
<td>In progress</td>
</tr>
<tr>
<td>Move all 16- and 17-year-olds off Rikers Island (coordinated with RTA Task Force).</td>
<td>Planning for launch</td>
</tr>
<tr>
<td>Expand dedicated housing for people with serious mental illness.</td>
<td>In progress</td>
</tr>
<tr>
<td>Use technology to reduce violence.</td>
<td>a. Planning for launch</td>
</tr>
<tr>
<td>a. Expand technology tools to ensure individuals get to medical and court appointments.</td>
<td>b. Planning for launch</td>
</tr>
<tr>
<td>b. Improve the grievance system.</td>
<td>c. In progress</td>
</tr>
<tr>
<td>c. Implement full camera coverage on Rikers Island.</td>
<td></td>
</tr>
<tr>
<td>Improve officer safety.</td>
<td>a. In progress</td>
</tr>
<tr>
<td>a. Create a new DOC training academy and modern training curriculum.</td>
<td>b. In progress</td>
</tr>
<tr>
<td>b. Ensure adequate, effective staffing levels at DOC.</td>
<td></td>
</tr>
</tbody>
</table>
Justice Implementation Task Force

Agenda

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

- 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

- 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

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

Agenda

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

Justice Implementation Task Force

November 30, 2017
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

**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
Agenda

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
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
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
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 ALEN INSTITUTE

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

Wall Treatment
Storage
Work Station
Floor Treatment
Soft Seating
Entertainment Station
Outdoor Area
VISITOR EXPERIENCE

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

“Who’s going?”
“Where do I go?”
“Duration of my visit?”
“Visiting schedule?”

Direct Supervision
Floor Treatment
Softscape/Kids Area
Outdoor Area
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.
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.

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

“A better commute gives me more time to meet with my clients.”

“Great big working space in a happening neighborhood.”

“Great being part of a neighborhood with so many opportunities.”

“Let’s figure out how to make this a good day for us and our loved one.”

“Psyched to be able to check out the new neighborhood, what do you think?”

“If foot traffic in the neighborhood keeps growing we can expand our inventory.”

“Staying local to go to classes keeps me connected to home.”

“Education is going to be the main ingredient in fighting crime.”

“Being part of a diverse place is the reason why I live in New York City.”

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

“Break in five, who is coming to the deli?”

“Growing communities, new buildings, new ideas.”
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

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.

DETAINEE

“This process is going to help me stay connected and get me ready for my next steps.”
A Justice Hub benefits community members by offering new programing spaces and public services.

“Great being part of a neighborhood with so many opportunities”
A Justice Hub is more accessible to officers, providing dedicated parking, safer work spaces, and access to local amenities.

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.
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.

“Business Owner

“If foot traffic in the neighborhood keeps growing we can expand our inventory”
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.

FAMILY OF DETAINEE

“Let’s figure out how to make this a good day for us and our loved one.”
CITY LIVING: A DAY IN THE LIFE

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

RELEASED DETAINEE

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

Job Training
Parking

Probation Appointment

Doctor’s Appointment

Release

Release Services

Group Residence

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

LAWYER

“A better commute gives me so much more time to help my clients.”
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
CONCLUSION
IMPERATIVE FOR CHANGE
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)
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?
Justice Implementation Task Force

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 
Justice Implementation Task Force
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
## Milestones for 2018

<table>
<thead>
<tr>
<th>Q1 2018</th>
<th>Q2 2018</th>
<th>Q3 2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preliminary design principles developed</td>
<td>Plan to improve visitation and transportation to Rikers</td>
<td>Implementation of design initiatives to improve Rikers Island facilities</td>
</tr>
<tr>
<td>- Develop design principles to inform CPSD study</td>
<td>- Plan for new use of underutilized spaces on Rikers</td>
<td></td>
</tr>
<tr>
<td>- Analyze best practices and models for jail design</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Tours of Rikers Island</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Justice Implementation Task Force

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.
  - Propose to use Crossroads, Horizon, and OCFS Facility Ella McQueen for intake.
- Rikers tour planning is underway.
Survey results: Rikers Island tour

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

<table>
<thead>
<tr>
<th>Areas</th>
<th>Responses</th>
<th>% of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Visitors area</td>
<td>9</td>
<td>75%</td>
</tr>
<tr>
<td>Enhanced supervision areas</td>
<td>6</td>
<td>50%</td>
</tr>
<tr>
<td>Medical facilities</td>
<td>5</td>
<td>42%</td>
</tr>
<tr>
<td>Mental health facilities</td>
<td>5</td>
<td>42%</td>
</tr>
<tr>
<td>Housing - cell areas</td>
<td>4</td>
<td>33%</td>
</tr>
<tr>
<td>Housing - dorm areas</td>
<td>3</td>
<td>25%</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td>3</td>
<td>25%</td>
</tr>
<tr>
<td>Recreational areas</td>
<td>1</td>
<td>8%</td>
</tr>
</tbody>
</table>
## Survey results: Rikers Island tour

### Top 3 facilities on Rikers Island that you would like to see:

<table>
<thead>
<tr>
<th>Facilities</th>
<th>Responses</th>
<th>% of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>AMKC: Detox Unit and Mental Health Center</td>
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<td>3</td>
<td>25%</td>
</tr>
<tr>
<td>RNDC: All 16- and 17-year-olds</td>
<td>2</td>
<td>17%</td>
</tr>
<tr>
<td>BWVC: Visitor Center</td>
<td>2</td>
<td>17%</td>
</tr>
<tr>
<td>West Facility: Contagious Disease Unit and some special populations</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>
Bed utilization analysis: available on Dropbox

Rikers Island Facilities: Bed Capacity
(Snapshot from 11/20/2017)

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.
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
Justice Implementation Task Force

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

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

Justice Implementation Task Force
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
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 CPSD 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
Justice Implementation Task Force

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

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)
THIRD GENERATION

- Officer directly in living area—excellent visibility
- Multiple activity spaces
- Small group and TV areas
- Inmate controls light—door gives privacy
Contra Costa County Main Detention Facility - First non-federal Direct Supervision jail
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
    - *It's 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 popular indirect/mixed
A Few References


  https://s3.amazonaws.com/static.nicic.gov/Library/030135.mp4
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
   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

- 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

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
November 8, 2017

Culture Change Working Group Meeting #1

Justice Implementation Task Force
Agenda

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
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**

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.

<table>
<thead>
<tr>
<th>Smaller</th>
<th>Fairer</th>
<th>Safer</th>
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<td><strong>Goal</strong></td>
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<td><strong>Fairer Goal</strong></td>
<td><strong>Safer Goal</strong></td>
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<td><strong>Change the culture and purpose of jail</strong> so staff and incarcerated individuals are treated with dignity and provided with opportunity</td>
<td><strong>Ensure that everyone who works, visits, and is incarcerated in city jails is in a safe, modernized, and humane facility</strong> as quickly as possible</td>
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<td>Baseline 18% decline in last three years</td>
<td>Baseline City has already invested over $90 million in support for corrections officers and programming for incarcerated individuals</td>
<td>Baseline City has already invested $1.2 billion to improve conditions in city jails</td>
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</table>
Task Force structure

Task Force Co-Chairs: Elizabeth Glazer, Zachary Carter

Research and Learning Advisory
- Emily Wang M.D., M.A.S., Yale School of Medicine
- Bruce Western, Harvard Kennedy School

Executive Steering Committee
Leadership from key city agencies and every part of the criminal justice system

Population Co-chairs:
- Karen Friedman Agnifilo, DANY
- Elizabeth A. Gaynes, Osborne Association
- Hazel Jennings, DOC
- Karen Shaer, Mayor’s Office of Criminal Justice
- Honorable Joseph Zayas

Culture Change Co-chairs:
- Soffiyah Elijah, Alliance of Families for Justice
- Julio Medina, Exodus Transitional Community, Inc.
- Jeff Thamkittikasem, DOC
- Patricia Yang, Health + Hospitals

Design Co-chairs:
- Ana Barrio, DDC
- Rosalie Genevro, Architectural League of New York
- Purnima Kapur, Department of City Planning
- Stanley Richards, BOC and The Fortune Society, Inc.
- Feniosky Peña-Mora, Columbia University
- Brian Sullivan, DOC
Mayor de Blasio announces the City’s goal to close Rikers Island in the next 10 years

City releases its plan to close Rikers Island and calls for the establishment of the JITF

1st JITF Steering Committee Meeting

Task Force planning, confirmation of co-chairs

Membership confirmation, development of work plans
Plan for working together

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

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

- **November 2017**: Working group kickoff meeting
- **December**: Working Group Meeting #2
  - Perspectives on safety and well-being
- **January**: Steering Committee and Co-Chairs Meeting
- **February**: Working Group Meeting #3

**Potential focus:**
- Programming
- Visitation
- Lessons from other jurisdictions
Agenda

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
Justice Implementation Task Force

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: MOCI 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.

- 16,400 Misde Meaning
- 16,000 Non-Violent Felony
- 11,500 Violent Felony
- 7,100 City Sentenced
- 5,700* Other
- 4,000 State Parole Violator

*Other includes warrants and state holds.

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

- 3 Violent felony detainees (Average length of stay: 111 days)
- 5 Non-violent felony detainees (Average length of stay: 75 days)
- 21 City sentenced individuals (Average length of stay: 17 days)
- 6 State Technical Parole Violators (Average length of stay: 55 days)
- 16 Misdemeanor detainees (Average length of stay: 22 days)
Interventions and target populations

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

- **Shortening Length of Stay**
  - VFO detainees: 3420
  - Tech. Parole Violators: 1300
- **Diverting Admissions**
  - Misdemeanor detainees: 600
  - Nonviolent felony detainees: 2910
  - City Sentenced: 600
- **Clearing 2+ year old cases**
  - Expanding ATIs: 570
  - Reducing LOS: 50
- **Case milestone adherence**
  - Diverting High Utilizers: 450
  - Supervised Release: 50
  - Bail Reform: 500
  - Revised FTA tool: 200
  - Beds Saved: 710

Source: MOCJ Analysis of DOC data, 2016
Interventions are projected to result in an ADP of 7,000 by 2022

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

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Overview of workforce and population
# Overview of workforce and population

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<td>H+H employees for borough facilities (3)</td>
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<tbody>
<tr>
<td>Total visitors to city jails on Rikers Island in FY 18 (July-September)</td>
<td>33,990</td>
</tr>
<tr>
<td>Average daily visitors to Rikers Island (FY 17)</td>
<td>1,019</td>
</tr>
</tbody>
</table>
## Facilities

### Facility Specific functions and populations

<table>
<thead>
<tr>
<th>Facility</th>
<th>Specific functions and populations</th>
</tr>
</thead>
<tbody>
<tr>
<td>AMKC</td>
<td>Detox Unit, Mental Health Center</td>
</tr>
<tr>
<td>RNDC</td>
<td>All 16- and 17-year-olds</td>
</tr>
<tr>
<td>EMTC</td>
<td>Sentences of less than 1 year</td>
</tr>
<tr>
<td>GMDC</td>
<td>50 separate housing areas</td>
</tr>
<tr>
<td>GRVC</td>
<td>Includes Punitive Segregation Unit</td>
</tr>
<tr>
<td>NIC</td>
<td>Infirmary; special pops by end of year</td>
</tr>
<tr>
<td>OBCC</td>
<td>Includes Enhanced Supervision Housing</td>
</tr>
<tr>
<td>RMSC</td>
<td>Women’s only facility</td>
</tr>
<tr>
<td>West Facility</td>
<td>Contagious Disease Unit and special pops</td>
</tr>
</tbody>
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### Boroughs

<table>
<thead>
<tr>
<th>Borough</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>BKDC</td>
<td>Most undergoing intake process or facing trial in Kings/Richmond County</td>
</tr>
<tr>
<td>MDC</td>
<td>North and South Towers—most undergoing intake process or facing trial in New York County. Includes special populations.</td>
</tr>
<tr>
<td>VCBC</td>
<td>Detention facility for intake processing for both Bronx and Queens</td>
</tr>
<tr>
<td>QDC</td>
<td>Only the court facility is operating</td>
</tr>
</tbody>
</table>

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

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

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

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
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 Strategies ("Fairer")**

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Anticipated meeting schedule

Working group kickoff meeting  
November 2017

Working Group Meeting #2  
December
Perspectives of stakeholder groups on Rikers Island

Steering Committee and Co-Chairs Meeting  
January

Working Group Meeting #3  
February

Potential focus:
- Programming
- Visitation
- Lessons from other jurisdictions
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
Justice Implementation Task Force

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: MOCI Analysis of DOC data, 2016
### Recap: workforce overview

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Justice Implementation Task Force

Agenda

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2. Perspectives of key stakeholder groups
3. Discussion
4. Closing and next steps
**Perspectives of key stakeholder groups**

**Sources**

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<th>DOC staff</th>
<th>Health staff</th>
<th>Visitors</th>
</tr>
</thead>
</table>
| • Board of Correction Study of Inmate Grievance and Request Program (2016)  
• Media coverage | • Department of Correction Preliminary Leadership and Culture Assessment Survey Results and Reform Agenda (2015) | • 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 | • 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.

<table>
<thead>
<tr>
<th>Grievance Categories</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment</td>
<td>883</td>
<td>1,018</td>
<td>1,151</td>
</tr>
<tr>
<td>Inmate Account</td>
<td>755</td>
<td>801</td>
<td>901</td>
</tr>
<tr>
<td>Property</td>
<td>705</td>
<td>741</td>
<td>810</td>
</tr>
<tr>
<td>Jail Time</td>
<td>474</td>
<td>489</td>
<td>419</td>
</tr>
<tr>
<td>Environmental</td>
<td>237</td>
<td>272</td>
<td>441</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Non-Grievable Categories</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff Complaints</td>
<td>280</td>
<td>505</td>
<td>936</td>
</tr>
<tr>
<td>Harassment Allegation</td>
<td>124</td>
<td>98</td>
<td>86</td>
</tr>
<tr>
<td>Assault Allegation</td>
<td>93</td>
<td>126</td>
<td>189</td>
</tr>
<tr>
<td>Medical Staff</td>
<td>88</td>
<td>130</td>
<td>201</td>
</tr>
<tr>
<td>Status as an Intended Contraband Recipient</td>
<td>74</td>
<td>44</td>
<td>75</td>
</tr>
<tr>
<td>(or ER, RED ID, or CMC)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disciplinary Process</td>
<td>64</td>
<td>123</td>
<td>101</td>
</tr>
<tr>
<td>Freedom of Information Law</td>
<td>6</td>
<td>14</td>
<td>190</td>
</tr>
<tr>
<td>Other (timeliness or personal jurisdiction)</td>
<td>73</td>
<td>208</td>
<td>353</td>
</tr>
</tbody>
</table>

Requests

<table>
<thead>
<tr>
<th>Requests</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Requests for Information</td>
<td>393</td>
<td>441</td>
<td>525</td>
</tr>
<tr>
<td>Other Request</td>
<td>213</td>
<td>185</td>
<td>439</td>
</tr>
</tbody>
</table>

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.
** 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:

| 6 out of 10 | Uniformed staff at jails feel unsafe at work, with COs feeling the least safe |
| 3 out of 4 | Staff are not sure what they are supposed to do in their role |
| 9 out of 10 | Staff feel that their opinion is not important to their supervisors |
| 8 out of 10 | Staff feel like they are not getting the coaching and training they need to be effective |
| 8 out of 10 | COs believe that supervisors do not have the experience they need to be effective |
| 7 out of 10 | 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 |
| 9 out of 10 | 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:*

<table>
<thead>
<tr>
<th>Category</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total visitors</td>
<td>21,829</td>
</tr>
<tr>
<td>Total visits</td>
<td>16,396</td>
</tr>
<tr>
<td>Visits per inmate per month</td>
<td>1.77</td>
</tr>
<tr>
<td>One-day visit denials</td>
<td>275</td>
</tr>
<tr>
<td>One-day visit cancellations</td>
<td>211</td>
</tr>
<tr>
<td>Visitor restrictions</td>
<td>56 (.34%)</td>
</tr>
<tr>
<td>Visits resulting in arrest</td>
<td>26 (.16%)</td>
</tr>
</tbody>
</table>
**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:
  
  - Uniform
  - Tops or dresses that exposes the chest, stomach or back
  - Shorts, skirts, or dresses the hem of which is more than three inches
  - Spandex leggings (unless covered by garment at most three inches above knee)
  - Visitors must wear undergarments
In inappropriate attire and security issues were the top two reasons why visitors were denied a visit in September 2017 (one month snapshot):

<table>
<thead>
<tr>
<th>Reason</th>
<th>Denials</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inappropriate Attire</td>
<td>68</td>
</tr>
<tr>
<td>Security Reason</td>
<td>61</td>
</tr>
<tr>
<td>Failed Ion Scan</td>
<td>53</td>
</tr>
<tr>
<td>K-9 Alert</td>
<td>42</td>
</tr>
<tr>
<td>Refuse to Obey DOC Rules and Regulations</td>
<td>30</td>
</tr>
<tr>
<td>Other</td>
<td>13</td>
</tr>
<tr>
<td>Disrespect Staff</td>
<td>7</td>
</tr>
<tr>
<td>Expired ID</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>275</strong></td>
</tr>
</tbody>
</table>
Refused visit by an inmate and refusal to wait were the top two reasons people cancelled their visits in September 2017 (one month snapshot):

<table>
<thead>
<tr>
<th>Reason</th>
<th>Denials</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inmate Refused Visit</td>
<td>56</td>
</tr>
<tr>
<td>Visitor refused to wait</td>
<td>56</td>
</tr>
<tr>
<td>Transfer</td>
<td>33</td>
</tr>
<tr>
<td>Lockdown</td>
<td>29</td>
</tr>
<tr>
<td>Inmate fight – pending investigation</td>
<td>13</td>
</tr>
<tr>
<td>Package only</td>
<td>8</td>
</tr>
<tr>
<td>Hospital/clinic – medical</td>
<td>8</td>
</tr>
<tr>
<td>Out to court</td>
<td>4</td>
</tr>
<tr>
<td>Wrong inmate</td>
<td>3</td>
</tr>
<tr>
<td>Inmate being discharged</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>211</strong></td>
</tr>
</tbody>
</table>
Perspectives: visitors

The experience of visitors has been shared publicly in the media.
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?
Justice Implementation Task Force

Agenda

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
Justice Implementation Task Force
Justice Implementation Task Force

Agenda

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.
Justice Implementation Task Force

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.

- Reduce recidivism through in-custody programming and a new re-entry network
- Expand supportive services for officers
- Improve visiting options
- Continue to create alternatives to punitive segregation

Selected implementation providers for re-entry services

Eliminated for women and people under 22 years old

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

- **November**: Working group kickoff meeting
- **December**: Working Group Meeting #2 - Perspectives of stakeholder groups on Rikers Island
- **January**: Steering Committee Meeting
- **February**: Workshop with Design Working Group
- **January 17**: Working Group Meeting #3 - Focus on programming
- **February 15**: Working Group Meeting #4 - Focus on programming and visitation
Focus of our work

Our focus in the months ahead

- 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

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

#### Rikers Island Facilities

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

### Borough Facilities

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

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

*Four medical and mental health services were included in the data set; as they are not programs, they are not included in the following analysis.
# Rikers programming

## Programs by category

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civil rights</td>
<td>1</td>
</tr>
<tr>
<td>Bail</td>
<td>1</td>
</tr>
<tr>
<td>Veteran-specific</td>
<td>2</td>
</tr>
<tr>
<td>Elder services</td>
<td>3</td>
</tr>
<tr>
<td>Visitation</td>
<td>3</td>
</tr>
<tr>
<td>Legal</td>
<td>3</td>
</tr>
<tr>
<td>Meditation/emotional well-being</td>
<td>5</td>
</tr>
<tr>
<td>Education</td>
<td>5</td>
</tr>
<tr>
<td>Parenting</td>
<td>6</td>
</tr>
<tr>
<td>Faith-based</td>
<td>6</td>
</tr>
<tr>
<td>Library</td>
<td>8</td>
</tr>
<tr>
<td>Counseling/counselor-led programming</td>
<td>8</td>
</tr>
<tr>
<td>Recreation</td>
<td>10</td>
</tr>
<tr>
<td>Substance use/addiction</td>
<td>15</td>
</tr>
<tr>
<td>Reentry</td>
<td>18</td>
</tr>
<tr>
<td>Skill-building</td>
<td>35</td>
</tr>
</tbody>
</table>
# Justice Implementation Task Force

## Rikers programming

### Zoom in on skill-building

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

<table>
<thead>
<tr>
<th>Project:</th>
<th>GreenHouse: Rikers/GreenBox Machine</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date:</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Design:</td>
<td>The Horticultural Society of New York</td>
</tr>
<tr>
<td>Location:</td>
<td>New York City</td>
</tr>
<tr>
<td>Area:</td>
<td>2 acres</td>
</tr>
<tr>
<td>Beds:</td>
<td>N/A</td>
</tr>
<tr>
<td>Programs:</td>
<td>by trained horticultural therapists</td>
</tr>
<tr>
<td>Scale:</td>
<td>N/A</td>
</tr>
<tr>
<td>Court:</td>
<td>N/A</td>
</tr>
<tr>
<td>Other:</td>
<td>Therapeutic curriculum guides each participant's personal growth plan, giving them opportunity.</td>
</tr>
</tbody>
</table>

Not for distribution
Rikers programming

Programs by facility and type
Rikers programming

Zoom in on RMSC

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

RMSC

Other facilities
Rikers programming

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

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

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

<table>
<thead>
<tr>
<th>Provider</th>
<th>Average participation rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fortune</td>
<td>58%</td>
</tr>
<tr>
<td>Osborne</td>
<td>62%</td>
</tr>
<tr>
<td>Housing Works</td>
<td>42%</td>
</tr>
<tr>
<td>FedCap</td>
<td>23%</td>
</tr>
<tr>
<td>Greenhope</td>
<td>34%</td>
</tr>
<tr>
<td>Samaritan Village</td>
<td>25%</td>
</tr>
<tr>
<td>STRIVE</td>
<td>27%</td>
</tr>
<tr>
<td>DOC (IDOLS)</td>
<td>69%</td>
</tr>
</tbody>
</table>
Rikers programming

Limitations and challenges
- Unpredictable lengths of stay
- Daily operations and programming interruptions
- Built environment
- Adequate programming capacity
- Incentives for participation
Justice Implementation Task Force

Agenda

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
Programming research

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

<table>
<thead>
<tr>
<th>FY2017 Statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average Daily Population</td>
</tr>
<tr>
<td>Total discharges</td>
</tr>
<tr>
<td>Discharged to NYSDOCCS</td>
</tr>
<tr>
<td>Discharged to community</td>
</tr>
<tr>
<td>Average length of stay</td>
</tr>
<tr>
<td>Detained for four or fewer days</td>
</tr>
<tr>
<td>Detained for three months or more</td>
</tr>
</tbody>
</table>
Programming research

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
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

Justice Implementation Task Force

March 15, 2018
Agenda

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

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**
Justice Implementation Task Force

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.

- Reduce recidivism through in-custody programming and a new re-entry network
- Expand supportive services for officers
- Improve visiting options
- Continue to create alternatives to punitive segregation

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.
Justice Implementation Task Force

Agenda

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

| 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

<table>
<thead>
<tr>
<th>Principles</th>
<th>Guidelines that can inform design</th>
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</thead>
</table>

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.
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.
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.
Justice Implementation Task Force

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

NYC Criminal Justice

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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.**

<table>
<thead>
<tr>
<th>Current projects</th>
<th>Projects under consideration</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Creating a more user-friendly experience for visitors on DOC website</td>
<td>- Creating child-friendly spaces in the visit waiting areas</td>
</tr>
<tr>
<td>- Renovation of Central Visits location – flooring, seating, paint</td>
<td>- Offering activities/programming led by DOC staff to help facilitate improved interaction between inmates and children visiting</td>
</tr>
<tr>
<td>- Placement of informational PowerPoints on monitors in facility visit waiting areas</td>
<td>- Offering customer service training to all visit staff</td>
</tr>
<tr>
<td>- Surveying visitors and inmates to determine how DOC can best help to improve the visit process and increase visits (underway at RMSC)</td>
<td>- Re-training all visit staff on visit directive</td>
</tr>
<tr>
<td>- Providing programming brochures to visitors to inform them of the programming opportunities available to their loved ones</td>
<td>- Renovating non-contact booths to improve communication and window clarity</td>
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<td></td>
<td>- Increased camera coverage in visit areas</td>
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</tbody>
</table>
Focus on visits: overview from DOC

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

<table>
<thead>
<tr>
<th>Women-specific initiatives</th>
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</thead>
<tbody>
<tr>
<td>- Dedicated program counselors in RMSC children’s visit area</td>
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<tr>
<td>- Family outreach to encourage more visits for women</td>
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<td>- Expanding number of Children of Incarcerated Parents Program (CHIPP) visits at RMSC, with steady staff</td>
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<td>- CHIPP-style visits for children of incarcerated women who are not in the child welfare system</td>
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<td>- Changes to physical visit space in RMSC</td>
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<tr>
<td>- Allow mothers to join children in the children’s area at RMSC</td>
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<tr>
<td>- Increase family days at RMSC</td>
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<tr>
<td>- Joint family visit programming for women and their families at RMSC</td>
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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...**

<table>
<thead>
<tr>
<th>Visitors</th>
<th>Staff</th>
<th>Neighbors</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Efficient transportation options and check-in process</td>
<td>• Reliable process to ensure contraband does not enter the facility</td>
<td>• Design a space (potentially accessible 24 hours) that allows visitors to wait inside.</td>
</tr>
<tr>
<td>• A “greeter” or “concierge”</td>
<td>• Electronic clearance system</td>
<td>• Support this design with surrounding community assets, like coffee shops and stores, so people have something to do while they wait to visit.</td>
</tr>
<tr>
<td>• A pleasant interior design</td>
<td>• Efficient system for notifying incarcerated people when a visitor arrives, and for transporting them to the visits area</td>
<td>• Create a direct relationship with the surrounding community, and have the first floor of the building include commercial and other shared space.</td>
</tr>
<tr>
<td>• Video visit options</td>
<td>• Online system for people to register and schedule a time to visit</td>
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<tr>
<td>• Utilize publicly available spaces for digital visits and scheduling</td>
<td>• List of “pre-cleared” visitors for each incarcerated person</td>
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<tr>
<td>• Child-friendly visit spaces, and programming that allows children to visit without their parents</td>
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<tr>
<td>• Co-located social services (e.g., counseling, family reunification)</td>
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<tr>
<td>• A sense of normalcy—light, air, acoustics, outdoor space</td>
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</tbody>
</table>
Discussion

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?
Justice Implementation Task Force

Timeline and next steps

- **Steering Committee Meeting**
  - January

- **Workshop with Design Working Group**
  - February

- **Culture Change Working Group Meeting #3**
  - March 15

- **Programming subcommittee**

- **Culture Change and Design Working Groups meeting**
  - April 19