

Mayor's Office of Criminal Justice

Biannual Report on Progress Towards Closing Jails on Rikers Island Local Law 192

Introduction

This report, submitted by the Mayor's Office of Criminal Justice (MOCJ) to the City Council in compliance with Local Law 192 of 2019, serves as the third biannual report on closing jails on Rikers Island and opening jail facilities outside Rikers Island. The report covers data from January 1, 2021 to June 30, 2021.

1. Trends in the jail population and the drivers of population changes, including the following:

a. The average daily population in total and disaggregated by facility, by borough of arrest, and in the following categories: pretrial, sentenced, technical parole violation, pretrial with parole violations, and other.

Chart 1. Average Daily Population (by Facility) *

Facility	2013	2021	% Change
Anna M. Kross Center (AMKC)	2,206	1,813	-18%
Vernon C. Bain Center (VCBC)	832	620	-26%
Bellevue Hospital Prison Ward (BHPW)	62	60	-4%
Brooklyn Detention Complex (BKDC)***	637	0	-100%
Elmhurst Hospital Prison Ward (EHPW)	14	5	-64%
Eric M. Taylor Center (EMTC)	1,362	453	-67%
George Motchan Detention Center (GMDC)***	1,522	0	-100%
George R. Vierno Center (GRVC)	974	703	-28%
Horizon Juvenile Center**	0	0	-
Manhattan Detention Complex (MDC)***	727	17	-98%
North Infirmity Command (NIC)	118	222	88%
Otis Bantum Correctional Center (OBCC)	1,421	673	-53%
Robert N. Davoren Complex (RNDC)	976	777	-20%
Rose M. Singer Center (RMSC)	775	245	-68%
West Facility (WF)	48	62	27%
Total ADP	11,674	5,533	-53%

*MOCJ analysis of DOC data. Values may vary slightly from DOC analysis.

** Facility no longer houses individuals in DOC custody.

*** Facility is now closed.

Chart 2. ADP by Borough of Arrest*

Borough	2013	2021	% Change
MN	3,674	2,027	-45%
BK	2,638	1,140	-57%
QN	1,932	836	-57%
BX	2,480	1,022	-59%
SI	290	243	-16%
Unidentified	661	264	-60%
Total	11,674	5,533	-53%

*MOCJ analysis of DOC data. Values may vary slightly from DOC analysis.

Chart 3. ADP by Status Categories*

Status Categories	2013	2021	% Change
Pretrial Detainee	8,032	4,039	-50%
Pretrial Detainee with Parole Warrant	891	835	-6%
Sentenced	2,038	418	-80%
Technical Parole Violator	592	239	-60%
Other	121	3	-98%
Total	11,674	5,533	-53%

*MOCJ analysis of DOC data. Values may vary slightly from DOC analysis.

b. Average and median length of stay of incarcerated individuals detained pretrial, in total and disaggregated by borough of arrest and whether there is a co-occurring parole violation.

Chart 4. Length of Stay by Borough of Arrest for Pretrial Detainees*

Borough	All Detainees		Detainees w Parole Violation	
	Average	Median	Average	Median
BK	69	7	141	115
BX	92	13	184	121
MN	109	25	151	116.5
QN	89	13	180	119
SI	89	15	215	132
Unidentified	146	51	304	265
Citywide	94	14	164	119

*MOCJ analysis of DOC data. Values may vary slightly from DOC analysis.

c. The number and percentage of pretrial detainees whose length of stay is longer than 30 days, 90 days, six months, and one year.

Chart 5. Number and Percent of Pretrial Detainees by Length of Stay over 30 Days*, **

Length of Stay	Individuals	Percent
31-90	904	14%
91-180	830	12%
6 Months - 1 Year	584	9%
> 1 Year	457	7%

*These groups ARE mutually exclusive

**MOCJ analysis of DOC data. Values may vary slightly from DOC analysis.

2. The total capacity and average daily population of each correctional facility solely operated by the Department of Correction, disaggregated by facility.

Chart 6. Maximum Facility Capacity (MFC) and Average Daily Population (ADP) by Facility

Facility	MFC	ADP
Anna M. Kross Center (AMKC)	2277	1813
Vernon C. Bain Center (VCBC)	800	620
Bellevue Hospital Prison Ward (BHPW)	0	60
Brooklyn Detention Complex (BKDC)	0	0
Elmhurst Hospital Prison Ward (EHPW)	0	5
Eric M. Taylor Center (EMTC)	0	453
George Motchan Detention Center (GMDC)	0	0
George R. Vierno Center (GRVC)	931	703
Horizon Juvenile Center	0	0
Manhattan Detention Complex (MDC)	0	17
North Infirmary Command (NIC)	350	222
Otis Bantum Correctional Center (OBCC)	1212	673
Robert N. Davoren Complex (RNDC)	1181	777
Rose M. Singer Center (RMSC)	995	245
West Facility (WF)	56	62
Central Intake (CINT)	0	0

*MOCJ analysis of DOC data. Values may vary slightly from DOC analysis.

3. The timeline for closure of each correctional facility located on Rikers Island, any significant changes to such timeline, and any significant actions taken by the mayor in response to such changes.

Due to the COVID-19 crisis, the City moved the completion date for the borough-based jail system from December 31, 2026 to August 31, 2027. The City is still on track to meet that timeline.

The James A. Thomas (JATC) on Rikers Island was transferred to DCAS in July 2021. This is the first facility on Rikers Island to be transferred from the Department of Correction to DCAS as part of the Renewable Rikers Act.

The Department vacated MDC in April 2021 for future demolition as part of the borough-based jail program. The Department closed EMTC in May 2021 after re-opening certain housing units to support pandemic operations in 2020. Timelines for closure of remaining facilities on Rikers Island are in development.

4. The budget for closure and any significant changes to such budget.

There is no specific budget required to manage DOC facility closures. The Department redeploys existing staff to carry out all necessary tasks associated with facility closures, without a specific budget allocated for this purpose.

5. The procurement of contracts related to closure and construction of jail facilities, including any relevant timelines.

Since the last LL192 report in March 2021, the City has made significant progress in procurement of contracts for the five early works projects that facilitate the construction of the new jail facilities. The Queens Garage and Community Space project was awarded to Hunter Roberts Construction Group in January 2021 and was issued a notice to proceed in March 2021. An apparent best value proposal for the Queens Dismantle and Swing Space project was identified in early August 2021 and the City is in negotiations with that team.

The early works in the other boroughs are on a similar timeline. For the Brooklyn Dismantle and Swing Space Project, the City is in the process of coming to consensus on the apparent best value proposal, after which the City will enter negotiations with the design build team responsible for the proposal. The Manhattan Dismantle and Swing Space proposals are under review by the City, after which consensus meetings will commence to identify the apparent best value proposal. In the Bronx, reviews of the Site Preparation proposals are wrapping up mid-August 2021 after which consensus meetings will commence. The City is on track to have all early works project contracts (noted above) registered before the end of 2021. The City is on track to issue a Request for Qualifications in September 2021 for design build firms to design and construct new BBJ facilities.

6. A general overview of the design and construction of new jail facilities and any related information regarding the timelines for the construction of new facilities.

The City has continued to solicit input on the design of the public realm (i.e., street scape, public lobby, public entrance) from communities near each of the BBJ sites. As of the last LL192 report, the City has held design input workshops in Brooklyn and the Bronx. Summary reports from all workshops are available on the Close Rikers website. Input from the workshops has and will continue to be incorporated into the facility program requirements outlined in the RFP.

Since the last LL192 report and in response to design and construction industry feedback, the City has re-strategized the approach to the facility design and pricing structure. Indicative documents will be developed by the City that provide a proof of concept to be further refined and opportunities for innovation identified by the prospective design builders. Indicative documents begin to piece together the complex and first-of-its-kind program specifications that the City envisions for the BBJ program. By providing a proof of concept developed in consultation with DOC, MOCJ, CHS, PDC, and DCP, the indicative documents will reduce the design builder's risk by facilitating more accurate cost estimating and providing a 'leg up' in terms of approvable facility design. The City is on track to release an RFQ for design build teams to continue to design and then build the BBJ facilities in September 2021. The indicative documents will be included as a reference document in the facility RFPs that are on track to be issued in 2022. The City is on target for BBJ program construction completion mid-2027.

7. Populations relocated as a result of new facility construction.

The Department vacated MDC in April 2021 for future demolition as part of the borough-based jail program. The Department closed EMTC in May 2021 after re-opening certain housing units to support pandemic operations in 2020. The Department reduced the population in MDC through attrition and then relocated the remaining population either to VCBC or a facility on Rikers Island, depending on the individual's need. OBCC is currently supporting new admission housing.

8. The progress of implementing an electronic management system for individuals in custody.

The electronic management system project is being managed separately from the borough-based jails project. The Department of Correction is still in procurement process of the new electronic management system. The Department's goal is to begin the project during the first quarter of 2022.

9. Staff plans, by facility, including but not limited to the following information for the reporting period: the number of uniform and civilian staff hired, the number of uniform and civilian staff terminated, and the number of uniform and civilian staff who left the department for reasons other than termination.

During reporting period of January 2021 – June 2021, the Department hired 33 non-uniform staff members. The Department did not take on a new class of officers during the reporting period. During the reporting period, there were 41 uniform staff terminations and 23 of those terminations were those who did not pass probation. There was 1 non-uniform staff termination. There were 97 non-uniform staff and 518 uniform staff who left the Department for reasons other than termination.