



**Testimony of Joseph J. Esposito
Commissioner
New York City Department of Emergency Management
Before the New York City Council Committee on Fire and Criminal Justice
March 9, 2017**

Good afternoon Chairperson Crowley and members of the Committee on Fire and Criminal Justice. I am Joe Esposito, Commissioner of New York City Department of Emergency Management and I am here to talk about our fiscal year 2018 budget.

We have had a busy year. In 2016, the Emergency Operations Center was activated eight times for a total of 26 days. That includes two winter weather events, one heat emergency, one heavy rain and wind emergency, monitoring and preparation for Tropical Storms Hermine and Matthew, the Chelsea improvised explosive device incident, and the presidential election. During the tropical storm and winter weather events, we held citywide calls for elected officials and continuously sent out notifications for incidents in specific districts.

In 2016, we monitored 3,190 incidents and sent our citywide incident coordinators to 988 incidents. Notify NYC sent out more than 1,500 messages with a turnaround time of six minutes in 2016 and we are proud to announce that we have just hit 500,000 subscribers! We held 40 interagency exercises with our partner agencies to make sure plans are understood and necessary protocols for plans are ready to be implemented as needed.

Our community outreach and engagement activities have increased, and you have likely seen us in your neighborhood at meetings, town halls, fairs, mobile office hours and other community events. In total, we attended 325 Community Board District Service Cabinet Meetings throughout the year, participated in almost 800 Ready NY events with more than 91,000 people attending and distributed close to one million emergency planning guides. We graduated eight new classes of CERT volunteers, taking our totals to over 1,500 volunteers throughout the city. We also hosted the Mayor's Clergy Council at our headquarters to discuss partnering with their communities in emergency planning, with over 100 members attending.

We continue to look ahead to find new ways to prepare the city and our citizens for the next emergency. With that, let me now provide a snapshot of our budget for next year.

Our projected total Fiscal Year 2018 City Tax Levy expense budget is \$23.1 million. We rely on our City tax levy expense budget to support the majority of the agency's administrative, technological and operational costs.

The projected Fiscal Year 2018 Personnel Services budget is \$5.1 million, which supports the 51 personnel lines paid directly through our tax levy-funds. This includes \$1.4 million in funding for 18 staff members dedicated to working on increasing communication and services to people with

access and functional needs. Our other staffing is supported through grant funds and personnel on assignment from multiple City agencies.

Our projected Fiscal Year 2018 Other Than Personnel Services budget is \$17.9 million, which covers all agency operating and administrative costs. There is virtually no discretionary funding in this budget. These funds are designated to cover our warehouse lease, utilities, and telecommunications costs including the maintenance and operations of our Emergency Operations Center and back-up facilities. This money also supports our fleet and all additional equipment, supplies and materials needed to run the agency.

The agency receives grant funding to support many of our core programs. In the past year, we secured \$25 million in federal funding, primarily through the Urban Areas Security Initiative grant. This funding is vital to our ability to run many of our finest initiatives, including the Ready New York public education program, Community Emergency Response Team program, Continuity of Operations Program, Geographic Information Systems, Training and Exercises, Watch Command and Response, and Citywide Incident Management Systems planning. We work with City Hall, OMB, the City's Congressional delegation and our partner agencies to push for full homeland security funding in future years; this money supports critical operations within ours and several other agencies' budgets and is critical to the City.

Thank you for the opportunity to testify today. I look forward to continue working with the Council on issues pertaining to emergency preparedness and response. I will answer any questions you have regarding the budget.

TESTIMONY BEFORE
THE COUNCIL OF THE CITY OF NEW YORK
COMMITTEE ON FIRE AND CRIMINAL JUSTICE SERVICES
FY 2018 PRELIMINARY BUDGET HEARING

MARCH 9, 2017

Tanya Krupat, Director
Osborne Center for Justice Policy and Practice
The Osborne Association

Thank you for the opportunity to speak with you today. My name is Tanya Krupat, and I am the Director of the Center for Justice Policy and Practice at the Osborne Association. I'm here first to speak with you about two exciting and important Osborne initiatives for which we seek Council support, and then as a proud member of the NYC ATI/ Reentry Coalition.

Osborne's Fulton Reentry Center will provide desperately needed transitional housing, and our Elder Reentry Initiative addresses the pressing and growing crisis of those aging in prison and the compelling needs of seniors returning home to New York City.

In 2015, Osborne acquired the former NYS Fulton Correctional Facility in the Bronx, the first time in the country that a prison has been transferred to a community-based organization to transform it into a reentry and economic development center. We are currently in the architectural phase of the project and are seeking \$95,000 in an expense request from the City Council, as well as \$75,000 for a vehicle. We have submitted a \$3 million capital request to the NYS Legislature. Our aim is to open the Center in 2019 with 135 supportive, transitional housing beds as well as wrap around reentry services for residents, others returning to NYC from jails and prisons, and members of the surrounding community. These services will include nutritious meals, job training, placement and retention, counseling, family services, and possibly drug treatment and other behavioral health and medical services. We also seek to include housing options for the elderly, a fast growing and historically unseen segment of our prison population.

Each year, some 1,500 men and women age 60 or over leave state prison and return to New York City.

These formerly incarcerated senior citizens are at very low risk of recidivism, but are at very high risk of falling through the cracks in our social safety net.¹ Elders released to NYC have distinct and complex circumstances upon reentry, including homelessness, unemployment, increased anxiety, fragmented community and family ties, and chronic medical conditions.

Our **Elder Reentry Initiative**, addresses this urgent challenge. We are seeking City Council support in the amount of \$150,000 to support the community component of this initiative which provides case management and discharge planning to the most high-need returning seniors, while also working to build partnerships and build capacity among service providers including senior centers, medical providers, nursing homes and others. Just today one of our staff is helping to navigate a 61 year old's release from Rikers. With no family to return to and decades of battling addiction, as well as surviving childhood violence, Mr. Sampson faces many barriers, and also

¹ Aging adult in prison have the *lowest* recidivism rate and pose almost no threat to public safety. (Snyder, C., van Wormer, K., Chada, J., & Jagers, J. (2009). *Older adult inmates: The challenges for social work*. *Social Work*, 54, 117-124.)

has high hopes of being able to live a productive life far away from Rikers. Currently, there are no specialized services to meet the geriatric needs of people like Mr. Sampson, who also face employment discrimination, trauma, stigma, and isolation of a unique nature and magnitude.

With Council support, NYC can lead in addressing the growing needs of returning elders and the need for transitional housing.

Finally, as a proud member of the NYC ATI/Reentry Coalition, I thank you on behalf of Osborne, for supporting alternatives to incarceration and reentry services. Thank you to the Committee Chair Crowley, the Speaker and all of the Council Members for prioritizing reforms to the criminal justice system as well as for bringing to the forefront discussion of the feasibility of closing Rikers Island. These efforts, together with the increase in the numbers of formerly incarcerated individuals returning home to NYC from state prison, will make the need for the ATI/Reentry Coalition's services and programs even greater in the upcoming Fiscal Year.

We are grateful for the Council's continued support and we look forward to continuing to work closely together to ensure that communities have access to these critical programs.

Thank you.

THE OSBORNE ASSOCIATION, INC.
FY 2018 NYC COUNCIL EXPENSE APPLICATIONS

The Osborne Association has provided services to justice system-involved individuals and their children and families for more than 80 years. Osborne operates programs in the Bronx, Brooklyn, Newburgh, and in 25 New York State prisons and 9 Rikers Island jails and borough detention centers. Programs include alternatives to incarceration, substance abuse treatment, parenting and family support services, HIV/AIDS services, and workforce development.

I. Fulton Community Reentry Center

City Council FY18 Expense Funding Request: \$95,000

Council Reference ID: 47472

Background. We further expanded our presence when Governor Cuomo authorized the transfer of the former Fulton Correctional Facility at 1511 Fulton Avenue in the Bronx to Osborne. Osborne will transform the seven story former prison into a one-stop reentry center for individuals affected by the criminal justice system. Osborne collected feedback from residents, reentry service providers, members of Bronx Community Board 3, and participants in Osborne programs who live in the neighborhood to discuss the community's needs and aspirations. This assessment provides the blueprint for future services at the Fulton Community Reentry Center.

Program/Services. Osborne will partner with other city-wide providers and community-based organizations to provide transitional housing, employment, education, health and other programming to offer a full complement of services to communities and its returning citizens. The requested expense funding, \$95,000, will support the planning and program design efforts during the design and development phase of the project.

II. NYC Elder Reentry Initiative

City Council FY18 Funding Request: \$150,000

Council Reference ID: 42439

Background. Each year, some 1,500 men and women age 60 or over leave state prison and return to New York City. These formerly incarcerated senior citizens are at very low risk of recidivism but at very high risk of falling through the cracks in our social safety net. Elders released to NYC have typically served 15+ years in prison and have distinct and complex circumstances including homelessness, unemployment, fragmented community/family ties, and chronic health conditions.

Program/Services. With Council funding the Elder Reentry Initiative will continue to provide discharge planning and community-based care management to elders age 50+ who are returning to NYC from Rikers Island and NYS prisons. Care managers will assess participant needs, develop transitional plans and connect elders to appropriate medical and behavioral health care, benefits, work opportunities, housing, and other services (including those available through our partner senior centers). Care managers also cultivate community resources, especially housing, that older adults returning from jail or prison need.

Osborne will provide training and technical assistance for gerontologists, senior centers, palliative care providers, mental health clinicians, nursing homes, assisted living providers and geriatricians to increase competency and reduce stigma in care for formerly incarcerated elders, as well as provide training and technical assistance for criminal justice agencies to expand their knowledge of geriatric issues and the impact of old age on people who have been incarcerated.

III. Court Advocacy Services

City Council FY18 Funding Request: \$682,075

Council Reference ID: 37841

Background. Court Advocacy Services (CAS) provide defender-based services to persons who have been detained for at least 14 days and/or are projected to receive a sentence of incarceration of at least 90 days, predominantly serving Assigned Counsel Panel (18B) attorneys in addition to other indigent defense counsel. CAS program will accept for supervision a minimum of 60 clients -- including adults (ages 16 and above) and juvenile offenders -- during the one-year contract term. Family Ties and Youth Leadership provides video visiting services to NYC children whose mothers are

incarcerated in Albion Correctional Facility and/or fathers at Clinton and Auburn Correctional Facilities as well as supportive services for children, parents and care givers.

The Elder Reentry Initiative provides a comprehensive bio psycho-social intake and assessment to individuals 50 years and older who are planning to return to NYC post-release or have recently (within a year) been released to NYC from an incarcerative/detention setting along with transitional planning and post-release case management to ensure a smooth transition to the community.

Program/Services. Alternatives to incarceration services including defender-based court advocacy, family services and youth leadership development for children of incarcerated parents, employment services through a dedicated job developer, and housing and reentry support for seniors coming home from prison. Through MOCJ funds, our ERI pilot is on target to screen 60 individuals and provide more than 35 geriatric evaluations and service plans.

IV. Improving Behavioral Health Outcomes for Court-Involved Youth

City Council FY18 Funding Request: \$83,000

Council Reference ID: 40291

Background. The expected outcome is that youth engaged in mental health services will have higher rates of school attendance and completion, and lower rates of contact with the justice system, than similar at-risk youth who do not engage in services. Osborne will reach out to 80 youth (ages 12 to 24) per year, and assess and refer a least 50 youth to mental health services. Identification of at-risk youth will take place within Osborne's six (6) existing programs that serve youth who have criminal justice involvement, or whose parents are incarcerated. These Osborne programs, with 400 total annual clients, include:

- Youth Experience Success (YES) (13-15 yrs.) -- workshops and community projects
- Youth Action Council (YAC) (16-19 yrs.) -- leadership/advocacy training
- Video Visiting (12-19 yrs.) -- connecting children with incarcerated parents
- Family Ties (12-19 yrs.)-- supports children with mothers at Albion prison
- Justice Community (18-24 yrs.) -- job readiness and community benefit projects for youth on probation
- ARCHES and Next STEPS (16-24 yrs.) -- group mentoring for youth on probation

Program/Services. Osborne will be able to improve behavioral health outcomes for court-involved youth through identification, screening/assessment and facilitation of mental health services for youth and their families. Osborne will:

- Identify youth enrolled in Osborne's six youth-serving programs who have possible mental health needs;
- Use verified screening tools to ascertain specific mental and behavioral health needs;
- Connect the youth and their family to appropriate treatment and/or community support;
- Follow-up with youth and family to ensure smooth transition to services and solicit feedback.

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Osborne's Elder Reentry Initiative

FY 2018 City Council Funding Request: \$150,000

The Need

Each year, at least 1,500 men and women age 55 or over leave state prison and return to New York City, with hundreds more in this age bracket leaving Rikers Island. These formerly incarcerated senior citizens are at very low risk of recidivism, but at very high risk of falling through the cracks in our social safety net. Elders released to NYC have distinct and complex circumstances upon reentry, including homelessness, unemployment, increased anxiety, fragmented community and family ties, and chronic medical conditions. They are the fastest growing segment of prisoners, yet their needs are not currently met adequately by either geriatric or criminal justice service providers.

Returning individuals may not know how to access available benefits and often face long delays in obtaining them. Securing long-term geriatric-appropriate housing is of critical importance. Aging individuals with criminal records are often discriminated against or stigmatized by nursing homes and assisted living centers, leaving them with few options and critical unmet needs.

The Program

The Osborne Association seeks funding for the NYC Elder Reentry Initiative for FY 2018 to help address the needs of this distinctive, growing, and poorly-served population. The Elder Reentry Initiative was seeded in FY 16 with Foundation support, and we utilized some of our FY17 City Council allocation to supplement funding. A grant of \$150,000 would support Osborne staff providing case management for formerly incarcerated NYC elders age 55+, as well as outreach and training for NYC providers as outlined below.

The Elder Reentry Initiative often starts by working with individuals while they are still in prison, laying the groundwork for a successful transition back to the community. ERI consists of two community components:

- 1) **Integrated community case management** for returning elders including connecting them to appropriate housing, medical and behavioral health care, benefits and work opportunities and other needed services such as those available through the City's senior centers;
- 2) **Improving community receptivity and access to responsive geriatric services, by:**
 - **Developing partnerships with senior centers in every borough** to increase referrals;
 - **Conducting outreach to nursing homes, assisted living providers, and geriatricians** to increase sensitivity and reverse the stigmatization of formerly incarcerated elders;
 - **Identifying and advocating** for the availability of nursing home, assisted living, supportive housing, and other housing resources.
 - **Delivering training and technical assistance** for aging service providers regarding the criminal justice system and for criminal justice agencies regarding aging.

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Brooklyn	175 Remsen Street, Suite 800, Brooklyn, NY 11201	718-637-6560	Fax: 718-237-0686
Newburgh	388 Ann Street, Newburgh, NY 12550	845-345-9845	Fax: 845-849-0621

About Osborne

As one of the largest reentry organizations that works in more than 18 state prisons and 8 city jails/Rikers Island, the Osborne Association is well positioned to lead the way in addressing this timely issue. In 2014, Osborne released "The High Costs of Low Risk," a White Paper on the aging prison population (recently cited in *The Atlantic*, and previously in *The Nation* and twice in the *New York Times*) and, in collaboration with the NYC Department for the Aging (DFTA) established the Aging Reentry Task Force, an interdisciplinary body of stakeholders from the fields of health, aging, and corrections/criminal justice. The task force steering committee included Osborne, DFTA, Fordham School of Social Work/Be The Evidence Project, Columbia University Center for Justice, and RAPP (Release Aging Prisoners Project) at the Correctional Association. The Task Force convened a cross-sector collaboration of agencies from the corrections, health, aging, and criminal justice communities, and developed a geriatric assessment and discharge planning and case management model specifically for elders returning home from jail and prison. This model has been approved by the NYC Department for the Aging and both city and state corrections departments.

For more information, please contact:

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Greg Berman . Director

**Center for Court Innovation Testimony
New York City Council
Committee on Fire and Criminal Justice Services
Preliminary Budget Hearing
March 9, 2017**

Good Afternoon **Chair Crowley** and members of the Committee on Fire and Criminal Justice Services. My name is **Jennifer Petersen** and I am **Deputy Director of Bronx Community Solutions**, a project of the Center for Court Innovation. Thank you for this opportunity to speak today.

I am here to urge the Council to support continued funding for the Center for Court Innovation and its groundbreaking efforts to improve public safety, promote and expand the use of community-based alternatives to incarceration, and increase equal access to justice for vulnerable New Yorkers. The Center for Court Innovation is seeking \$700,000 in City Council support. This includes a continuation of \$500,000 to support ongoing core operations in communities across the city, and an enhancement of \$200,000 to expand alternatives to incarceration in several key neighborhoods.

The Center for Court Innovation works to create a more effective and humane justice system in New York City. Beginning with the Midtown Community Court, the Center has created 28 neighborhood-based projects in all five boroughs, bringing together community members and criminal justice stakeholders to respond to local problems. Independent evaluators have documented the success of our work in decreasing violence, improving public safety, aiding victims, reducing the use of jail, and transforming neighborhoods. Through projects such as Bronx Community Solutions, Red Hook Community Justice Center and Queens Youth Justice Center, we have worked to improve the lives of New Yorkers in need, including immigrants, the poor, young people, women, the LGBTQ community, and communities of color.

The Center is committed to improving outcomes for young people impacted by the justice system. Our programs serve more than 6,000 youth each year, providing them with opportunities to avoid Rikers

OPERATING PROGRAMS

Brooklyn Justice Initiatives | Brooklyn Mental Health Court | Brooklyn Treatment Court | Bronx Community Solutions | Brownsville Community Justice Center
Bronx Child Witness Program | Crown Heights Community Mediation Center | Domestic Violence Court | Harlem Community Justice Center | Legal Hand
Midtown Community Court | Newark Community Solutions | Parent Support Program | Parole Reentry Court | Peacemaking Program | Project Reset
Poverty Justice Solutions | Queens Youth Justice Center | Red Hook Community Justice Center | Save Our Streets | Staten Island Youth Justice Center
Strong Starts Court Initiative | Westchester Court Education Initiative | UPNEXT | Youth Court | Youth Justice Board

Island and, in many cases, a trip to court. For example, the Center's Adolescent and Young Adult Diversion Programs serve misdemeanor defendants, ages 16 to 24, across Brooklyn, Manhattan and the Bronx, with the aim of reducing the use of jail and preventing future justice system involvement. These programs offer a broad range of alternative-sentencing options, including on-site services and referrals to community-based programs that offer mental health counseling, drug treatment, education, employment assistance, and job training. Additionally, our Brownsville Leadership Project and Youth Court programs offer participants pathways away from justice system involvement and towards academic, social, and vocational success.

In addition to helping divert New Yorkers out of the justice system, we are working to help people transition back to community life after spending time behind bars. The Harlem Community Justice Center, together with its faith-based community partners, encourages both adult parolees and juveniles returning from state placement to become productive, law-abiding citizens. Parolees are linked to drug treatment and jobs, and receive help reconnecting with their families. Similarly, young people (and their parents) are linked to intensive services. Additionally, the Brownsville Community Justice Center is working to connect men and women between the ages of 16 to 29 who have been in contact with the criminal justice system in the last 12 months to resources such as GED and college assistance, internships, and professional training. In addition, participants complete community-benefit projects, including several large-scale mural projects and assisting with the construction of a community teaching garden.

The City Council's support has been invaluable to the success of the Center for Court Innovation, helping us maintain core operations and expand our demonstration projects throughout New York City. The Center for Court Innovation looks forward to continuing to work with the New York City Council to improve public safety and to create new alternatives to incarceration that result in a fairer, more accessible justice system for all New Yorkers. We respectfully urge you to continue to support our work and thank you again for the opportunity to speak. I would be happy to answer any questions you may have.



NEW YORK CITY
BOARD OF CORRECTION

Statement before the New York City Council

Committee on Fire and Criminal Justice Services
Hon. Elizabeth Crowley, Chair

March 9, 2017

By Martha W. King, Executive Director
New York City Board of Correction

Good afternoon Chair Crowley and Members of the Committee on Fire and Criminal Justice Services. My name is Martha King, and I am the Executive Director of the Board of Correction. Today, I am joined by one of our Board members who was appointed by the City Council, Stanley Richards.

This afternoon I'd like to explain how the Board of Correction is using much needed new resources to strengthen the Board's effectiveness and independence and position the Board as a national model for prison and jail oversight and as one of the City's important levers in creating smaller, safer, fairer, and more humane jails. We have mapped out and are executing comprehensive plans to re-establish the Board as a major partner in the critical work to build a justice system that reflects the City's values, brings dignity and respect to people held within, working in, or connected to the system – and brings these same people to the system's policy-making table.

Since it became independent in 1977, the Board has played a leading role in major reforms to the City's jails. These include, in 1985, making NYC the first jurisdiction to voluntarily require appropriate mental health staffing in its jails, and, in 2015, making NYC the first major prison or jail system to prohibit punitive segregation for adolescents and young adults.

The City Charter outlines the Board's central functions:

- To establish and ensure compliance with minimum standards “for the care, custody, correction, treatment, supervision, and discipline of all persons held or confined under the jurisdiction of the Department of Correction”;
- To investigate any matter within the jurisdiction of the Department;
- To establish procedures for hearing inmate and staff grievances;
- To evaluate the performance of the Department of Correction; and
- To make recommendations on areas of key correctional planning.

The Board established its Minimum Standards on conditions in 1978, on mental health care in 1985, on health care in 1991, and on the elimination of sexual abuse and harassment in 2016.

Recent Growth

When I arrived at the Board at the end of June 2015, there were 16 staff and a budget of \$1.6 million. It had been operating for six months without any management team. The Board currently has 22 staff spread across its lower Manhattan and Rikers Island offices. With the increased support of the City Council and the Administration, a FY17 budget of approximately \$3 million will allow our staff to grow to 35. We've restructured and hired a complete management team and a total of nine staff, growing each of our three divisions: legal, research, and monitoring. We currently have open postings for a total of seven positions: an additional four Monitors for the jails, a Project Director for our new regulations on sexual abuse, a Deputy General Counsel, and a Program Associate for Research.

Today I would like to update you on progress and plans in three areas of our work: updated, tailored, and expanded regulations; more research, data analysis, and public reporting; and strengthened and structured monitoring.

1. Updated, tailored, and expanded regulations:

In November 2016, the Board adopted a final rule designed to detect, prevent, and respond to sexual abuse and harassment of people incarcerated in the City's jails. NYC Public Advocate James petitioned the Board to adopt rules consistent with the federal Prison Rape Elimination Act standards and subsequently this led to the first new chapter of the Minimum Standards in 25 years.

Incorporating the ideas and expertise of the U.S. Department of Justice, the Public Advocate, City Council members, DOC and Health and Hospitals, and many community stakeholders, the Board's new rules are a significant contribution toward safer and more humane jails. The new Standards go beyond federal standards, require more reporting and monitoring, and include provisions requiring that:

- Health + Hospitals will design and operate new rape crisis counseling services that will serve incarcerated people who report sexual abuse. These services will ensure that victims of sexual abuse obtain the support they need to undergo forensic examinations and interviews, and to overcome emotional and physical trauma.
- DOC must complete all investigations of sexual abuse and harassment allegations no later than 90 days from the date the allegation is reported to DOC.
- DOC will install, on a pilot basis, security cameras on buses used to transport inmates.
- DOC and Health + Hospitals will implement new training for staff working with inmates who are transgender or intersex, designed to heighten awareness of their psychosocial and safety needs and ensure communication and custody that is respectful of gender identity.

The Board is currently working on new Standards related to restrictive housing and improving the Board's variance procedures. We expect to consult with you and your staffs throughout this

process and intend to complete rulemaking in these areas in 2017.

2. More research, data analysis, and public reporting:

We have created a stronger research department led by a new Deputy Executive Director solely dedicated to analytics, evaluation, and research. This commitment to evaluating and analyzing operations and outcomes in the jails, increasing transparency, and sharing data is crucial to maintaining compliance with Board Standards and other regulations. For instance, over the past year we have issued quarterly reports on punitive segregation reforms, monthly reports on jail visits, and completed assessments of enhanced supervision housing and the inmate grievance program. Monthly reports on medical and mental health care access have now led to action. DOC and H+H are creating a plan with remedies, timelines, and metrics to evaluate progress toward increased access. Collaboratively we will work together to issue this plan in May.

Data remains a challenge for DOC, which relies heavily on paper logs to monitor occurrences in the jails. While understanding of these challenges, we continue to move toward a Key Performance Indicator Dashboard to monitor compliance with 12 Minimum Standards in the adolescent and young adult housing areas. This will be an unparalleled tool for transparency and understanding and improving compliance over time.

We have also requested unprecedented access to individual-level data about everyone in custody in the jails. Traditionally, the BOC has not had this type of data and, with it, we can conduct, robust evaluations of Standards compliance and the implementation of policies and programs, such as evaluating the impact of punitive segregation reform or enhanced supervision.

3. Strengthened and structured monitoring:

We continue to grow our monitoring staff in the jails and are poised to add five staff this year. These staff conduct site visits, resolve and refer inmate and staff complaints, monitor compliance with the Minimum Standards and other regulations, investigate and intervene on deviations from regulations, and help to smooth the delivery of basic services and calm tensions in the facilities. Increased funding has allowed for several new initiatives that reflect strengthened and structured monitoring:

- We are embarking on unannounced weekend tours of each facility in 2017, and we expanded our inspections at the hospital prison wards and court pens to every other week. BOC staff at the court pens regularly check and gather data on production, appearances, and court clothing issues, including a focus on the implementation of the Council's recent legislation.
- Over the next three years, BOC staff will visit each of the approximately 330 open housing areas to conduct randomized, structured compliance checks on key Minimum Standards, such as lock-out time, recreation, law library, laundry, and sick call. This new strategy will actualize our mandate of unannounced visits and will significantly broaden our reach in the jails, making sure no unit goes unchecked.
- We are working to improve the inmate complaint system. In completing an audit in 2016 of the inmate grievance program, we saw a need for an annual audit and a biannual

interagency team of BOC, DOC, and H+H to review inmate complaint data and identify policies and practices that must be jointly monitored or changed. This team will focus on increasing the procedural justice and fairness of the existing complaint system and making sure patterns of individual complaints feed systemic change where necessary.

- We have expanded and improved our visit restriction appeal process and will re-start accepting appeals in seven other areas, including the exercise of religious beliefs, law library access, and telephone rights. We responded to 209 visit appeals in 2016, more than double the number of appeals that we received five years ago. We denied 54% and granted or modified 33%. The importance of independent oversight of such individual restrictions and Minimum Standard policy areas cannot be overstated. The appeal process allows us to also work closely with DOC on improving practices to make sure restrictions are appropriate and fair.

In the Board's 60th anniversary year, we are thankful that this Administration and City Council have shown increased commitment to a strong, active, and effective Board of Correction. The Board is now better poised to play an important role in reform, and we look forward to collaborating with the City Council and its many members who are engaged on these issues.

Thank you again to Chair Crowley, Chair Ferreras-Copeland, and the Committees for the opportunity to testify today. I'm happy to take any questions that you might have.

Statement before the
New York City Council
Committee on Fire and Criminal Justice Services

Elizabeth Crowley, Chairperson

By Joseph Ponte, Commissioner

NYC Department of Correction

March 9, 2017

Good morning, Chair Crowley and members of the Fire and Criminal Justice Services committee. I am Joseph Ponte, Commissioner of the New York City Department of Correction. Thank you for the opportunity to testify today.

As you are all well aware, I have dedicated my time in NYC to transforming how the Department operates. Early on in my tenure, we conducted a thorough assessment of the Department's strengths, shortcomings, and needs. From this assessment, we created that 14-Point Anti-Violence Reform Agenda, which is a holistic approach to reducing violence, encompassing everything from improving search procedures, reducing overtime, improving supply distribution, providing meaningful programming, and reforming our behavior management model. I am proud to inform the Council that we are seeing real impacts of our reforms. We have substantially driven down critical violence indicators, even while reducing the use of punitive segregation by approximately 90% and eliminating punitive segregation altogether for individuals 21 and younger. We have also been successfully implementing new and better models of housing, programming, and healthcare for our inmates, while managing to reduce staff overtime.

Violence Reduction

The PMMR indicates that several critical violence indicators went down in FY16 compared to FY15. These violence reductions were even more significant through December. When compared to CY15, in CY16:

- Uses of Force (UOF) with serious injury decreased by 35%
- UOF with minor injury decreased by 18%
- The total number of UOF decreased by 3%
- Serious injuries to inmates stemming from fights or assaults decreased by 8%
- Assaults on Staff (AOS) with serious injury decreased by 31%

- AOS with minor injury decreased by 19%
- Total number of AOS decreased by 11%

These reductions are significant and demonstrate that our reforms are having a real impact on violence; however, we still have a long way to go. Most importantly, stabbings and slashings increased again in 2016. One factor contributing to this uptick is the prevalence of weapons that we cannot consistently recover. We found 37% more weapons in 2016 than in 2015, but found 20% fewer scalpel blades, which are a common weapon used in slashing incidents. As the Council is aware, we are currently unable to use the ionizing body scanners that are the most effective tool to find these types of weapons. We continue to pursue state legislation to obtain the use of these scanners and I thank the Council for their continued support in that endeavor.

While we are seeing a reduction in most violence, we still have too many incidents of violence, particularly incidents of violence against staff. We are working closely with the Bronx District Attorney to combat violence on Rikers by ensuring that those who hurt someone, staff, visitor, or inmate, while in custody are prosecuted for that assault as they would be if they assaulted someone on the street. Recently, two inmates received consecutive sentences for charges stemming from assaulting staff. Consecutive sentences are critical to deter violence in custody, so I thank the DA for these efforts.

Managing Inmates with Mental Health Needs

The impact of reforms is perhaps most seen among our seriously mentally ill inmates. The programs that we and Health + Hospitals (H+H) have established to treat these inmates have brought about remarkable changes in behavior and reductions in violence. Overall we are seeing trends that suggest that there has been a decrease in inmate involvement in a use of force by 67% in CAPS and 74% in PACE. Most importantly, once placed in CAPS or PACE, inmates showed less aggression towards our officers. They committ fewer assaults on staff, physically resisted staff less often, and make fewer threats against staff.

In PACE and in CAPS, health and correctional staff work hand-in-hand to address inmates' mental health needs in a clinical environment. To date, these units have served nearly 1,000 inmates, most of whom had previously been very difficult to manage. In 2016, we opened our fifth PACE unit and we are diligently working to create more of them, including a unit dedicated to young adults, so that more individuals in custody can receive the treatment they need.

Our focus on treatment of mentally ill inmates is not limited to those in the PACE units. All uniformed staff receive training in Mental Health First Aid, Basic Crisis Management, and Conflict Resolution/Crisis Intervention in the academy and as part of regular in-service training. Recruits receive

training in mental illness, drug identification, interpersonal communication, suicide prevention, safe crisis management, and crisis intervention.

Many members of DOC and H+H staff also receive Crisis Intervention Team (CIT) training. Crisis Intervention Teams have been successful throughout the facilities in responding to incidents and de-escalating situations without using force. CIT training is provided twice each month. Health and corrections staff attend training together to develop, in partnership, the skills needed to assist patients in crisis.

Expanding on these initiatives, DOC has received a federal grant, along with H+H and the Vera Institute of Justice, to create support teams in the clinics and intake areas to assist inmates with mental health needs and to support officers. As stated when the grant was announced, the teams, which consist of mental health staff and correction officers, will “offer support to correctional staff by providing skill refreshers and reinforcement of Mental Health First Aid training and techniques, bringing care packages to staff, and offering guidance. Through their emphasis on mental health first aid and de-escalation, the support teams will strengthen the efforts of the agency’s 14-Point Anti-Violence Agenda, aiming to reduce uses of force in these historically volatile areas.” The support teams will be present during times when uses of force in the intake areas tend to peak, such as in the mornings during court production. We believe that the presence of these targeted teams to support staff during those times will reduce the number of uses of force.

In addition, as part of the ThriveNYC program, we are providing Mental Health First Aid training to many of the inmates in custody, so that when they return to our communities they will be equipped to help friends, family members, and co-workers stay healthy.

Managing Problematic Inmates

The Department has emphasized managing different populations with distinct approaches for housing, programming, and care. We treat adolescents like adolescents, have set up separate systems for young adults, provide unique programs and services to women, and, as mentioned, provide specialized services for the seriously mentally ill. Our reforms are seeing impacts. Due to our adolescent reforms that started in 2014, there were had fewer UOF in RNDC in January and in February 2017 than in any month of 2016, 2015, or 2014.

This same philosophy of targeted management strategy applies to managing inmates who are persistently violent. High custody inmates comprise 25% of the population, but are involved in 75% of incidents. Inmates in Security Risk Groups comprise less than 13% of the population, but are involved in 70% of

incidents. Management and programming must be tailored to this population in a different way than to low custody, non-violent inmates.

To target the most problematic inmates, we created Enhanced Supervision Housing (ESH) in 2015. ESH replaces long-term punitive segregation to manage persistently violent inmates. Having units dedicated to the safe management of problematic inmates is one reason we have been able to reduce our daily punitive segregation by approximately 90%. Unlike punitive segregation, ESH is designed to change behavior by offering meaningful programming and incentivizing positive behavior.

In 2016, we improved on the ESH model by implementing a level system. Now, the inmates in ESH can progress through the levels, earning more out-of-cell time and additional incentives by maintaining good behavior and participating in programming. The programming provided in the unit is designed to prepare these problematic inmates to safely return to general population housing, and to better prepare them to eventually return to our communities. So far, we have seen success with these units.

Model Facilities and Expanded Programming

The Department continues to roll out reforms facility-by-facility, creating “model facilities” within the Department. GRVC became the first model facility in September 2015. In late April 2016, AMKC became the second model facility. OBCC was recently announced as the third.

Model facility transformations include infrastructure upgrades, reclassification of inmates using the Housing Unit Builder (HUB), introduction of on-unit programming, and implementing the Incident Command System (ICS) to respond to alarms. Critically, staff are steadied and increased where necessary. The effect of the reforms in these areas has already been notable, as the number of incidents are significantly lower than expected, compared to historical baselines in housing areas of similar classifications. In GRVC, AMKC, and GMDC (which is the young adult facility and also has restarted units), overall:

- UOF are 69% lower than expected
- AOS are 76% lower than expected
- Stabbings and Slashings are 69% lower than expected

Some aspects of the model facility model are being expanded Department-wide, including staff training, camera installation, and expanded programming. We are working to offer five hours of programming to each inmate every day and plan to meet this goal by this summer.

Reduction in Punitive Segregation

These significant reductions in violence have been achieved while we have reduced our reliance on punitive segregation. Today, we often have fewer than 100 people in a punitive segregation unit, which is more than a 90% decrease from just a few years ago.

The Department reached a monumental milestone in 2016 when we eliminated punitive segregation for all inmates under the age of twenty-two. No state in the country has done this. We began working toward this goal in 2014, when we removed all adolescents from punitive segregation. Throughout 2015 and 2016 we developed and refined therapeutic-based alternatives to punitive segregation to address problematic behavior in young people. Eighteen-year-olds were removed from punitive segregation in June 2016 and nineteen, twenty, and twenty-one year olds were removed in October.

New Tools and Technology

We are also working to modernize the Department by introducing new tools and technology.

We have installed more than 10,000 cameras to date. All housing areas on Rikers Island now have camera coverage.

While we pursue state legislation to renew use of ionizing body scanners, we are in the process of procuring other TSA-style scanners that will be critical aids to finding contraband. New search tools have already increased the amount of contraband we have found on visitors (visit drug contraband finds increased by 45% in CY16 and visit weapon contraband finds increased by 538%) and these scanners, some of which will be installed in visit areas, will further improve our search capability.

Starting in 2016, staff in our Emergency Services Unit (ESU) have been trained to carry tasers. Tasers are important tools that are used in correctional settings around the country. As part of the 14-Point Anti-Violence Reform Agenda, DOC has adopted a comprehensive plan and response protocol called Incident Command System (ICS). ICS is based on the National Incident Management System (NIMS) used by the federal government. ICS is utilized by most jail systems to improve the way staff respond to violent incidents by empowering staff in the decision making process to assess the situation and determine how best to respond to reduce injuries and prevent further escalation of violence. The deployment of tasers is critical to the implementation of the ICS framework. DOC has developed a strategic deployment plan that incorporates appropriate safeguards, protocols, and training, which is founded on an incremental escalation-based response approach to ensure proper usage. Furthermore, the authorized users of tasers have been trained in the new use of force policy and have received sixteen hours of taser training - double

the training duration recommended by the manufacturer. To date, there have been no taser uses, but their presence in several situations has resolved an incident without requiring the use of force.

The Department is also piloting the use of RFID technology to track inmate movement, instead of relying on the paper-based system that has been in use until now. Currently, this technology is being piloted in one jail, so that we can improve on the procedures and expand Department-wide.

Recruitment

Staff are the most important component of these model facilities and critical to the success of all of our efforts. We continue to hire at a record pace, adding more than 1,500 uniformed members of staff since 2015, and another 900 more entered the academy in December. These new recruits help us to reduce overtime, which is critical to maintaining a healthy, capable workforce and a safe environment in the jails. Furthermore, they receive the most up-to-date tools in the academy, including new mental health training and use of force training, so these new officers contribute to the Department's cultural change.

As I have detailed at previous hearings, our new recruitment emphasis does not simply emphasize numbers. We have completely revamped our Applicant Investigation Unit (AIU) and raised our hiring standards to match NYPD's. We have a capable, diverse workforce, which now is better equipped to do the job – due to new training and new tools – than they had been before.

Looking Forward

We are proud of the significant progress that we have made to reduce assaults on staff and uses of force, address overtime, reform our use of punitive segregation, and transform our management philosophy. We recognize that we still face significant challenges – we need new, modern facilities and a new academy, problematic inmates continue to increase as a percentage of the population – but we believe that the changes we have implemented to date create a strong foundation on which to continue to build our reforms.

Thank you for your time. I now introduce my Deputy Commissioner of Financial, Facility, and Fleet Administration, who will speak about the FY18 preliminary budget.

Good Morning, thank you for the opportunity to report on the Department's FY18 Preliminary Budget for both Expense and Capital.

FY18 Preliminary Budget and Its Impact on DOC (January Plan)

The Department's Fiscal Year 2018 Expense Budget is \$1.44 billion. The vast majority of this, 89%, is allocated for Personal Services, and 11% for Other than Personal Services. The Fiscal Year 2018 budget is \$38.3 million more than this year's budget of \$1.40 billion. This increase is mainly due to initiatives that were funded beginning in FY18 and incremental increases to collective bargaining funding.

Included in the Preliminary Budget is an additional \$6.6 million in Fiscal Year 2017, \$54.2 million in Fiscal Year 2018, \$29.8 million in Fiscal Year 2019, \$41.2 million in Fiscal Year 2020, and \$51.9 million beginning in Fiscal Year 2021.

The following are some highlights of the major programs that were funded:

- Uniformed Overtime – \$52.1 million in FY18, \$28.7 million in FY19, \$37.3 million in FY20, and \$47.9 million in FY21 and the out years was provided in order to adjust the budget to account for the current projected uniformed overtime spending for FY18 and the out years. With the additional funding, the revised uniformed overtime budget is as follows:
 - \$164.6 million in FY18
 - \$150.4 million in FY19
 - \$150.6 million in FY20 and the out years
- Expansion of Enhanced Security Housing – \$1.8 million in FY17, increasing to \$3.7 million and 46 uniformed positions in FY18 and the out years was provided to expand Enhanced Security Housing to a total of 250 inmates.
- Expansion of I-CAN Programming – \$3.3 million in FY17 for increased usage of the Individualize Correction Achievement Network discharge planning services, also known as I-CAN.

Capital Funding

With regard to capital funding, the Fiscal Year 2018 Preliminary Capital Budget and Commitment Plan totals \$2.5 billion, which covers Fiscal Years 2017 through 2027. In this Plan, the Department was granted an additional \$59.9 million in City funds for various facility renovation and improvement projects as follows:

- \$33.8 million to remediate Americans with Disabilities Act (ADA) compliance issues at the North Infirmary Command, Central Visit facility, and visit areas within the jail facilities.

- \$20.4 million was provided to replace deteriorating and leaking roofs that have passed their useful life at GMDC, EMTC, and VCBC. With this new funding, the Department will be able to replace or substantially repair the roofs of all of facilities.
- \$5.7 million to create control stations at the AMKC West Modular buildings. This will allow for control – remotely and electronically – the opening and closing of housing area entrance doors, fire emergency doors and stairway doors, as well as monitor cameras and intercoms.

Headcount

Under the leadership of Commissioner Ponte, the Department has been able to achieve unprecedented levels of Correction Officer recruitment and hiring. Including the Correction Officer class of 929 recruits that is currently undergoing training at the academy, the Department has hired over 3,600 new Correction Officers since May 2014. These new Correction Officers have enabled us to enact the reforms necessary to provide a safer and better environment for our staff and inmates.

The following is a summary of the changes to Department's civilian and uniformed authorized staffing levels included in the January Plan:

- The civilian authorized full-time headcount is 2,188 in FY17 and 2,172 in FY18 and the out-years.
- The uniformed authorized headcount is 10,336 in FY17, 10,420 in FY18, 10,459 in FY19, and 10,475 in FY20 and the out years. The authorized uniformed headcount increases each fiscal year mainly due to the phased new need for additional Program for Accelerated Clinical Effectiveness housing units, also known as PACE, which were funded for two additional housing units per year through FY20 during the FY17 Executive Budget. The average uniformed headcount is estimated to be 9,908 in FY17, which represents an increase of 691 compared to an average of 9,217 in FY 2016.
- The FY17 July 1st 2016 to December 31st, 2016 Civilianization Report provided to the City Council identified 79 uniformed staff working in civilian functions. The Department is committed to bringing that number down by backfilling previously funded vacated civilianized positions. Additionally, the Department will continue working to identify additional positions that could be civilianized and address funding requirements with OMB at the appropriate time.

Thank you again for the opportunity to testify today and for your continued support. The Commissioner and I are happy to answer any questions that you may have.



March 9, 2017

Testimony of Daniel Nigro, Commissioner, FDNY
Preliminary Budget Hearing - Fire and Criminal Justice Services

Good morning Chairwoman Crowley and all of the Council Members present. Thank you for the opportunity to speak with you today about the Preliminary Budget for Fiscal Year 2018 for the Fire Department. I am joined this morning by First Deputy Commissioner Robert Turner, Chief of Department James Leonard, Assistant Chief of EMS Michael Fitton, Deputy Commissioner for Government Affairs and Special Programs Laura Kavanagh, Deputy Commissioner and Chief Diversity and Inclusion Officer Cecilia Loving, and Assistant Commissioner for Budget and Finance Stephen Rush.

A year ago, I sat at this table and told you that the number of fire deaths over the previous twelve months represented the second lowest number since we began keeping records in 1916. Today, I am pleased to report that in 2016 the city experienced the lowest number of fire deaths in recorded history, with 48. Even a single death is one too many, but to put that in some context, when I first joined the Department in 1970, 310 people died in fires.

Last year, we also saw a nine percent decline in serious fires, the largest such decrease since 2008. We attribute this remarkable success to the hard work of our members, diligent efforts to educate the public on fire safety, and consistent investments in improving the performance of the Department. We experienced these gains despite receiving calls for over 1.7 million total incidents. In keeping with recent trends, this represents the largest number of total calls ever received. The busiest year in the Department's history was also our safest.

2016 was a positive year for the Department in a number of ways. In March, we launched @FDNYAlerts on Twitter to provide real time updates on active FDNY operations. In July, we broke ground on a new firehouse for Rescue Company 2. The City was subject to a harrowing incident last September when a terrorist detonated a bomb in Chelsea, and our members swiftly responded, drawing on critical counter-terrorism training. In October, we dispatched members via Task Force One to the Carolinas to provide aid during Hurricane Matthew. The Task Force rescued more than 500 people from flooded areas, including stranded motorists and people trapped in their homes. Later that same month, members of Rescue 1 and Ladders 13 and 43 participated in a life-saving rope rescue as Firefighter Jim Lee descended from a rooftop over the side of a building to reach an imperiled resident during a six-alarm fire on East 93rd Street. Though this type of rescue is rare, members of Ladder 176 and 120 in Brooklyn performed this same type of rescue just this past weekend when Firefighter Andrew Scharf rescued a man from a third floor window.

Of course, the nature of our work means that not every day can be a good day. In particular, we lost a rising star in the Department when Deputy Chief Michael Fahy died from injuries sustained at an explosion in the Kingsbridge section of the Bronx. His Supreme Sacrifice reminds us of the extraordinary commitment to service our members make each time they begin a shift.

One key factor that has contributed to the decrease in fire deaths has been the intense focus that the Department has placed on fire safety education and outreach. Last year, we educated nearly 700,000 New Yorkers at more than 8,000 fire safety events. Our educators visit neighborhoods in the wake of harmful fires. However, we have also transformed the nature of our outreach to become more proactive and more robust in our approach to community engagement. We are now able to provide safety materials in more than 90 languages, and we have boosted the number of our dual-language instructors, hiring 50 already with another 50 on the way this summer. We have also increased the size of our Community Affairs Unit, and they work hand in hand with our Fire Safety Education unit, partnering with community boards, organizations, schools, and elected officials to provide instruction and education. A disproportionate number of recent fire deaths have involved seniors, so we have intensified our fire and life safety education programs for that portion of the population. We have taken an analytical approach, using data analysis to understand trends and develop priorities so that our outreach is as effective as can be.

Another key factor in the reduction of fire deaths is the proliferation of smoke alarms. In 30 of the 48 fire deaths last year, no working smoke alarm was present. A working alarm dramatically increases a person's chance to escape and survive. Through our Get Alarmed NYC program – which was funded with the help of the de Blasio administration and the City Council through the FDNY Foundation – we have distributed or installed more than 130,000 smoke alarms in homes and apartments throughout the city. We plan to install another 20,000 this year. This coming weekend is the start of Daylight Savings Time, and we remind all New Yorkers to use this time to change the batteries in their smoke alarms. At this very moment, we have Fire Safety Education teams en-route to make presentations on this topic in Brooklyn. Over the next two days, they'll be doing similar presentations at 17 additional locations across the five boroughs.

In December, I announced the completion of a more than 47 million dollar project to install separate women's bathrooms in firehouses across the city. We are currently at 58 female firefighters and officers. This number is, of course, far too low, but it is an improvement and the highest ever number of female firefighters. We have seven additional female candidates currently enrolled in the academy and they're training there now.

With the filing period for that exam approaching, we are in the final stages of a massive recruitment campaign. Over the last year, we've very effectively executed a more than 10 million dollar effort targeted to produce the most diverse group ever to take the firefighter exam. We have developed aggressive goals for black, Latino, Asian, and female candidates. We've also undertaken initiatives aimed at LGBTQ candidates and military veterans.

Filing for the upcoming exam will take place over a period of weeks in April and May. We have already conducted more than 6,400 recruitment events. With several weeks to go, we are already well ahead of the 5,000 total events that were held during the last campaign. However, we don't simply wait until the filing period to see if our efforts have paid off. Rather, we measure our goals in terms of actively collecting Expression of Interest forms. We are encouraged with the results so far.

As of March 1, we have collected approximately 190,000 Expression of Interest forms from candidates of color, including 98,000 from black candidates and 80,000 from Latino candidates. We've collected 66,000 EOIs from female candidates.

At this point, we are achieving a daily collection rate of more than 4 times the rate of the most recent recruitment campaign. We have accomplished this progress through an unprecedented strategic effort. In designing the campaign, FDNY recruiters and senior staff worked with FDNY fraternal organizations, the US Army, domestic and international fire departments, and a variety of other subject matter experts to make a series of important improvements to our recruiting unit and the tools it utilizes. This included hiring a professional marketing firm that worked with us to develop a communications strategy. The strategy involved social media ads, modern marketing materials, focus-group testing of messages with our target audience, advertising in subway stations, bus stops, billboards, firehouses, as well as the JoinFDNY website, which is populated with candidate-specific content designed to solicit and retain the interest of potential recruits. We currently have over 60 recruiters in the field each day.

We designed a program in which our recruitment team worked in tandem with our Community Affairs Unit, broadening the reach of our recruitment efforts and strengthening existing relationships with community boards and groups such as CUNY, Black Male Initiative, Non-Traditional Employment for Women, and dozens of other groups with shared missions. We actively recruited at block parties, open houses, elected official events, job fairs, and FDNY mobile academy events. We implemented significant changes to our use of technology and data analytics, making this recruitment campaign more efficient, effective, and data-driven than any previous campaign. Taken together, this massive effort is yielding very positive results.

To maintain and improve our diversity in EMS, in 2016 we launched a Recruitment and Retention unit dedicated solely to EMS recruitment. We also recently re-launched an EMT Trainee program, which will provide an entry level opportunity for New York City residents interested in pursuing careers in Emergency Medical Service. Trainees will participate in a 16 week program designed to prepare them to pass the New York State EMT exam and become FDNY EMTs. The civil service filing for this program occurred last month. Roughly a third of filers were African American, and more than a third were female.

One special 2016 highlight for the Recruitment and Retention unit occurred when Jackie-Michelle Martinez, the Department's first Women's Outreach Coordinator, was nominated for New Yorker of the Year by *the New York Times*. We take pride in her success.

2016 was also a year of accomplishments for our Office of Diversity and Inclusion. Along with Mayor de Blasio, I issued a new Equal Employment Opportunity policy in order to reaffirm and strengthen FDNY's commitment to the principles of equal opportunity, diversity, and inclusion throughout the Department. We have appointed Deputy Commissioner Cecilia Loving as Chief Diversity and Inclusion Officer and she is working closely with Don Nguyen, our Assistant Commissioner for EEO. We have developed a new EEO Counselors program, a new Diversity and Inclusion Training Unit, and we appointed Lieutenant David Obiesie the Department's new Diversity Advocate. We launched an LGBTQ training module, begun publication of a quarterly Diversity and Inclusion newsletter, and hired new staff devoted to establishing best practices for diversity and inclusion. We instructed over 13,000 members of the Department in EEO and

unconscious bias training, and we added Deputy Chiefs dedicated to diversity and inclusion for both Fire and EMS. Diversity and Inclusion are core values of the Department, and we have taken – and will continue to take – concrete steps to make sure that everyone has an equal opportunity to contribute to our success. We know that these values enhance our strength and fortitude as an institution.

Another area in which we've seen a great deal of meaningful progress is in our pursuit of innovation in the area of Emergency Medical Service. Since 2014, the Department has worked closely with the Mayor's Office of Operations to reduce response times and improve our ability to care for patients in potentially life threatening emergencies. Historically, the Department has addressed increasing call volume by simply adding ambulances. We've done that, including incorporating 50 new tours funded in Fiscal Year 2017. However, we've chosen to also think strategically and make improvements across the entire spectrum of our emergency response. This includes examining call-processing, dispatching, travel time, and ambulance availability, and finding ways to address each. We've received great support in this area from the de Blasio administration, and we've been able to roll out several cutting edge improvements. We are beginning to see the fruits of those efforts.

For instance, we've added 150 dispatchers since we began this process, and we've streamlined dispatching procedures for medical emergencies. We've also conducted data analysis that led to altering the start times for eight hour ambulance tours to increase efficiency, and we've begun a pilot to move a small number of EMS teams to twelve hour tours, which would eliminate one of the three daily tour changes. We've also instituted Direct Dispatch, which cuts down on delays during the dispatching process.

I'm also pleased to update you on the Fly Car pilot program that we have been running in the Bronx. Under this pilot, we send an Advanced Life Support (ALS) Fly Car and a Basic Life Support (BLS) ambulance to each potentially life threatening emergency, rather than simply sending an ALS ambulance. Whichever unit responds first is able to immediately begin providing care. The lieutenant and paramedic in the Fly Car provide an ALS assessment, and the BLS unit transports the patient to the hospital. The lieutenant and paramedic only accompany the patient to the hospital if the patient needs ALS-level care, which happens on less than half of all responses. This frees up the ALS crew faster, allowing them to respond to the next call.

We also implemented a new program called Tactical Response Groups. During the two busiest shifts of the day, we deploy a five- or seven-ambulance roving BLS tactical response group to priority locations which we determine using data that is updated by the hour. Initially rolled out in the Bronx, we now have two similar tactical response groups in Queens as well. This allows us to strategically and dynamically deploy ambulance resources.

In an effort to improve response times at Rikers Island and the borough of Queens, we located an EMS station on the island itself, serving inmates and prison personnel. This has improved our service to the needs of the Department of Correction and at the same time eliminated the need to pull ambulances away from western Queens neighborhoods to respond to calls at Rikers.

The Department's innovations are having positive effects. Between Calendar Year 2015 and Calendar Year 2016, the citywide response time to life threatening emergencies decreased by 21

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seconds. This included improvements in every borough of the city. Fly Cars have an average cycle time of 44 minutes, which is 25 minutes shorter than regular ALS ambulances. This allows the Fly Cars to respond to 33% more assignments. When an ALS Fly Car and a BLS unit are dispatched to a potentially life threatening incident, the response is more than a full minute faster than when simply an ALS unit is dispatched. The use of Tactical Response Groups in the Bronx has reduced the number of Held Calls there by 76%. Since we instituted Direct Dispatch in January of this year, we've seen an 11 second decrease in dispatching time citywide. Since stationing units on Rikers, the average response time to all incidents on the island has decreased by 5 minutes and 29 seconds. There has been a significant resulting effect on northwestern Queens, where response times to life threatening emergencies have decreased by 50 seconds, and response time to all medical incidents is down 1 minute and 33 seconds. This has also had a positive effect on Elmhurst Hospital, where the number of transports from Rikers has decreased by 18 percent. We continue to make improvements at every step of the process.

We know that it is simply not enough to continue operating as we always have. Across all bureaus, we have embraced strategies to create a smarter, more effective fire department. We continue to look forward and evolve because we know it ultimately allows us to save more lives and create a safer city.

A remark I recently made to a group of newly promoted officers is also appropriate when considering the nature of a modern fire department and the ways in which we are constantly evolving to meet new challenges: "Your role changes, your responsibility grows, but the mission remains the same." We embrace our mission to provide exceptional service to all New Yorkers in every area of the City, as well as to the millions of visitors who come to the area every year. We thank the Committee and the entire City Council for its ongoing support of this mission. My colleagues and I would be happy to answer your questions at this time.



TESTIMONY BEFORE

**THE COUNCIL OF THE CITY OF NEW YORK
COMMITTEE ON FIRE AND CRIMINAL JUSTICE
FY 2018 PRELIMINARY BUDGET HEARING**

MARCH 9, 2017

**WRITTEN TESTIMONY SUBMITTED BY THE FOLLOWING TEN MEMBERS OF
THE NEW YORK ALTERNATIVES TO INCARCERATION / REENTRY COALITION:**

Center for Alternative Sentencing and Employment Services (CASES)

Center for Community Alternatives (CCA)

Center for Employment Opportunities (CEO)

EAC/TASC

Fortune Society

Greenburger Center for Social and Criminal Justice

Legal Action Center

Osborne Association

Urban Youth Alliance International, Inc. (aka Bronx Connect)

Women's Prison Association (WPA)



My name is Tracie Gardner and I am the Associate Director for the Legal Action Center. Thank you for the opportunity to testify today on behalf of the NY ATI/Reentry Coalition which is comprised of the following ten NYC based non-profit service organizations:

Center for Alternative Sentencing and Employment Services (CASES)
Center for Community Alternatives (CCA)
Center for Employment Opportunities (CEO)
EAC/TASC
Fortune Society
Greenburger Center for Social and Criminal Justice
Legal Action Center
Osborne Association
Urban Youth Alliance International, Inc. (aka Bronx Connect)
Women's Prison Association (WPA)

The Coalition is deeply appreciative of the Council's support of our work through the ATI Initiative, which in FY 2017 allocated \$5.357 million to the ten current members of the NY ATI/Reentry Coalition. The City Council has been a key partner throughout the Coalition's 20+ year history, providing critical funding that enables the Coalition to meet its mission to reduce crime, strengthen families, and bring hope and opportunity to New York City's most troubled communities by providing a full spectrum of services for New Yorkers involved in each stage of the criminal justice continuum, from initial detention/court hearings to incarceration to reentry into the community.

Thanks to the Council's annual support, members of the Coalition have been working together for over two decades to provide direct services for populations in need; advocate for City and State policy and legislative reforms; and increasingly to be available as a resource for service providers that have not historically focused on serving criminal justice involved populations. The Council's funding is critical to our work, in part because it allows the Coalition to reach populations that otherwise would not be served due to geographic, demographic and/or programmatic constraints of non-Council resources, including agency contracts for several of our members. Continued City Council support in FY 2018 is essential in order to ensure that the Coalition is able to maintain current services which reach all 51 Council Districts.

In addition, the Council's support allows the Coalition members to be responsive to the City's evolving criminal justice landscape and for this reason, the Coalition anticipates that the Council's funding will be all the more critical in the upcoming year. The Coalition applauds the Committee Chair, the Speaker and all of the Council Members for prioritizing reforms to the criminal justice system as well as for bringing to the forefront discussion of the feasibility of closing Rikers Island. A number of the Coalition Members have been engaged in the ongoing discussions surrounding these efforts and we believe our organizations are well positioned to support many of the recommendations anticipated to be included in forthcoming reports/analysis.

Over the years, the Coalition has developed a deep collective understanding of the City's history of criminal justice reform and current criminal justice system, and has demonstrated the capacity to consistently maintain a strong track record of providing successful, trusted, cost-effective services. As a result, the members of the Coalition have become relied-upon resources for Judges and District Attorneys as well as the clients served by the Coalition's programs. Increased Council funding in FY 2018 would ensure that Coalition members are able to continue to work with the City to advance our shared objectives and are available to engage with communities and service providers that may be less familiar with the many successes achieved through the Coalition's community based ATI/reentry programming.

Furthermore, the need for the NY ATI/Reentry Coalition's existing services and programs is anticipated to be even greater in the FY 2018 as a result of recent advances in long-called for reforms to key aspects of the criminal justice system including; efforts to raise the age of criminal responsibility in NYS; changes to sentencing processes for individuals with a history mental illness and/or substance misuse; and the increased the availability of discharge planning services thanks to new funding included in the NYC Department of Correction's FY 2018 Preliminary Budget. Increased Council funding in FY 2018 will be central to ensuring the Coalition members have the capacity to meet the anticipated need for ATI/reentry services in NYC and are able to continue be innovative in developing tools to reach populations not currently served through existing programs.

Therefore, in FY 2018, the NY ATI/Reentry Coalition is seeking a \$1 million increase in funding from the City Council's ATI Initiative, which would be divided equally among the ten members of the Coalition (\$100,000 increase per organization). The Coalition's total FY 2018 ATI Initiative request of \$6.357 million will assist the Coalition in its work to partner with the City in advancing shared criminal justice reform objectives; allow Coalition members to responding quickly to the anticipated increased demand for their programs in the upcoming year; and provide critical ongoing support for ATI/reentry services Citywide.

The Coalition feels strongly that our services for women, men and youth play a critical role in achieving the criminal justice reform objectives supported by this Committee and the Speaker. Without the City Council's support, we will not be able to hold onto the gains made in recent years and we will not have the capacity to leverage our collective experience to fully meet the demand for our services throughout the five-boroughs.

Thank you for this opportunity to submit testimony today. We're grateful for the Council's longstanding support of the NY ATI/Reentry Coalition and we look forward to continuing to work closely together in the upcoming year.

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Solomon Solomon

Address: Legal Action Center 225 Varick St.

I represent: ATI/Reentry Coalition NY

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Tracie Gardner

Address: 225 Varick St. Legal Action Center

I represent: ATI/Reentry Coalition

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: STACY ROSENFELD

Address: Deputy Commissioner Admin & Finance

I represent: NYC EMERGENCY MANAGEMENT

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Christina Farrell

Address: 1005 Cadman Plaza E.

I represent: NYC Emergency Mgmt

Address: Same

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: JOE ESPOSITO

Address: Commissioner of NYC

I represent: DEPT. OF EMERGENCY MANAGEMENT

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Tanya Krupat

Address: 175 Bleecker St.

I represent: Osborne Association

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: STANLEY RICHARDS

Address: _____

I represent: NYC Board of Correction

Address: 1 Centre Street

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: MARTHA KING

Address: _____

I represent: NYC Board of Correction

Address: 1 Centre Street

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Cynthia Brano

Address: Acting First Deputy Commissioner

I represent: DOC

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Gregory Kurzinski

Address: Deputy Commissioner

I represent: Investigation Division

Address: DOS

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Nichole Adams

Address: Deputy Commissioner Health

I represent: AFCAHS

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Dr. Nichole L. Adams

Address: 75-20 Astoria Blvd.

I represent: Department of Correction

Address: 75-20 Astoria Blvd East Elmhurst NY

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Winette Souders

Address: Deputy Commissioner Youthful

I represent: Souders Programming

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Jeff Thompson

Address: Chief of Staff

I represent: DOC

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Martin Murphy

Address: Chief of Department

I represent: DOC

Address: _____

◆ Please complete this card and return to the Sergeant-at-Arms ◆

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/9/17

(PLEASE PRINT)

Name: Frank Doka

Address: Deputy Commissioner Financial

I represent: Facility and Fleet Administration

Address: DOC

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/17

(PLEASE PRINT)

Name: Joseph Deale

Address: Commissioner Dept. of

I represent: Correction

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: 3-8-17

(PLEASE PRINT)

Name: SHARON GOODWIN

Address: 23 BROAD STREET

I represent: NYC DEPT. OF PROBATION

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/9/12

(PLEASE PRINT)

Name: WAYNE MCKENZIE

Address: DOP 33 Beaver St. NY NY 10004

I represent: Dept of Probation

Address: 91A/A

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: George FARINACCI

Address: _____

I represent: UFOA Local 854

Address: 125 Morden Lane, NY 10018

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 03/21/2012

(PLEASE PRINT)

Name: Donald Joseph Commey

Address: _____

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

3/9

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Green, Gary

Address: 88-01 67th Avenue

I represent: DOP

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: 3/9

(PLEASE PRINT)

Name: ANA BERMUDEZ

Address: 33 Beaver St

I represent: Production Dept

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3-9-17

(PLEASE PRINT)

Name: MICHAEL STACEY

Address: 33 BEAVER STREET

I represent: _____

Address: DOP

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/6/77

(PLEASE PRINT)

Name: Paul J. F. [unclear]

Address: _____

I represent: FDNY

Address: 91st St. [unclear]

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: James Leonard, Chief of the Department

Address: of Metropolitan Center

I represent: FDNY

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Stephen Rush Assistant Commissioner

Address: of Metropolitan Ctr

I represent: FDNY

Address: _____

◆ Please complete this card and return to the Sergeant-at-Arms ◆

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Chief Michael Etkin

Address: 9 Metrotech Ctr

I represent: FDNY

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 03/09/2017

(PLEASE PRINT)

Name: Lorraine Loring Deputy by Councilman

Address: _____

I represent: FDNY

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 03/09/2017

(PLEASE PRINT)

Name: Lorraine Loring Deputy by Councilman

Address: _____

I represent: FDNY

Address: _____

◆ Please complete this card and return to the Sergeant-at-Arms ◆

Public

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: TRACIE GARDNER (PLEASE PRINT)

Address: NY ATE/REENTRY COALITION

I represent: [LEGAL ACTION CENTER]

Address: _____

Please complete this card and return to the Sergeant-at-Arms

Public

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/10/17

Name: Jennifer Petersen (PLEASE PRINT)

Address: _____

I represent: Center for Court Innovation

Address: 520 8th Ave, 18th Flr, NY, NY 10018

Please complete this card and return to the Sergeant-at-Arms