

# THE COUNCIL OF THE CITY OF NEW YORK

Hon. Corey Johnson  
Speaker of the Council

Hon. Keith Powers  
Chair, Committee on Criminal Justice



Report of the Finance Division on the  
Fiscal 2020 Preliminary Plan and the  
Fiscal 2019 Preliminary Mayor's Management Report for the  
**Department of Correction**

March 14, 2019

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## Table of Contents

Department of Correction Overview .....	1
Fiscal 2020 Preliminary Budget Overview.....	1
Financial Plan Summary .....	2
Miscellaneous Revenue.....	3
Inmate Population.....	4
Costs to DOC.....	4
Jail Violence.....	6
Department of Correction Workforce.....	7
Facilities Overview .....	11
Reform Efforts and Oversight .....	12
14-Point Anti-Violence Reform Agenda.....	13
Closing Rikers.....	13
Prison Rape Elimination Act (PREA).....	14
Program Areas.....	15
Jail Operations .....	15
Operations – Rikers Security and Operations.....	17
Operations – Infrastructure and Environmental Health.....	19
Health and Programs .....	20
Operations – Hospital Prison Ward .....	23
Administration – Academy and Training .....	24
Administration – Management and Administration.....	25
Capital Program.....	25
Fiscal 2019 Preliminary Capital Budget for Fiscal 2020-2023 .....	27
Fiscal 2019 Preliminary Capital Commitment Plan for Fiscal 2019-2023 .....	27
Fiscal 2020 Preliminary Capital Plan Highlights .....	29
Appendices.....	31
A. Budget Actions in the November and the Preliminary Plans .....	31
B. DOC Contract Budget.....	31
C. Top Arrest Charge .....	32
D. Inmate Demographics .....	32
E. Program Areas .....	33
Jail Operations.....	33
Operations – Rikers Security and Operations .....	34
Operations – Infrastructure & Environmental Health .....	35
Health and Programs.....	36

Operations – Hospital Prison Ward.....36

Administration – Academy and Training.....37

Administration – Management and Administration.....38

F. Fiscal 2019 Preliminary Mayor’s Management Report.....39

## Department of Correction Overview

The Department of Correction (DOC or the Department) provides for the care and custody of inmates 16 years of age and older, who are accused of crimes or convicted to terms of one year or less, and persons held on state parole warrants. Pursuant to the State’s Raise the Age law, 16- and 17-year-olds were moved off Rikers Island prior to October 1, 2018. The Department manages the City’s 11 correctional facilities; court pens in each of the five boroughs; and two hospital prison wards. Additionally, the Department provides for the transportation of inmates between the courts and correctional institutions, and maintains buildings and structures under its jurisdiction. DOC processes over 49,000 admissions and releases annually, and manages an average daily inmate population of approximately 8,200 individuals. DOC has seven different program areas.



This report provides a review of DOC’s Preliminary Budget for Fiscal 2020 and the Fiscal 2019 Preliminary Mayor’s Management Report (PMMR). The first section presents significant highlights of the \$1.4 billion Fiscal 2020 Preliminary Budget, miscellaneous revenue, and other areas of focus such as uniform overtime and headcount. The report follows with a presentation of the Department’s budget by program area and reviews relevant sections of the PMMR for Fiscal 2019. This report then reviews the Ten-Year Capital Strategy for Fiscal 2020-2029, the Capital Budget, and the Department’s Fiscal 2019-2023 Preliminary Capital Commitment Plan. Finally, the appendices present budget actions in the November 2018 and Preliminary Plans for Fiscal 2019-2023, DOC’s contract budget, and a reconciliation of program areas to units of appropriation. Also included is a discussion of reports provided to the Council by the DOC, pursuant to two Terms and Conditions included in the Fiscal 2019 Adopted Budget.

## Fiscal 2020 Preliminary Budget Overview

The Department of Correction’s Fiscal 2020 Preliminary Budget totals \$1.4 billion, including \$1.2 billion for personal services (PS) budget and \$166.5 million for the other than personal services (OTPS) budget. It increases by \$3.8 million, or less than one percent, when compared to the Fiscal 2019 Adopted Budget. The PS budget increases by \$13.9 million, but this is offset by a decrease in the OTPS budget by \$10.1 million. The PS budget comprises 88 percent of the Department’s Fiscal 2020 Preliminary Budget, while the OTPS budget comprises 12 percent. The Department’s proposed budget is just about the same as DOC’s Fiscal 2019 Adopted Budget and Fiscal 2018 actual spending.

## Highlights of DOC's Fiscal 2020 Preliminary Budget

- **No New Needs.** The Fiscal 2020 Preliminary Budget does not introduce any new needs. However, new needs introduced since the Fiscal 2015 Executive Budget are responsible for \$304.1 million of the Fiscal 2020 Preliminary Budget.
- **Jail Closure.** Due to the decline of the jail population, DOC closed the George Motchan Detention Center (GMDC) on Rikers Island in June 2018. The Department produced additional savings of \$7 million in Fiscal 2019 and \$14.1 million in Fiscal 2020 and in the outyears and a uniform headcount reduction of 179 positions in the Fiscal 2020 Preliminary Plan. This is in addition to a savings of \$55.2 million in Fiscal 2019 and an associated 698 position reduction in budgeted headcount, which was introduced in the Fiscal 2019 Preliminary Budget. The total impact of the GMDC closure on the Fiscal 2020 Budget is a savings of \$69.3 million.

## Financial Plan Summary

The "DOC Financial Summary" shows the budget by program area, as defined by the "Budget Function Analysis" report prepared by the Office of Management and Budget (OMB), funding source, and the budgeted headcount by uniform and civilian.

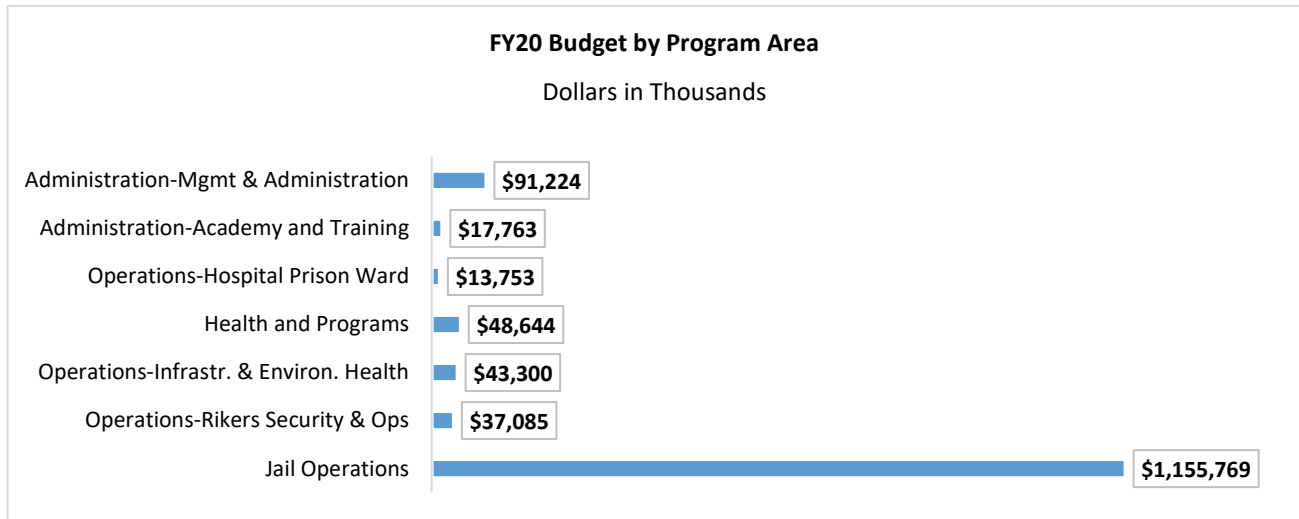
DOC Financial Summary						
<i>Dollars in Thousands</i>						
	FY17	FY18	FY19	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY19	FY20	FY19-FY20
<b>Budget by Program Area</b>						
Jail Operations	\$1,039,032	\$1,045,224	\$1,146,997	\$1,115,811	\$1,155,769	\$8,772
Operations-Rikers Security & Ops	46,610	51,776	36,326	36,768	37,085	760
Operations-Infrastr. & Environ. Health	66,181	62,908	48,393	48,390	43,300	(5,093)
Health and Programs	41,614	58,028	48,075	51,404	48,644	569
Operations-Hospital Prison Ward	20,243	22,021	13,753	13,753	13,753	0
Administration-Academy and Training	53,555	60,917	22,863	24,377	17,763	(5,099)
Administration-Mgmt & Administration	101,406	99,334	87,318	89,763	91,224	3,906
<b>TOTAL</b>	<b>\$1,368,641</b>	<b>\$1,400,208</b>	<b>\$1,403,725</b>	<b>\$1,380,267</b>	<b>\$1,407,539</b>	<b>\$3,814</b>
<b>Funding</b>						
City Funds			\$1,393,403	\$1,367,357	\$1,397,220	\$3,817
Other Categorical			0	1,108	0	0
Capital- IFA			778	778	778	0
State			1,109	1,109	1,109	0
Federal - Other			8,327	8,327	8,323	(3)
Intra City			108	1,588	108	0
<b>TOTAL</b>	<b>\$1,368,641</b>	<b>\$1,400,208</b>	<b>\$1,403,725</b>	<b>\$1,380,267</b>	<b>\$1,407,539</b>	<b>\$3,814</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Uniform	10,862	10,653	10,226	10,226	10,063	(163)
Full-Time Positions - Civilian	1,729	1,770	2,273	2,274	2,043	(230)
<b>TOTAL</b>	<b>12,591</b>	<b>12,423</b>	<b>12,499</b>	<b>12,500</b>	<b>12,106</b>	<b>(393)</b>

\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

The Department of Correction's Fiscal 2020 Preliminary Budget totals \$1.4 billion (including City and non-City funds), just \$3.8 million more than the Fiscal 2019 Adopted Budget of \$1.4 billion, an increase of less than one percent. This minor increase is largely attributed to various collective bargaining agreements. The Department's Fiscal 2020 Preliminary Budget consists of predominantly City tax-levy (CTL) funds (99 percent).

Since the Fiscal 2019 Adopted Budget, the November 2018 and Preliminary Financial Plans have introduced almost no changes to DOC's Fiscal 2019 and 2020 Budgets. The Fiscal 2019 budget

decreases by \$23.5 million since adoption due mainly to \$20.9 million in PS accruals, and \$7 million and 179 uniform position saving from the closure of GMDC. These reductions are also recognized in Fiscal 2020, with savings of \$21.5 million from PS accruals and \$14.1 million due to the GMDC closure. The above actions reconcile DOC to its current budget of \$1.4 billion for Fiscal 2020 and \$1.38 billion for Fiscal 2019. See Appendix A for all budget actions introduced in the November and Preliminary Plans.



Funding for Jail Operations accounts for 82 percent of the Department’s total Fiscal 2020 Budget. The majority of Jail Operations funding is for full-time salary and overtime for uniform staff (75 percent). Additionally, 84 percent of DOC staff are under the Jail Operations program area. This is aligned with the budget breakdown by program area.

Budgeted uniform headcount for Fiscal 2020 decreased by 163 positions, or 1.6 percent, to 10,063. Civilian headcount also decreased by 230 positions to 2,043, for a net total decrease of 393 positions since the Fiscal 2019 Adopted Budget. The majority of the decrease in uniform headcount is due to additional savings from the closure of GMDC. The civilian headcount reduction is associated with vacancy reductions. The Fiscal 2019 headcount increased by only one civilian position since the Fiscal 2019 Adopted Budget.

Of the DOC’s OTPS budget, \$62.5 million or 37 percent is for contracts. Contract spending accounts for 4.4 percent of DOC’s total budget. Contracts for contractual services – general account for 61 percent of DOC’s total contract budget for Fiscal 2020. This includes contracts for programs such as I-CAN (Individualized Correction Achievement Network), Friends of Island Academy, Horticultural Training Program, and Workforce Transitional Programming. Of the seven program areas, Health and Program’s Contractual Budget accounts for 32 percent of the Department’s total Fiscal 2020 Contracts Budget.

### Miscellaneous Revenue

The Department of Correction collects revenue from jail commissary operations, vending machines and surcharges on inmate telephone calls. Commissary funds are generated by the sale of commissary goods. The revenue is recognized in the Miscellaneous Budget (Agency 098) and is not included in the “funding” section of DOC’s Financial Plan Summary on page 3.

As shown below, DOC plans to collect approximately \$20.9 million in miscellaneous revenue in Fiscal 2019 and \$15.5 million in Fiscal 2020. The “other” revenue projected in Fiscal 2020 is \$1.8 million, a \$5 million decrease from the Fiscal 2019 Adopted Budget, due to the enactment of Local Law 144 of 2018. Local Law 144 eliminated the fees that inmates had to pay when using telephone services. As a result, the City is no longer authorized to receive or retain any revenue for providing telephone services, with full fiscal impact in Fiscal 2020. The City will now have to bear the cost of this loss in revenue.

<b>DOC Miscellaneous Revenue Budget Overview</b>						
<i>Dollars in Thousands</i>						
Revenue Sources	FY17	FY18	FY19	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY19	FY20	FY19-FY20
Vending Machine	\$437	\$417	\$660	\$660	\$660	\$0
Commissary Funds	14,275	12,875	13,000	13,000	13,000	0
Other	7,901	7,103	6,834	7,291	1,834	(5,000)
<b>TOTAL</b>	<b>\$22,613</b>	<b>\$20,395</b>	<b>\$20,494</b>	<b>\$20,951</b>	<b>\$15,494</b>	<b>(\$5,000)</b>

*\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

### Inmate Population

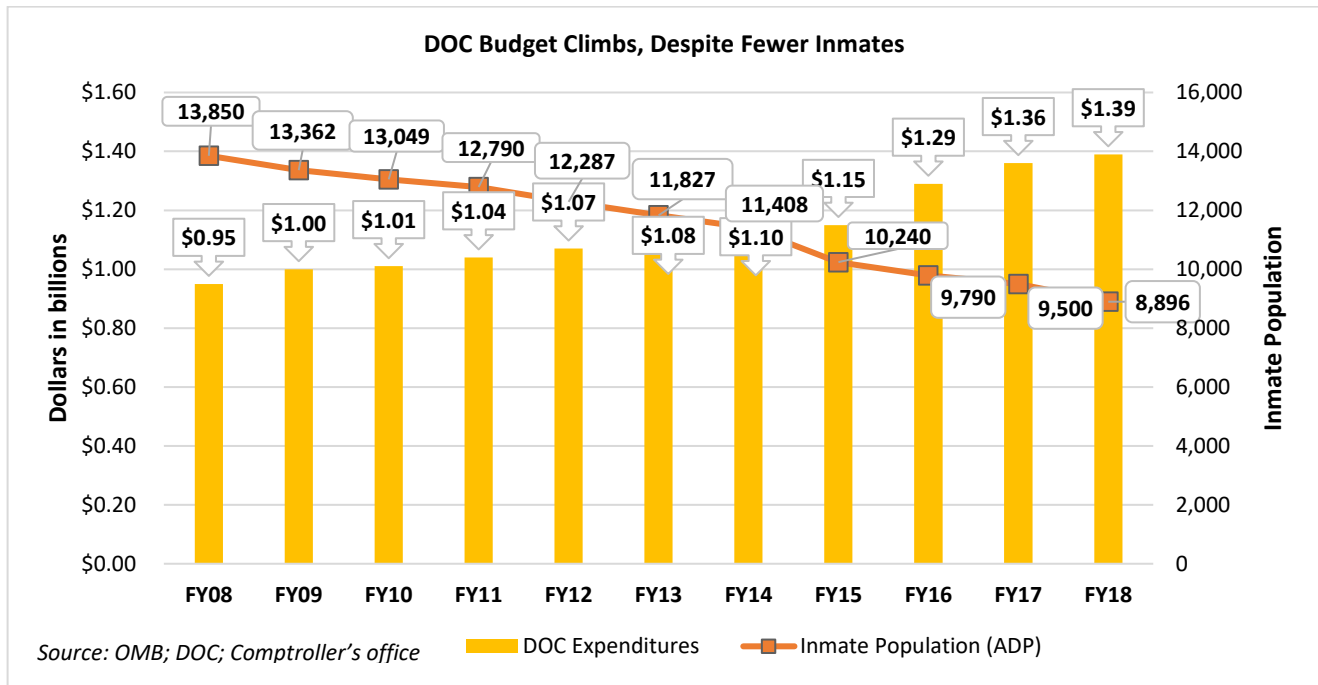
In Fiscal 2018, the average daily population (ADP) was 8,896, with total admissions of 49,455 and total discharges of 50,514. As of January 29, 2019, the ADP is 8,136. In Fiscal 2018, the average age of an inmate admitted to DOC was 35.8 years old for men, and 35.5 years old for women. The average length of stay was 68 days. In Fiscal 2018, the racial breakdown of inmates was as follows: 53 percent African-American; 33 percent Hispanic; and eight percent white. See Appendix D for more details.

During Fiscal 2018, there were 8,177 individuals admitted to DOC. Of the total, 6,247, or 76 percent, were pre-trial detainees. The total population breakdown of city-sentenced, pre-trial detainee, and other includes, but is not limited to, state-sentenced population awaiting transfer, and court ordered, state inmates testifying at NYC trials. ADP by top arrest charge in Fiscal 2018 was as follows: robbery (11.8 percent); murder/attempted murder/manslaughter (10.9 percent); other felonies (8.9 percent); warrants/holds (9.8 percent); assault (8.2 percent); and drug felony sale (seven percent). More details are on Appendix C.

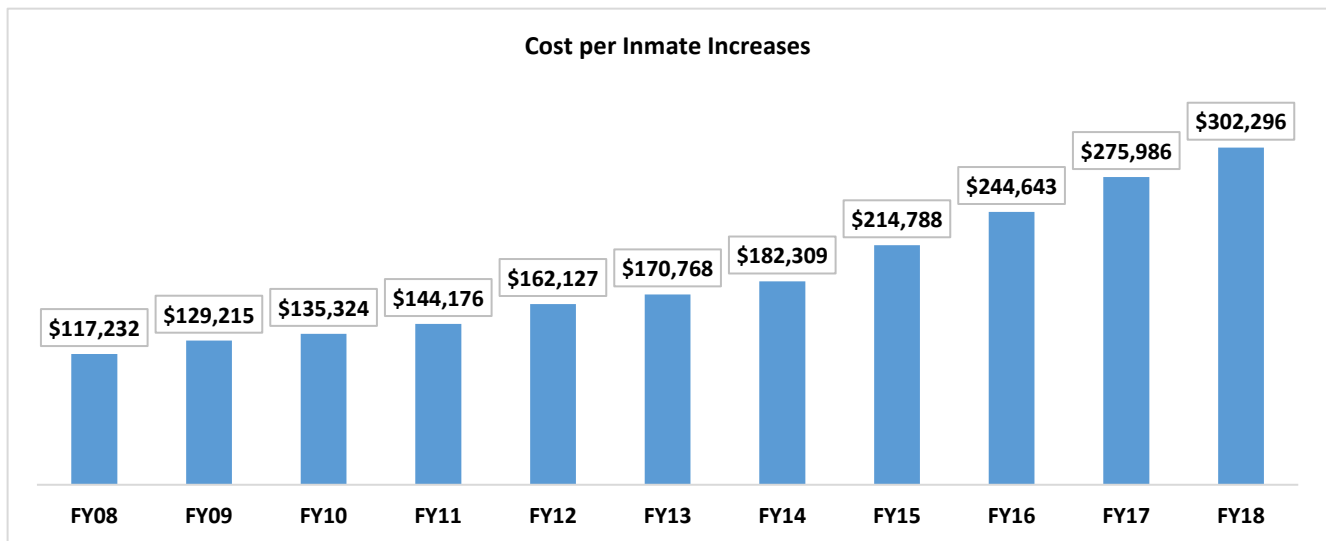
### Costs to DOC

Although the inmate population is down, DOC spending has grown. From Fiscal 2008 to Fiscal 2018, the inmate population has decreased by 36 percent, but actual expenditures have increased by 46 percent, with uniform PS costs increasing by 43 percent, and the number of uniform staff increasing by 16 percent. The ten year history of spending growth and inmate population decline raises concerns with the DOC’s efficiency and effectiveness. Since Fiscal 2014, according to estimates prepared by Comptroller Stringer, who has included DOC on his watchlist for two consecutive years, the average cost per detainee is up 66 percent.<sup>1</sup>

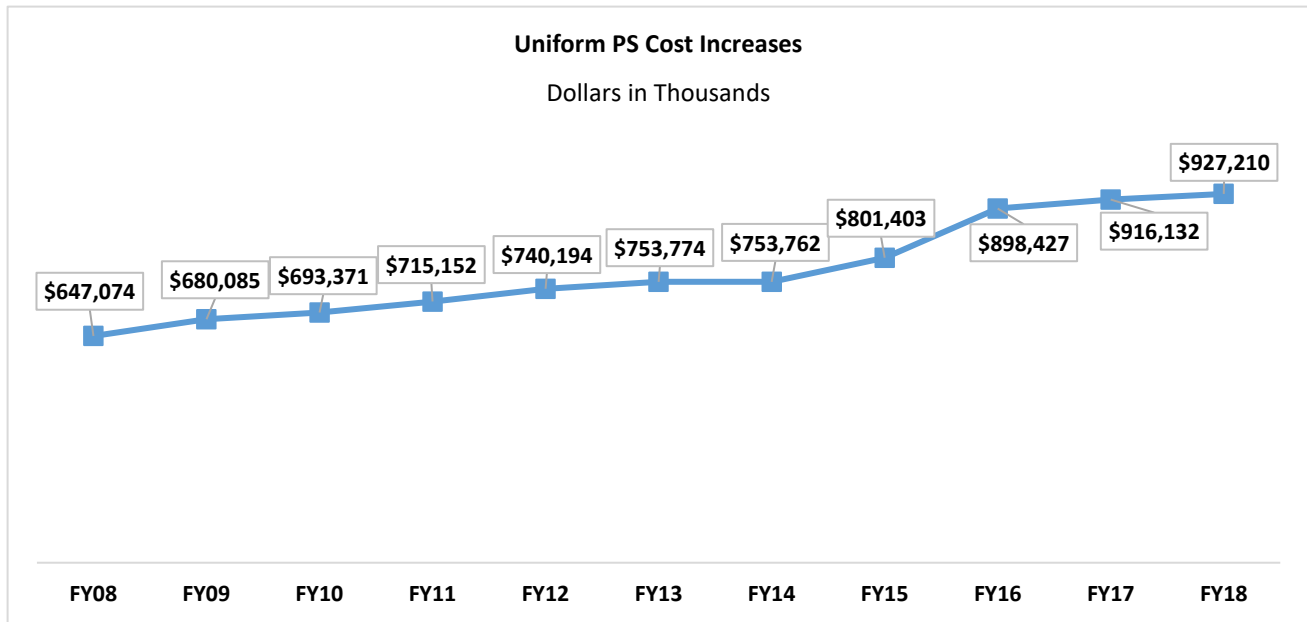
<sup>1</sup> <https://comptroller.nyc.gov/reports/nyc-department-of-correction-fys-2008-18-operating-expenditures-jail-population-cost-per-detainee-staffing-ratios-performance-measure-outcomes-and-overtime/>



In Fiscal 2018, the cost per detainee hit an all-time high of \$302,296 per year. The ratio of Correction Officers to detainees was also at an all-time high in Fiscal 2018 at 1.2 to 1. Estimates for the current fiscal year and beyond, based on the Financial Plan and the projected jail population show a further increase in the average spending per inmate by DOC. Unless the Administration begins to recognize more substantial savings associated with population declines and the close Rikers plan, the strategy of allocating savings to investments in new borough-based jails would be impossible to implement.

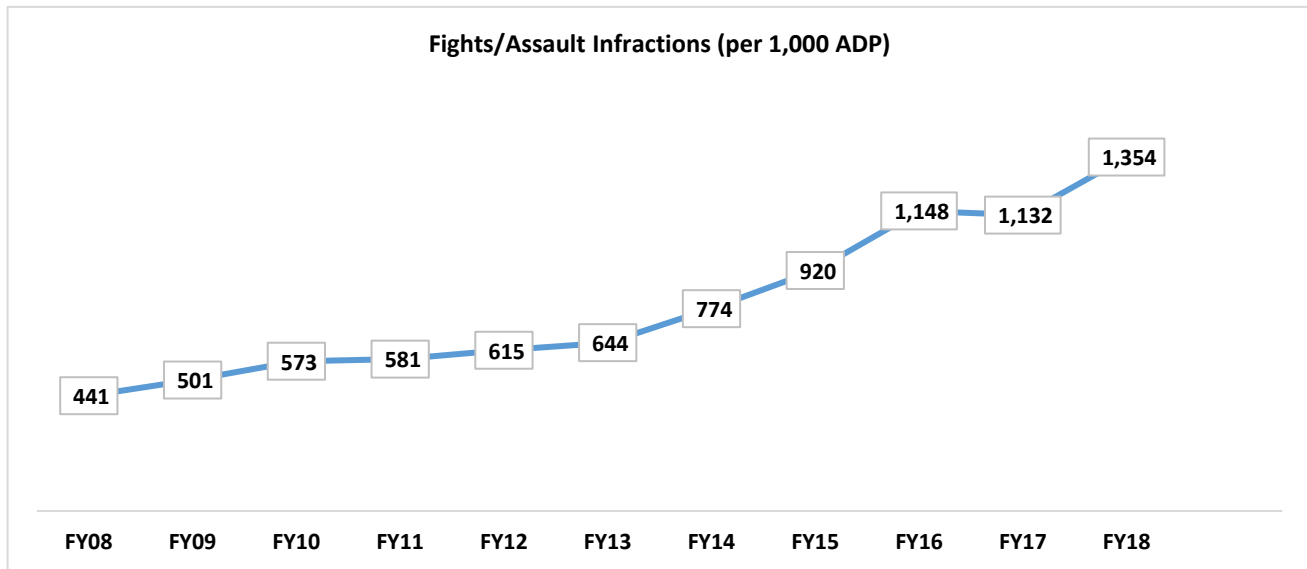




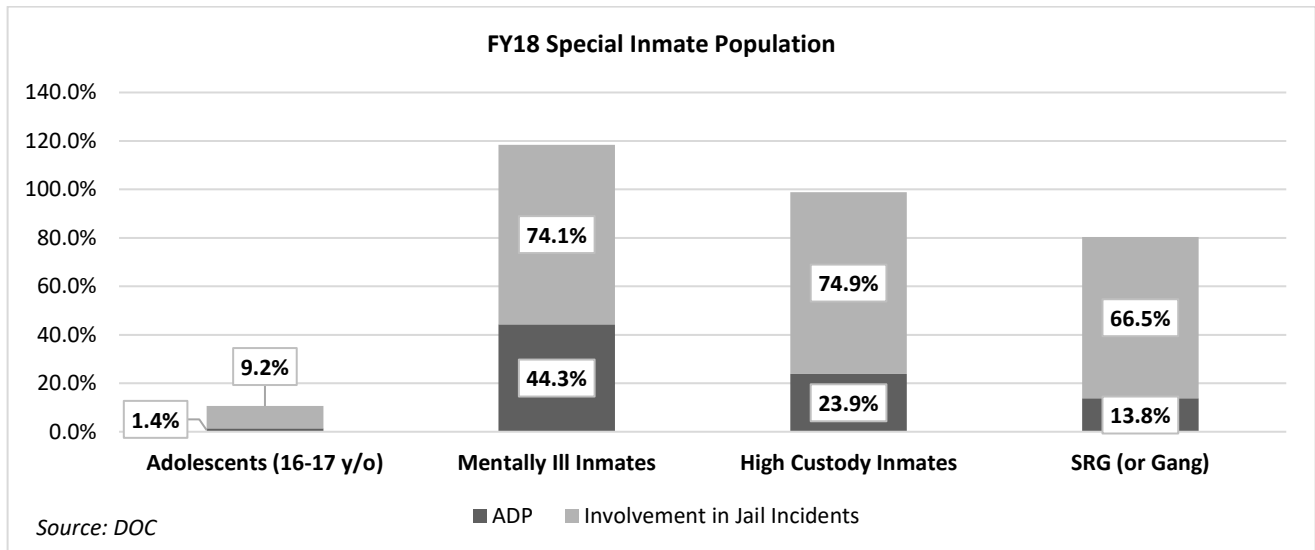


## Jail Violence

Although the Department has been spending more, fights and assaults have grown by 207 percent from Fiscal 2008 to Fiscal 2018. From Fiscal 2015 to Fiscal 2018, fights and assaults have grown by approximately 47 percent. However, as mentioned previously in this report, the Department has added a total of \$2.3 billion in new needs, which spans from Fiscal 2014 to Fiscal 2023. The growth in violence demonstrates that the increased funding is not yielding measurable results.

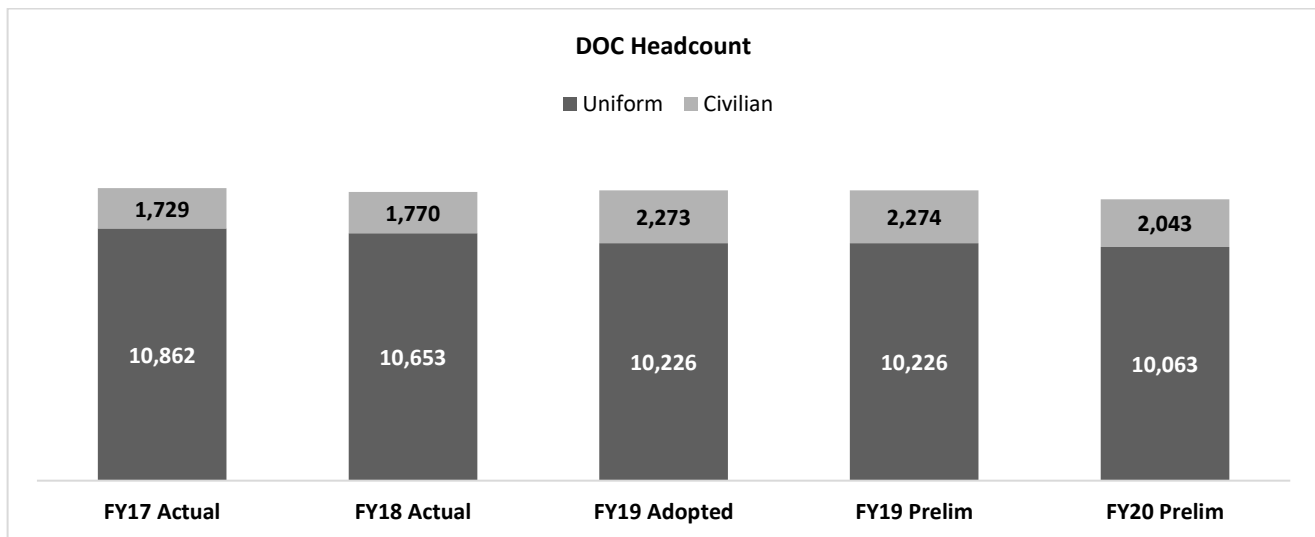


As shown on the chart on the next page, mentally ill inmates comprised 44.3 percent of ADP, and were involved in 74.1 percent of jail incidents. Those in the Security Risk Group (SRG) were 13.8 percent of ADP, but were involved in 66.5 percent of jail incidents in Fiscal 2018. DOC has been spending more on programs, but special inmate population continues to increase.



### Department of Correction Workforce

This section will discuss the Department’s workforce, which largely drives the Department’s budget. Of the total, 67 percent is dedicated to full-time salary for uniform and civilian staff. The Fiscal 2020 Preliminary Budget supports a workforce of 12,106 positions, 393 positions less when compared to the Fiscal 2019 Adopted Budget. The decrease in uniform positions is due to further savings from the closure of GMDC on Rikers Island. According to the Department, this reduction will not have any operational impact and no current staff have been let go as a result of this. Of 12,206 positions, 10,063 are uniform positions and 2,043 are civilian positions, with uniform positions comprising 83 percent of the total budgeted headcount for Fiscal 2020.



Of the total budgeted headcount in the Fiscal 2020 Preliminary Budget, staff for the Jail Operations program area accounts for 84 percent and Administration – Management & Administration accounts for seven percent. This is because Jail Operations includes funding for the operations of the jails on Rikers Island and in the boroughs, which is a core function of DOC.

DOC sometimes assigns uniform staff to administrative and clerical duties, rather than filling those positions with civilian employees. As a result, not all uniform officers supported in DOC’s budget are

available to staff security posts. According to DOC, the Department has faced difficulty filling the various clerical and administrative positions, especially those that are located on Rikers Island.

To allow the Council to monitor civilian staff, the Council included a term and condition on the DOC’s Fiscal 2019 Budget that required regular staffing reports. As of December 2018, 50 uniform staff were assigned to civilian jobs, representing less than one percent of the Department’s 12,500 total uniform staff in Fiscal 2019. In Fiscal 2018, there were 53 uniform staff performing civilian duties during the first three quarters of the fiscal year. In Fiscal 2017, this number was 79 uniform staff performing civilian duties. In Fiscal 2016, there were 98 uniform staff performing civilian duties during the same reporting period. The Department has seen a 20 percent decrease in uniform staff working civilian functions since Fiscal 2016. However, DOC has 496 civilian vacancies as of February 2019. While the Department has improved in not assigning uniform staff to civilian positions, the 15.5 percent vacancy rate still raises a concern regarding how DOC plans to fill administrative and non-security functions in order to support its overall operations.

**Uniform Demographics**

Pursuant to a term and condition in the Fiscal 2019 Budget, the Department submits reports detailing the demographics of uniformed personnel, including gender and race. The most recent uniform demographic report indicates a diverse workforce as of October 2018. Of the four uniform agencies, DOC has the most diverse staff in terms of both gender and race.

Of the total uniform staff, 90 percent were Correction Officers (CO) and the rest were in supervisory titles, which includes Captains, Assistant Deputy Wardens, Deputy Wardens, Deputy Wardens in Command, and Warden. DOC’s uniform workforce is comprised predominantly of minority officers at approximately 89 percent, and 11 percent are white. Additionally, the gender breakdown is better at DOC at 42 percent female and 58 percent male, when compared to other uniform agencies.

**Uniform Workforce & Overtime**

The chart below provides DOC’s budgeted uniform staff by rank and gender for Fiscal 2019. This compares the Fiscal 2019 budgeted headcount to actual headcount as of January 2019.

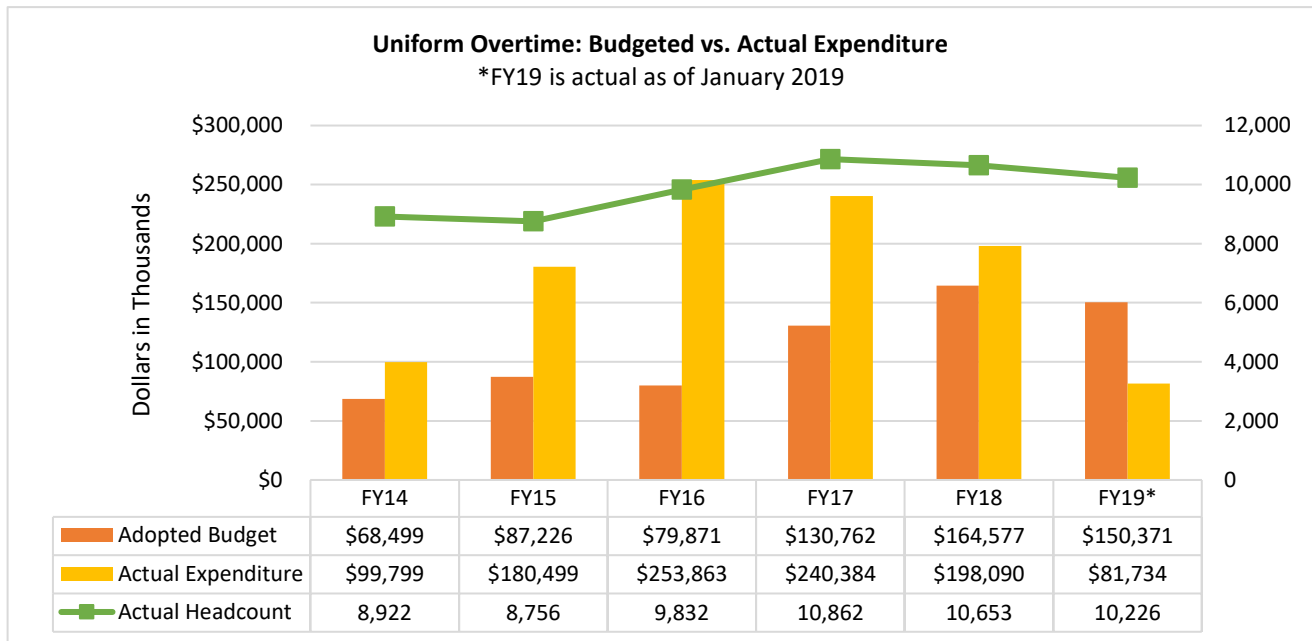
DOC Budgeted and Actual Headcount as of FY20 Preliminary Plan				
Uniform Staff	FY19 Budgeted HC	FY19 Actual	Female	Male
Correction Officer	9,061	9,280	41%	59%
Captain	957	921	61%	39%
Assistant Deputy Warden	145	89	58%	42%
Deputy Warden	36	33	64%	36%
Deputy Warden in Command	6	5	60%	40%
Warden	21	17	53%	47%
<b>TOTAL</b>	<b>10,226</b>	<b>10,345</b>	<b>43%</b>	<b>57%</b>

*Source: Department of Correction*

DOC’s current budgeted uniform headcount is 10,226 positions, and as of February 2019, the Department has 119 more uniform staff than the budgeted amount. The Department’s CO headcount as of February 2019 is 219 positions above its budgeted headcount of 9,061 for Fiscal 2019. The chart also provides active uniform staff by gender, with 43 percent female and 57 percent male as of February 2019.

The chart on the next page provides details on DOC’s actual uniform overtime spending and adopted uniform overtime budget, in relation to actual uniform headcount since Fiscal 2014. For Fiscal 2019,

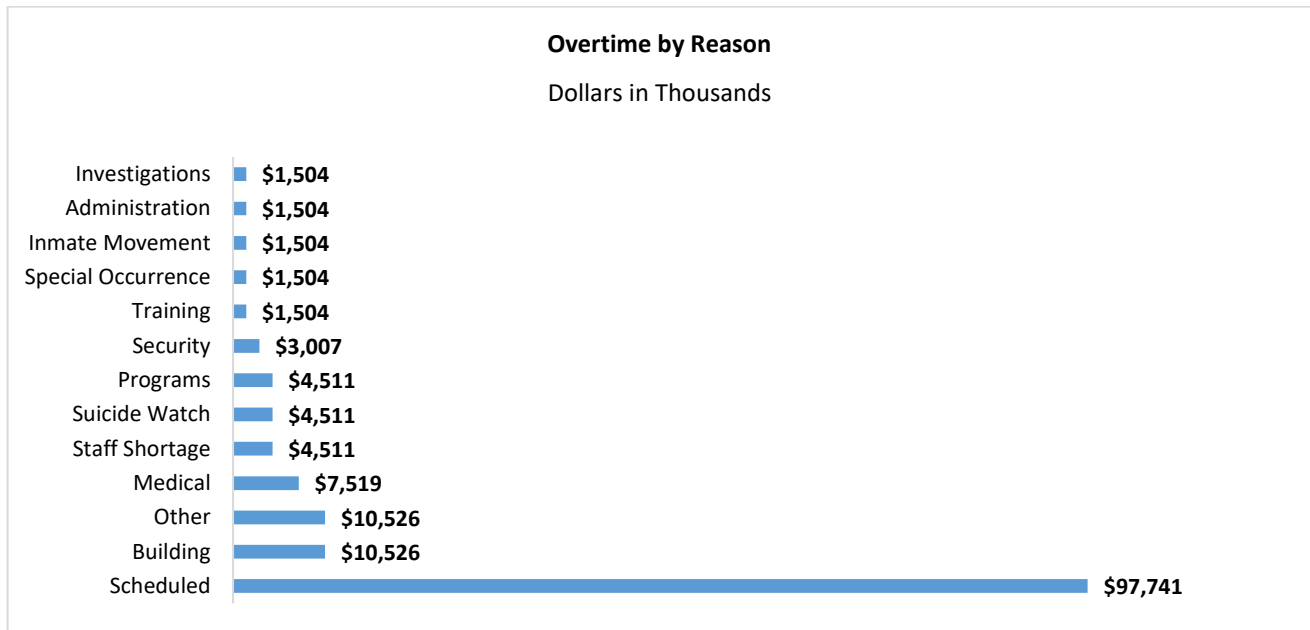
overtime and headcount numbers are planned as of the Preliminary Plan. As of January 2019, DOC has spent \$81.7 million, or 54 percent of its budgeted overtime. DOC’s actual overtime expenditure has consistently exceeded its adopted overtime budget, but is showing signs of improvement since Fiscal 2018. Compared to previous fiscal years, the Department only spent an additional \$33.5 million in uniform overtime in Fiscal 2018, for a total of \$198.1 million in actual expenditure. In contrast, the Department spent an additional \$93.3 million in Fiscal 2015, \$173.9 million in Fiscal 2016, and \$109.6 million in Fiscal 2017. On average, the Department spent an additional \$88.3 million for its uniform overtime from Fiscal 2014 to 2018.



Historically, DOC’s budget for uniform overtime has been an inaccurate projection of the Department’s actual year-end uniform overtime expenditures. Uniform overtime expenditures often increase due to DOC’s inability to staff all of its fixed posts on straight time. The Fiscal 2018 Budget adjusted City-funded uniform overtime starting in Fiscal 2018, by adding \$52.1 million in Fiscal 2018 and \$28.7 million in Fiscal 2019 and in the outyears. DOC’s uniform overtime budget for Fiscal 2020 totals \$150.6 million.

In the past, DOC under budgeted uniform overtime spending, and used excess straight time accruals to cover the shortage. With the revised baseline budget, the Department should be able to cover overtime spending with its overtime budget. According to OMB, however, this is an estimate and still may fluctuate based on unplanned events and changes. Even though uniform overtime budget has been right-sized, given DOC’s history of consistently overspending on uniform overtime, the effectiveness of the Department’s overtime control plan remains unclear.

The top four reasons for overtime spending are “scheduled” (65 percent), “building” (seven percent), “other” (seven percent), and “medical” (five percent). Scheduled is defined as overtime caused by backfilling regularly scheduled posts; building is for uniform or civilian overtime due to maintenance, construction, or construction escorts; other is all overtime that does not fit into the other defined categories; and medical is for hospital runs, clinic, and outposts. The chart provides in detail uniform overtime reasons by category.



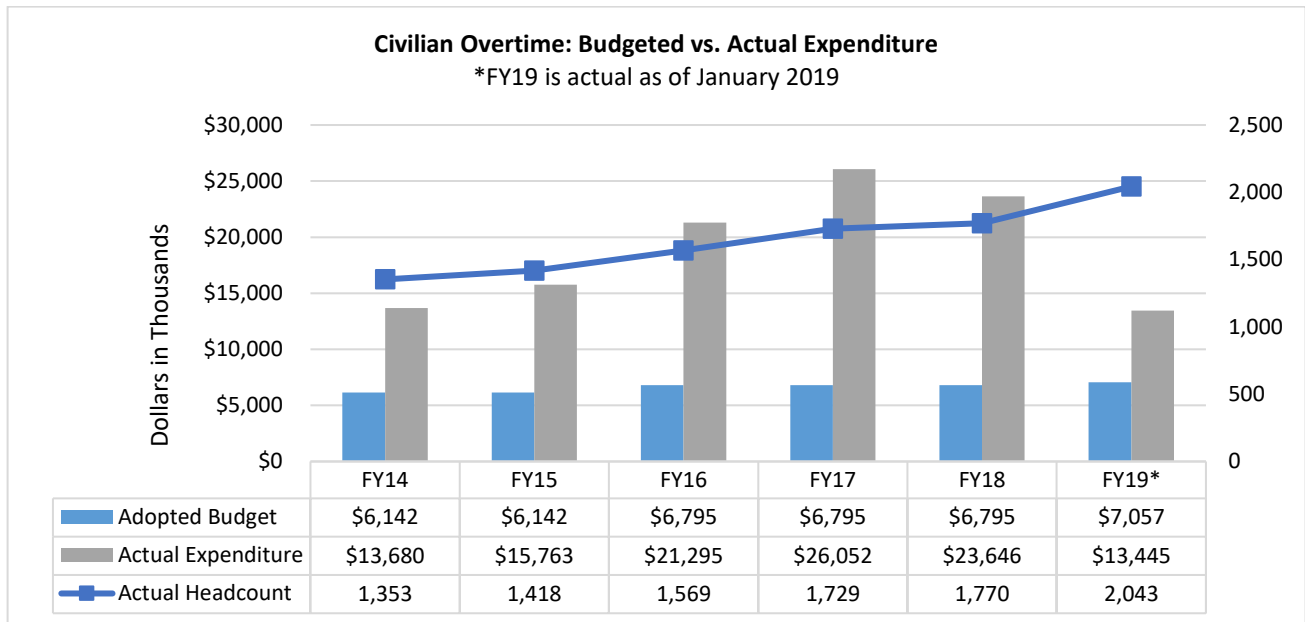
**Class Size and Attrition**

Beginning in 2015, DOC accelerated its hiring process and began scheduling three, rather than two, correction officer classes each year. The maximum class size has grown from 300 to more than 1,200. In November 2017, the Department graduated its largest uniform class, with a graduation headcount of 1,144. Since then, the Department has managed to hire up to its authorized headcount. As a result, graduation headcount decreased to 815 in June 2018 and 398 in December 2018. The next scheduled graduation dates are July and December 2019. The Department’s attrition rate is 12.2 percent for uniform officers.

**Civilian Workforce & Overtime**

DOC has a history of struggling to fill its civilian positions. As a result, its actual civilian headcount has been under its budgeted headcount. The current civilian vacancy rate is 21.8 percent, with 496 vacancies in total for Fiscal 2019, as of the Preliminary Plan.

The chart below provides details on DOC’s actual civilian overtime spending and adopted civilian overtime budget, in relation to actual civilian headcount. For Fiscal 2019, overtime and headcount numbers are planned numbers as of the Fiscal 2020 Preliminary Budget. Additionally, while adopted overtime budget has not changed much from year to year, the Department is spending well over its budgeted civilian overtime.



As the chart indicates, civilian overtime actual expenditure has been steadily increasing since Fiscal 2014, but the adopted amount has only been increasing incrementally. For example, the Department increased the adopted budget for civilian overtime from \$6.1 million in Fiscal 2015 to \$6.8 million in Fiscal 2016, which was only a \$653,000 increase. However, actual spending exceeds well above the adopted amount. On average, the Department spent \$13.5 million more than the adopted budgets from Fiscal 2014 to 2018. However, civilian overtime budget has not been adjusted to reflect the actual expenditure from plan to plan, raising concerns whether DOC is accurately budgeting for its civilian workforce. Additionally, DOC has already spent \$13.4 million in civilian overtime as of January 2019, which is already \$6.4 million above the budgeted amount for Fiscal 2019. The Department’s civilian overtime budget for Fiscal 2020 remains unchanged from Fiscal 2019 at \$7.1 million. Considering this, it is clear that overtime control measures for its civilian workforce should be in place, similar to how the Department rightsized uniform overtime.

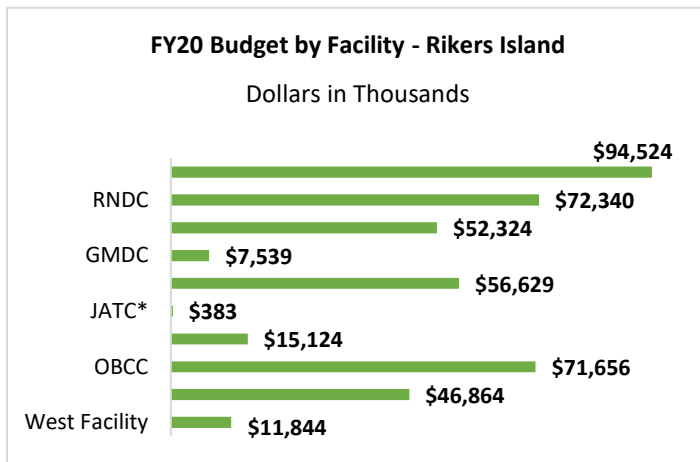
**Facilities Overview**

The Department’s staff, both uniform and civilian, mostly serve and manage the inmates in DOC custody that are housed on Rikers Island, which has 10 jails, and has an operating capacity of 10,548 as of March 4, 2019. The borough facilities have an operating capacity of 2,527. Below is a breakdown of current housing type and capacity, disaggregated by Rikers Island and borough facilities. Other civilian staff work from DOC Headquarters – Bulova Building in Queens.

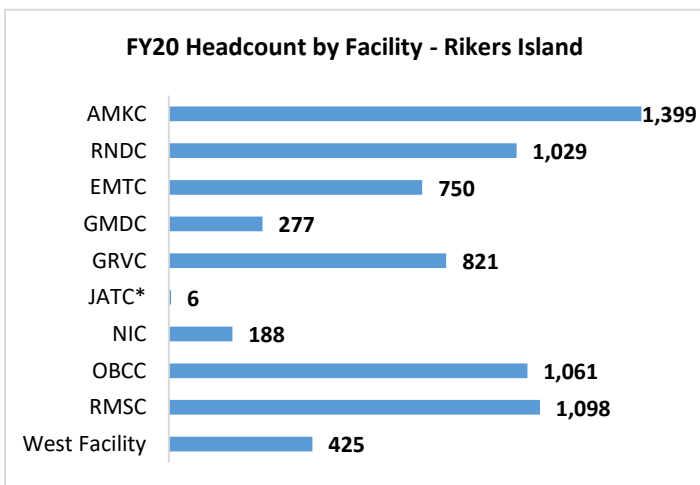
<i>Rikers Island Facilities</i>	<i>Housing Type</i>	<i>Capacity</i>
<b>Anna M. Kross Center</b>	Detained Male Adults	2,738
<b>Robert N. Davoren Center</b>	Detained Male Adolescents	1,319
<b>Eric M. Taylor Center</b>	Sentenced Male Adults & Adolescents	1,802
<b>George Motchan Detention Center</b>	Detained Male Adults	0
<b>George R. Vierno Center</b>	Detained Male Adults	1,047
James A. Thomas Center*	Closed	0
<b>North Infirmary Command</b>	Inmates Requiring Infirmary Care	460
<b>Otis Bantum Correctional Center</b>	Detained Male Adults	1,501
<b>Rose M. Singer Center</b>	Detained & Sentenced Female Adults & Adolescents	1,541
<b>West Facility</b>	Inmates with contagious diseases	140
<b><i>Rikers Island Sub-total</i></b>		<b>10,548</b>

<b>Borough Facilities</b>		
<b>Brooklyn House of Detention</b>	Detained Male Adults	759
<b>Queens House of Detention*</b>	Closed	0
<b>Manhattan Detention Center</b>	Detained Male Adults	898
<b>Vernon C. Bain Center</b>	Male & Females Requiring Psych or Med. Treatment	870
<b>Borough Sub-total</b>		<b>2,527</b>
<b>Max. Operating Capacity</b>		<b>13,075</b>

\*closed facility/alternate use



Based on associated budget codes, the Department’s total Fiscal 2020 Preliminary Budget for facilities on Rikers Island is \$429.2 million (including OTPS), with a budgeted headcount of 7,054 positions, including uniform and civilian staff. As the charts show, the budget and staffing are closely aligned with the facility capacity. For example, AMKC has the largest capacity at 2,738. Accordingly, the Fiscal 2020 Preliminary Budget for AMKC is \$94.5 million with a budgeted headcount of 1,399.



Although OBCC has the fourth largest capacity, it has the third largest budget at \$71.7 million and the third largest headcount at 1,098 positions. This could be attributed to the facility having all the Enhanced Supervision Housing (ESH) units. ESH units require additional staffing and escorting of inmates, with at least 25 percent of staff assigned to steady posts to ensure safety and consistency in management. To note, while GMDC and JATC are both closed facilities, both maintain some staffing and budget.

### Reform Efforts and Oversight

The Council has called for fundamental criminal justice reform, including the closure of Rikers Island. In order to improve conditions and safety in DOC facilities, the Department has introduced various reform efforts such as the 14-Point Plan as a result of the Department of Justice (DOJ) lawsuit, and in response to the Council’s push, the Mayor created a taskforce to close Rikers Island. The following sections walk through efforts that the Council, the Administration, and the State have taken in order to improve and redesign correctional services: the 14-Point Plan; Independent Commission NYC Criminal Justice and Incarceration Reform; Mayor’s taskforce to close Rikers Island; and the Department’s efforts to comply with the Prison Rape Elimination Act (PREA).

## 14-Point Anti-Violence Reform Agenda

In Fiscal 2016, Pursuant to the 2015 *Nunez v. City of New York* decision, the DOC launched a 14-Point Plan to reform Rikers to combat violence and promote a culture of safety on Rikers Island. At the core of the 14-Point Plan are five major initiatives to reduce violence and nine additional initiatives to help move DOC toward a culture of safety by creating and expanding common-sense managerial and operational practices to strengthen performance, accountability, ownership and transparency. The five main initiatives are discussed below.

1. Keeping weapons, drugs and contraband out of Rikers, including visitor reforms;
2. Creating an integrated classification and housing strategy to more safely house inmates;
3. Providing comprehensive security camera coverage;
4. Designing effective inmate education opportunities and services to reduce idle time; and
5. Developing crisis intervention teams to respond more quickly to inmate-on-inmate violence.

## Closing Rikers

The Independent Commission on NYC Criminal Justice and Incarceration Reform (the Commission), chaired by former New York State Chief Judge Jonathan Lippman, made a set of recommendations for reducing the population of Rikers Island and improving safety at nearly every step of the criminal justice process. The Commission called for closing Rikers Island, building state-of-the-art jails in all five boroughs located closer to the courts, investing in a new training academy, and reforms at multiple stages of the criminal justice process. The Administration has since released: “Smaller, Safer, Fairer: A Roadmap to Closing Rikers Island,” formed a Justice Implementation Task Force, and announced a \$30 million investment in programs to safely reduce the size of the City’s jail population. The plan also includes steps to expand services and renovate facilities to ensure that those who work and are incarcerated in City jails have safe and humane conditions as quickly as possible. The complete roadmap is available at <https://rikers.cityofnewyork.us/>.

Along with the roadmap, the City launched a Justice Implementation Taskforce, chaired by Elizabeth Glazer, Director of the Mayor’s Office of Criminal Justice (MOCJ), and Zachary Carter, Corporation Counsel of the City of New York. The taskforce includes three working groups that focus on safely reducing the jail population; improving culture for both staff and incarcerated individuals; and designing and siting safe, modern and humane jails.<sup>2</sup> The Taskforce and its working groups began meeting in late 2017. Since last year, the following updates have been made<sup>3</sup>:

- The plan is to have housing for a total of 5,000 people (requires 6,000 beds);
- Four borough-based sites have been proposed
  - Manhattan – 125/124 White Street
  - Brooklyn – 275 Atlantic Avenue
  - Bronx – 320 Concord Avenue
  - Queens – 126-02 82<sup>nd</sup> Street;
- There will be evidence-based programming to reduce recidivism;
- The City will focus on reentry and community reengagement for inmates;
- The Department closed GMDC on Rikers Island; and

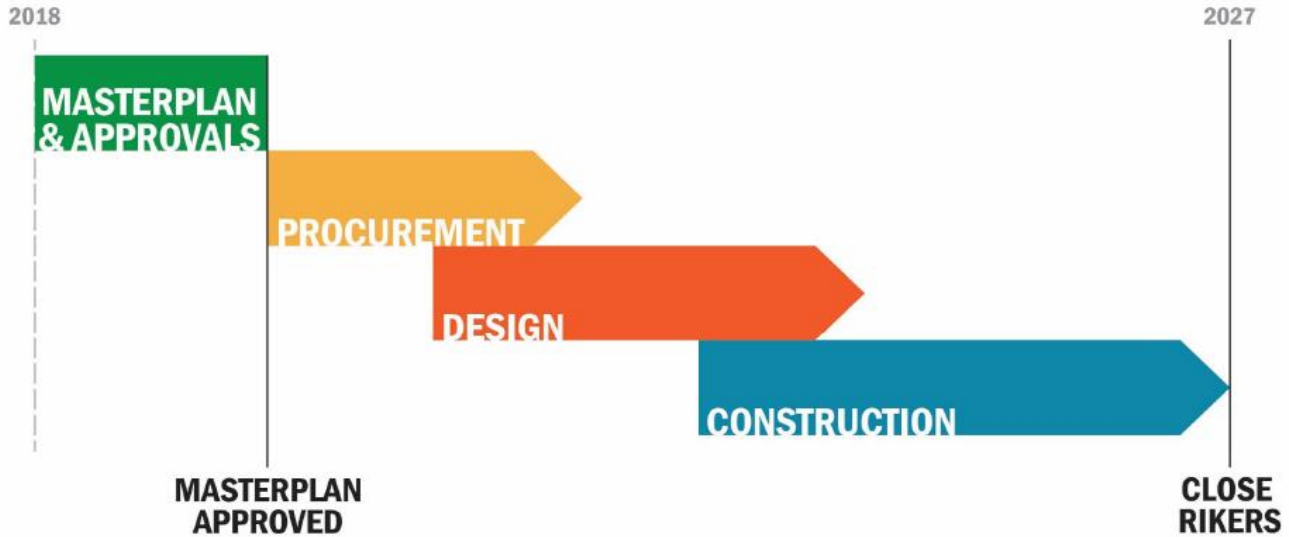
<sup>2</sup> <http://www1.nyc.gov/office-of-the-mayor/news/427-17/mayor-de-blasio-smaller-safer-fairer--roadmap-closing-rikers-island->

<sup>3</sup> “Beyond Rikers: Towards a Borough-Based Jail System” by MOCJ (February 15, 2019)



- DOC’s Capital Plan includes \$1.1 billion for new borough based jails and \$100 million for a new training academy for correction officers.

As of February 2019, below is the Administration’s schedule to closing the jails on Rikers Island. Additionally, the public land review process is set to begin at the end of March 2019, according to the Administration.



**Prison Rape Elimination Act (PREA)**

The Prison Rape Elimination Act (PREA) of 2003 established federal mandates to identify and prevent prison rape in correctional facilities within the jurisdictions of federal, state, local, and native territories across the country. PREA Standards established mandatory standards for prevention, detection and response to prison sexual abuse and sexual harassment. In 2016, the Board of Correction (BOC or the Board) implemented Sexual Abuse and Sexual Harassment Minimum Standards that are equivalent to the PREA Standards. In October 2018, the Board passed a resolution requiring the Department to produce a Corrective Action Plan that addresses a commitment and timeline for implementation of the steps necessary for the Department to achieve compliance with Minimum Standards and PREA. The Department’s Correction Action Plan is detailed below.<sup>4</sup>

**PREA Corrective Action Plan**

Goal	Target Date	Status
<b>PREA Team Staffing</b>		
Increase Investigator Staff from 19 to 30	Jan-19	On Track
Increase Supervisory Staff from 2 to 6	Sep-18	Complete
Increase Director/Deputy Director Staff from 1 to 2	Sep-18	Complete
<b>PREA Caseload</b>		
Create and implement short form closing report	Apr-18	Complete
Assign Supervisors to review and close cases	April 2018 (phase 1); September 2018 (phase 2)	Complete/Ongoing
Close 1,216 Backlogged cases	Feb-19	On Track

<sup>4</sup> [https://www1.nyc.gov/assets/boc/downloads/pdf/prea\\_corrective\\_action\\_plan\\_february\\_2019.pdf](https://www1.nyc.gov/assets/boc/downloads/pdf/prea_corrective_action_plan_february_2019.pdf)

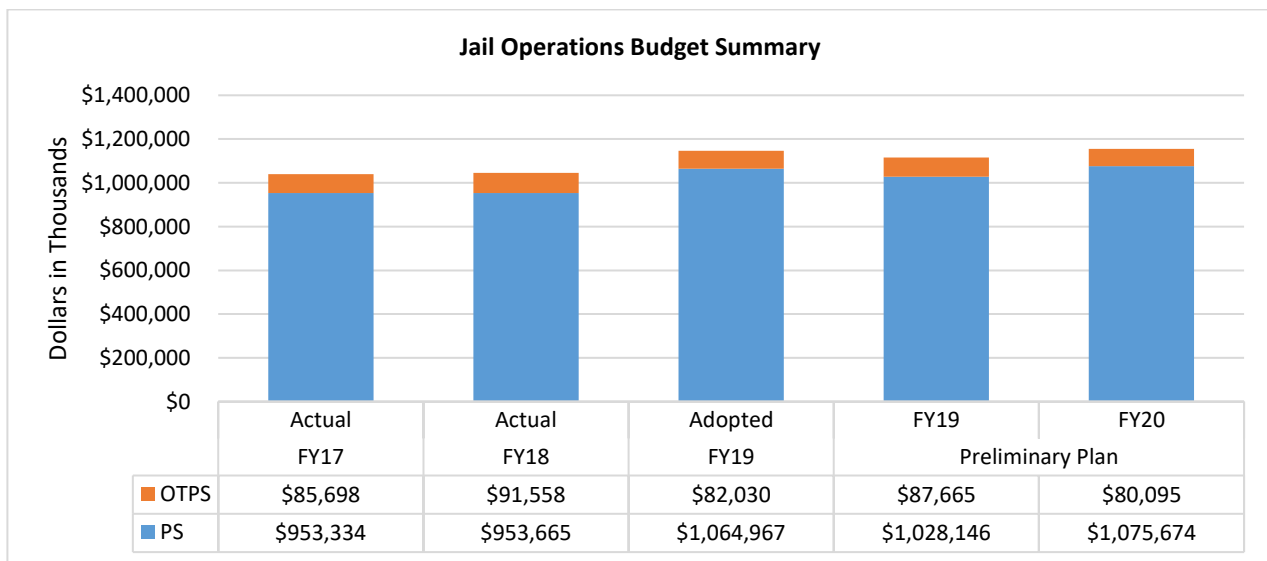
## Program Areas

DOC’s functions are broken down into seven program areas as illustrated in the Financial Plan Summary chart on page 3 and listed below. These program areas are funded with a combination of CTL funds and other resources. The budget of each is discussed in the sections that follow.

- Jail Operations
- Operations – Rikers Security & Operations
- Operations – Infrastructure & Environmental Health
- Health and Programs
- Operations – Hospital Prison Ward
- Administration – Academy and Training
- Administration – Management and Administration

## Jail Operations

Jail Operations includes funding for the operations of the jails on Rikers Island and in the boroughs, custody of inmates at the various court pens, and transportation of inmates from DOC facilities to and from court. Approximately 85 percent of the Department’s total staff is budgeted in this program area. Because Jail Operations does not have its own set of U/A pairs, it gives the Department flexibility to shift funding throughout the year. However, for transparency, each program area should have its own set of U/A pairs.



The Department’s Fiscal 2020 Preliminary Budget for Jail Operations increases by \$8.8 million, or less than one percent, when compared to the Fiscal 2019 Adopted Budget, for a total of \$1.2 billion. The PS budget increases by \$10.7 million, but this is offset by a decrease in the OTPS budget of \$1.9 million. The increase in the PS budget is largely attributable to a \$27.2 million increase in civilian full-time salary, but this is offset by a \$19.7 million decrease in uniform full-time salary, of which \$14.1 million is due to the closure of GMDC on Rikers Island. The budgeted headcount decreases by 393 positions when compared to the Fiscal 2019 Adopted Budget. This is due to a reduction of 179 uniform positions due to the closure of GMDC, and a reduction of 230 civilian positions. The reduction of the civilian positions was recognized in the November 2018 Financial Plan. This reduction was due to the Department cutting positions such as trades titles that have not been filled for a long time, and that

the Department has been working without for a number of years. According to the Department, positions related to PREA, the Investigation Division, and the Nunez settlement will not be impacted by this reduction.

The Fiscal 2019 Budget decreases by \$31.2 million when compared to the Fiscal 2019 Adopted Budget of \$1.14 million, for a total of \$1.1 million. This is predominantly due to a \$36.2 million decrease in uniform full-time salary, of which \$21.4 million is due to PS accruals. The Department over budgeted for uniform full-time salary, which resulted in a surplus because the Department currently has more lower ranking uniform staff than higher ranking staff. As a result, junior level uniform staff are at the lower end of the salary schedule. Additionally, civilian full-time salary for Fiscal 2019 increases by \$7.6 million when compared to the Fiscal 2019 Adopted Budget due to various collective bargaining agreements.

Jail Operations includes \$9.8 million in Fiscal 2019, \$13.1 million in Fiscal 2020, and \$3.3 million in Fiscal 2020 to support 159 uniform staff at the Horizon Juvenile Center, in order to implement the "Raise the Age" legislation. To note, Horizon Juvenile Center is not a DOC facility, but a facility managed by the Administration for Children's Services (ACS). As of October 1, 2018, all 16 and 17-year-olds were moved off Rikers Island and are now housed in Horizon Juvenile Center in the Bronx, in addition to 17-year-olds detained on new charges.<sup>5</sup> All newly detained youth and adolescents (under 17 year olds) are now housed in Crossroads Juvenile Center in Brooklyn.

### Financial Plan Actions

- **Uniformed Position Reductions.** The Preliminary Plan includes a reduction of 179 uniform positions and \$7 million in Fiscal 2019 and \$14.1 million in Fiscal 2020 and in the outyears due to additional savings from closure of GMDC on Rikers Island. According to the Department, this reduction does not impact current operations and staffing. The Department over-budgeted for GMDC when it was in operation. Previous staff at GMDC have been reassigned to different facilities throughout Rikers Island.

### PMMR Performance Measures

One of DOC's service area is to provide a safe and secure environment for inmates, staff and host communities. From Fiscal 2016 to 2018, on-time delivery to inmates to courts improved, particularly from 84 percent in Fiscal 2016 to 98.4 percent in Fiscal 2017. Through various efforts, DOC exceeded its target of 95 percent on-time court arrivals. In times when it is anticipated that an inmate will be late for a scheduled court appearance, DOC notifies the judges to allow for other business to proceed before the inmate arrives.

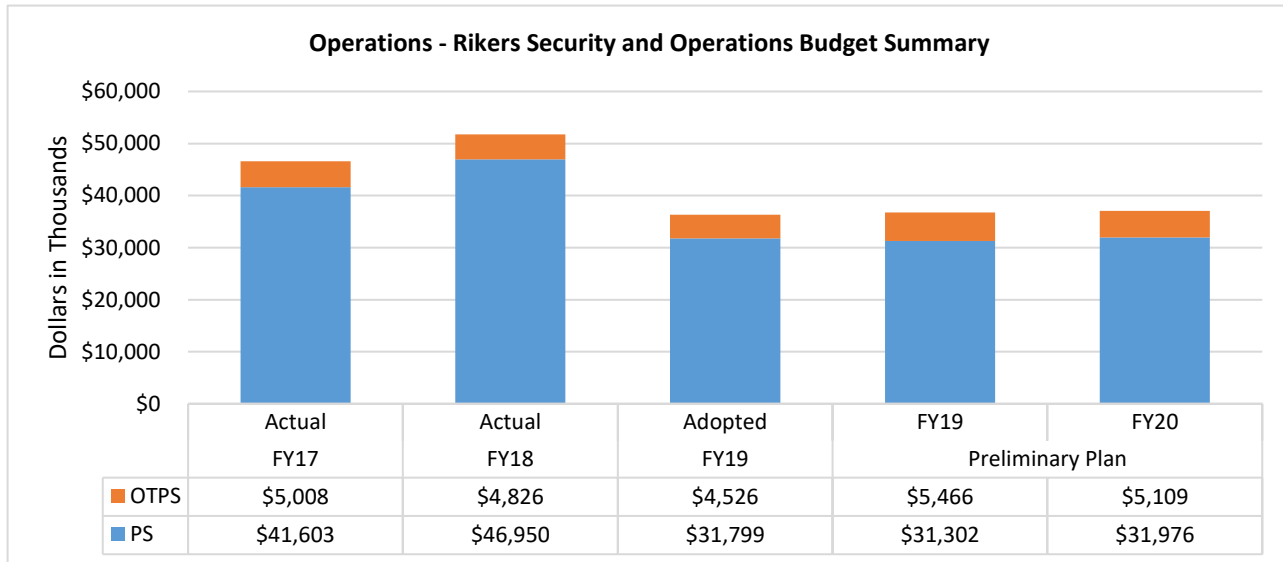
During the first four months of Fiscal 2019, on-time court delivery declined slightly from 98.2 percent during the first four months of Fiscal 2018, to 96.8 percent in Fiscal 2019. This still exceeds the Department's target of 95 percent, but the PMMR does not provide an explanation of why this decline occurred. DOC continues to put in efforts toward surveillance and monitoring of on-trial inmates, ongoing communication between the Transportation Division and facility managers, and high frequencies of bus departures to maintain the level of timely court transportation.

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<sup>5</sup> [https://rikers.wpengine.com/wp-content/uploads/SSF\\_Final\\_Dec-2018.pdf](https://rikers.wpengine.com/wp-content/uploads/SSF_Final_Dec-2018.pdf)

### Operations – Rikers Security and Operations

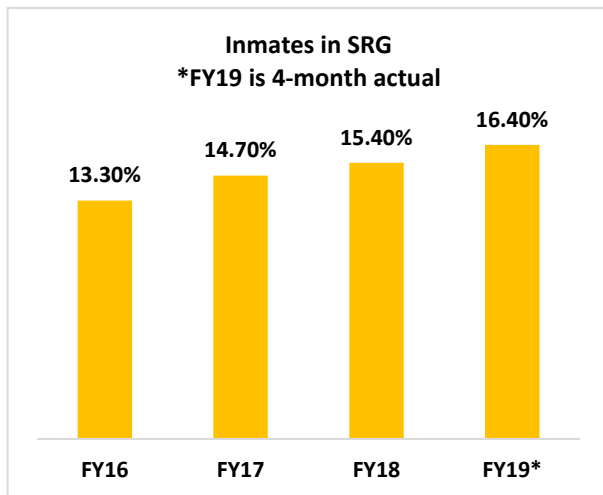
This program area is responsible for providing operational security throughout all of the Department’s facilities. It includes the Emergency Service Unit, the tactical team on call 24 hours a day for critical situations; the Tactical Search Operation to assist in maintaining order and retrieving inmate contraband; and the Rapid Response Team, for heightened security alerts on Rikers Island such as inmate escape attempts or potential riot situations.



The Department’s Fiscal 2020 Preliminary Budget for Operations – Rikers Security and Operations increase by \$760,000 since the Fiscal 2019 Adopted Budget, for a total of \$37.1 million. Of the \$37.1 million, the PS budget accounts for 86 percent of the budget. Operations – Rikers Security and Operations is solely funded through CTL funding. The budgeted headcount remains unchanged at 384 positions since the Adopted Budget. Additionally, the Fiscal 2019 budget increases modestly by \$442,000 when compared to the Fiscal 2019 Adopted Budget.

#### PMMR Performance Measures

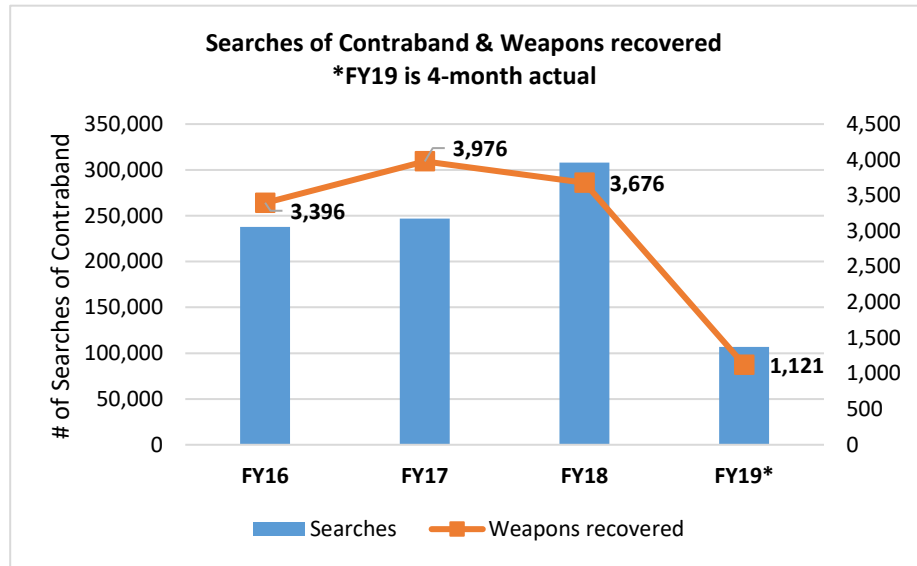
One of DOC’s service area is to provide a safe and secure environment for inmates, staff and host communities. The performance indicators below pertain to this service, with the goal of ensuring the security and safety of inmates in DOC custody.



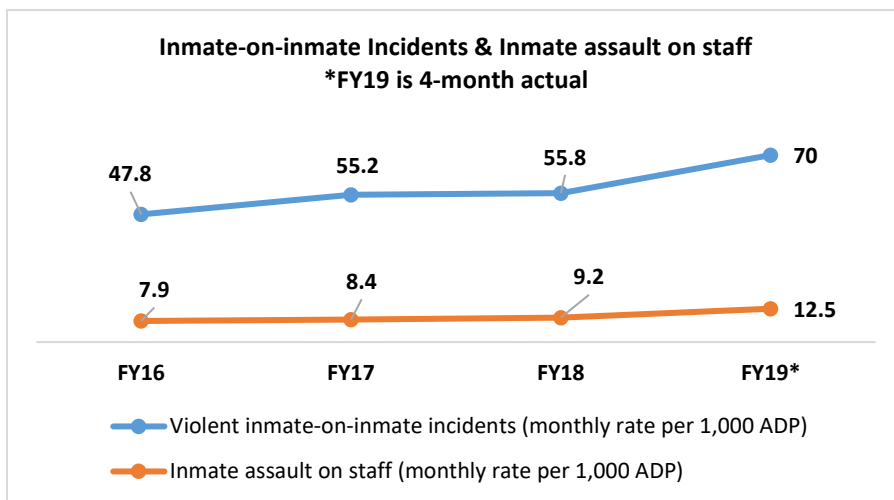
The percentage of the population in a Security Risk Group (SRG) has been steadily increasing over the past few years. The percentage of SRG has risen from 13.3 percent in Fiscal 2016 to 15.4 percent in Fiscal 2018. The chart on the left also indicates that during the first four months of Fiscal 2019, the percentage of DOC population in SRG was 16.4 percent, or 1.5 percentage points higher when compared to the same reporting period in Fiscal 2018. This is closely aligned with statistics from “NYC Department of Correction at a Glance – Information for entire FY 2018,” which indicates that 13.8 percent of ADP are SRG, and are involved in 66.5 percent of jail

incidents. The Fiscal 2019 PMMR does not explain why this population has been increasing, and the Department’s plans for addressing this increasing trend.

The Department has also been enhancing its contraband search efforts. Searches increased by nearly 30 percent from Fiscal 2016 to 2018. During the first four months of Fiscal 2019, searches increased by nearly 14 percent, when compared to the same reporting period in Fiscal 2018. On average, the Department has recovered 3,683 weapons over three fiscal years. However, during the first



four months of Fiscal 2019, the Department recovered 20 percent fewer weapons, when compared to the same reporting period in Fiscal 2018. DOC has added new surveillance cameras, improved technology and heightened front gate procedures, including enhanced search tactics. The use of contraband detectors for inmate searches, as well as the use of more canine searches, for both visitor and inmate searches have contributed to a higher contraband recovery rate. However, the detection of small blades and other hard-to-find weapons can best be accomplished through the utilization of body scanner technology. Due to a state law change in 2018, DOC is now able to place ionizing body scanners at its facilities. As a result, DOC’s Fiscal 2019-2023 Capital Commitment Plan includes \$2.8 million to purchase 20 ionizing body scanners in order to better detect contraband. Over the next year, the Department will be phasing scanners into DOC facilities and anticipates having the first machine in place in March 2019.

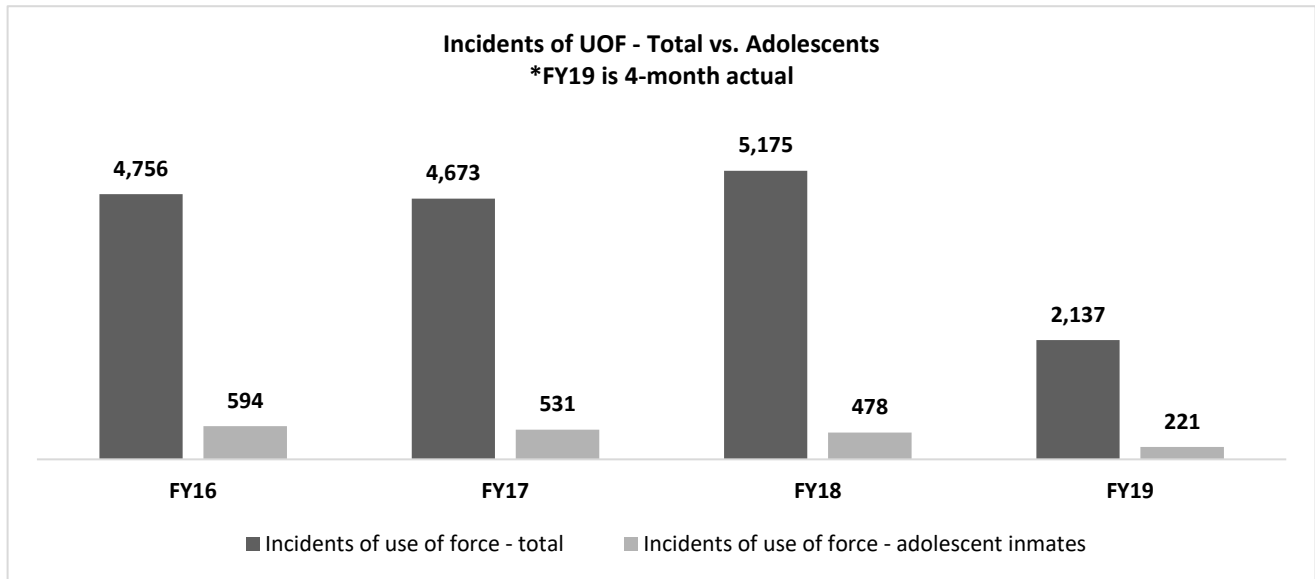


The Department continues to refine housing strategies for targeted populations. In order to address safety challenges related to young adult co-location, the Department now houses only those young adults with lower risk classifications, interested in programming or in alternative housing for infractions in the George Motchan Detention Center

(GMDC). Additionally, collaboration of uniformed, programming and clinical staff in specialized units, focusing on problematic individuals who account for a high percentage of departmental violence, has yielded positive results. However, performance indicators demonstrate that both violent inmate-on-inmate incidents and inmate assault on staff has been steadily increasing over the past few fiscal

years. Violent inmate-on-inmate incident rate per 1,000 ADP was 70 during the first four months of Fiscal 2019, up approximately 30 percent when compared to the same reporting period in Fiscal 2018, with a 54.7 rate per 1,000 ADP. However, serious injury to inmates as a result of violent inmate-on-inmate incidents remains relatively stable at an average of 2.3. Inmate assault rate on staff also increased during the first four months of Fiscal 2019, with a rate of 12.5, an increase of 3.6 from Fiscal 2018 rate of 8.9 per 1,000 ADP.

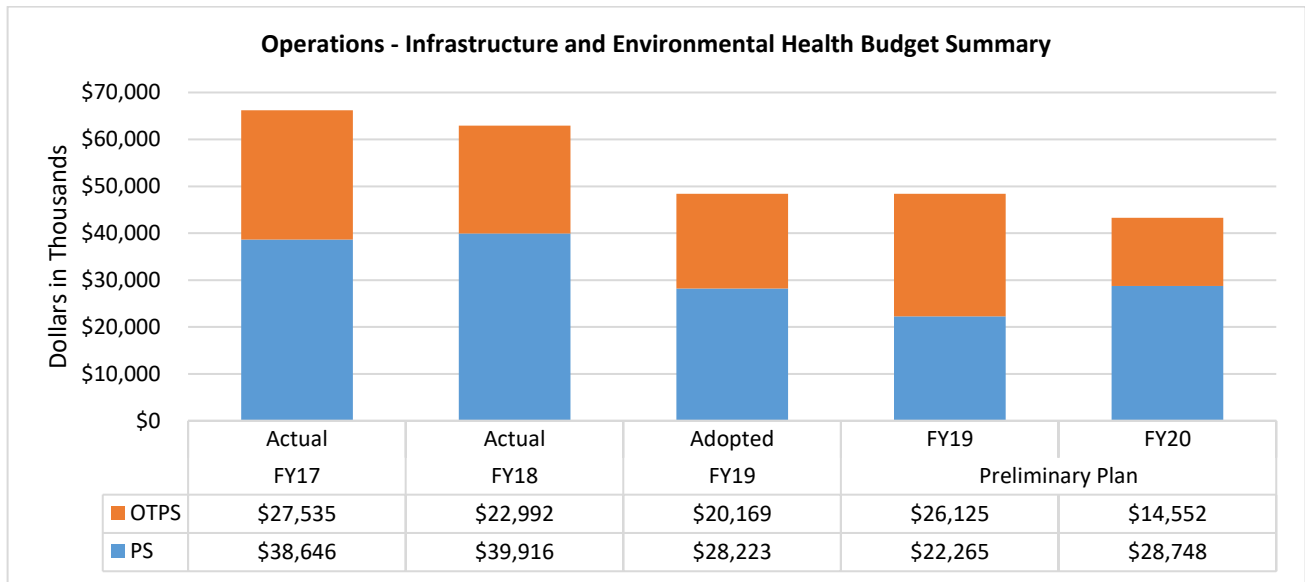
DOC also aims to ensure that the use of force (UOF) is authorized and appropriate. Since the Department’s implementation of the 14-Point Anti-Violence Reform Agenda, DOC has emphasized staff training in behavioral interventions, de-escalation and better response protocols that focused on immediate engagement and avoiding prolonged physical altercation.



Incidents of UOF increased by 31 percent overall during the first four months of Fiscal 2019, driven in part by a 54.5 percent increase in UOF incidents involving adolescent inmates. The PMMR states that the Department has made it a priority to reduce the number of unnecessary and excessive UOF through increased training, accountability and other initiatives including the UOF Improvement Action Plan. It is important to note that DOC included funding for, and implemented the 14-Point Plan in Fiscal 2017, and the Department addressed this issue with the new UOF policies in line with the Department of Justice (DOJ) recommendations, which went into effect on September 27, 2017. Additionally, the Fiscal 2019 Budget included \$761,000 in Fiscal 2018 and \$1.5 million in Fiscal 2019 and in the outyears to create a Nunez Compliance Unit to monitor and implement reforms. Additionally, working with the Federal Monitor, DOC prioritized reductions in UOF involving adolescents and young adults. Given these efforts, it is alarming that UOF incidents have not been declining.

**Operations – Infrastructure and Environmental Health**

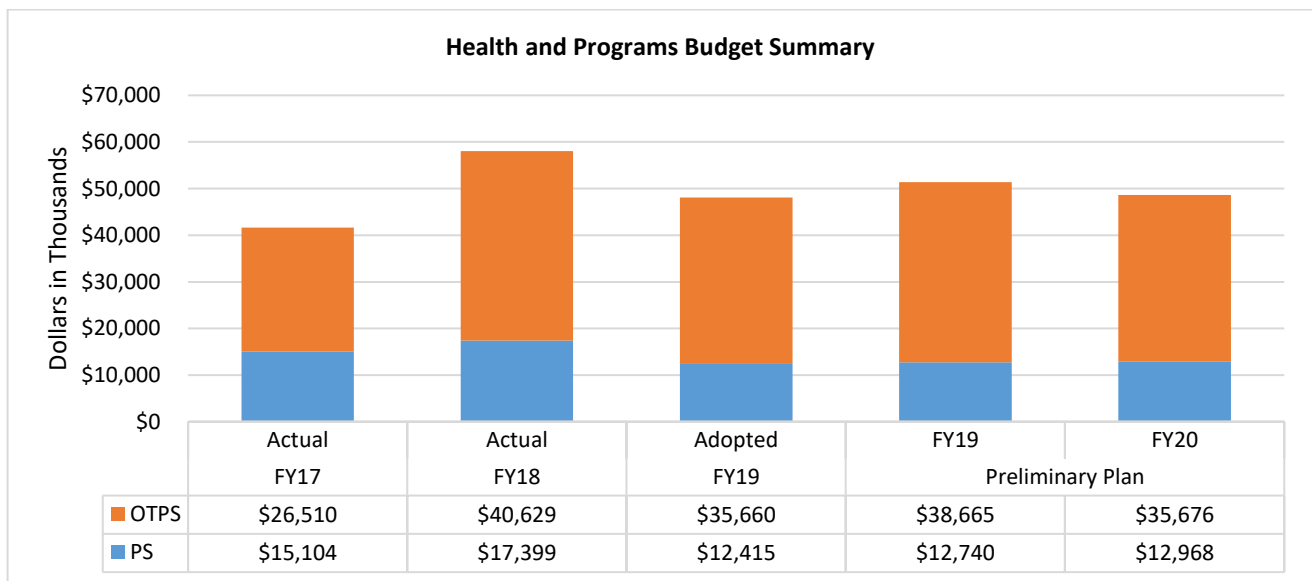
Funds budgeted in this program support the work of maintaining the infrastructure on Rikers Island. This includes building system improvements, facilities reconstruction, repair, and daily maintenance.



The Department’s Fiscal 2020 Preliminary Budget for Operations – Infrastructure and Environmental Health decreases by \$5.1 million when compared to the Fiscal 2019 Adopted Budget. The PS budget shows a modest increase of \$525,000, but this is offset by a decrease in the OTPS budget of \$5.6 million. The decrease is entirely due to a reduction in the contractual services budget. The budgeted headcount remains unchanged at 297 positions since the Adopted Budget. Additionally, the Fiscal 2019 budget shows a minimal decrease of \$3,000 when compared to the Fiscal 2019 Adopted Budget.

**Health and Programs**

This program area includes funding for programs ranging from discharge planning services to various correctional industries, including the baker, tailor shop, laundry, and print shop. These programs are designed to keep inmates healthy, as well as reduce recidivism.



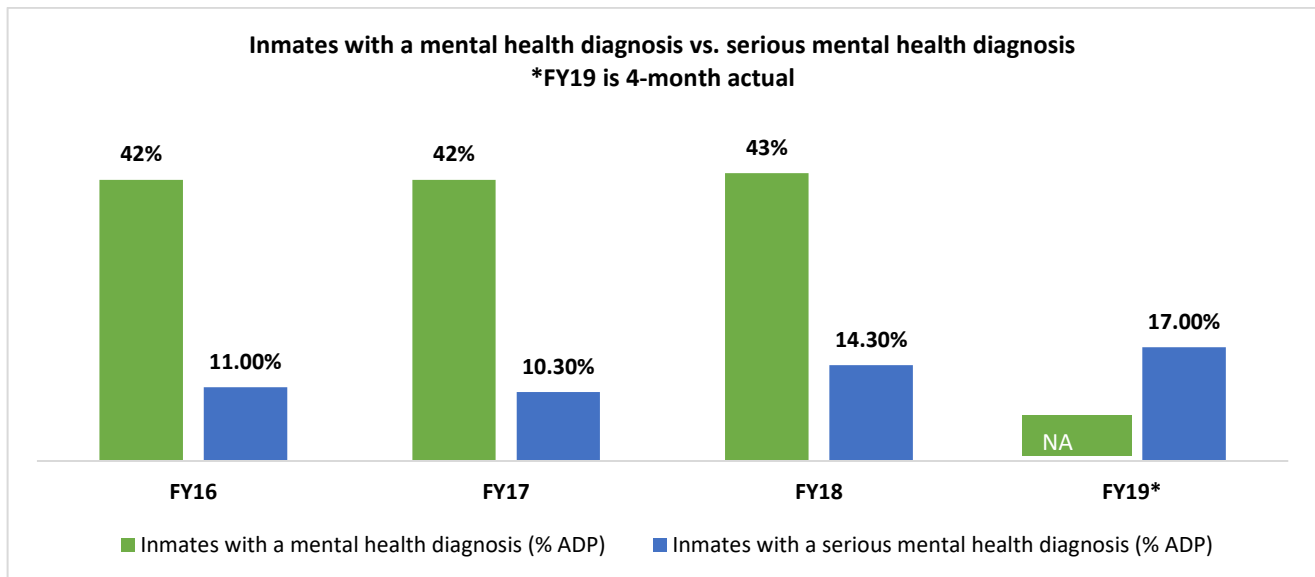
The Department’s Fiscal 2020 Preliminary Budget for Health and Programs increases modestly by \$569,000, or one percent, from the Fiscal 2019 Adopted Budget. The increase is largely due to a \$552,000 increase in the PS budget. This is largely due to a \$541,000 increase in civilian full-time salary. Additionally, the budgeted headcount remains unchanged at 190 positions since the Fiscal

2019 Adopted Budget. The Fiscal 2019 budget increases by \$3.3 million when compared to the Fiscal 2019 Adopted Budget, which is largely due to a \$3 million increase in the OTPS budget.

**PMMR Performance Measures**

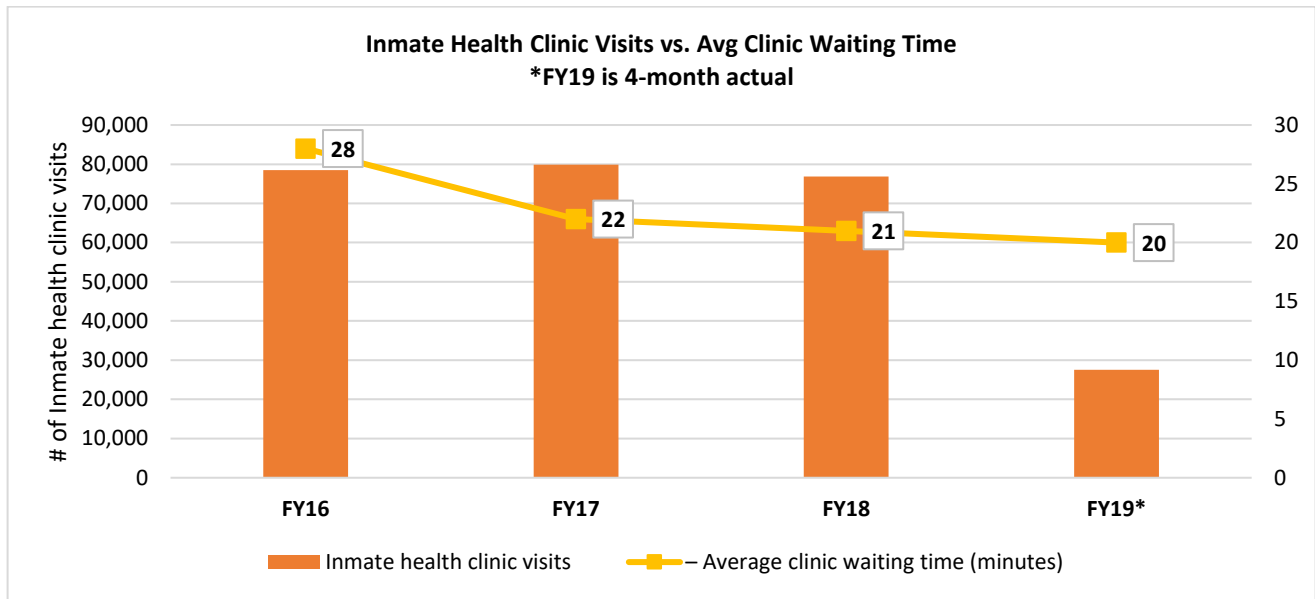
DOC’s service goals for Health and Programs are as follows: to provide inmates with timely access to health services; prepare as many inmates as possible for successful release through participation in skills-building programs, including educational opportunities, jobs training, behavioral interventions, and mental health services; and reduce idleness by increasing inmate participation in mandated and other programs, services, and activities.

The percentage of inmates with a mental health diagnosis remained relatively stable at around 42 percent from Fiscal 2016 to 2018. However, the percentage of inmates with a serious mental health diagnosis has been steadily increasing. In Fiscal 2016, 11 percent of the ADP received serious mental health diagnosis. This rose to 14.3 percent in Fiscal 2018. Furthermore, during the first four months of Fiscal 2018, 11.8 percent were diagnosed with serious mental health, but this has risen to 17 percent during the same reporting period in Fiscal 2019. It is concerning that the PMMR does not provide reasons for this increasing trend. According to “NYC Department of Correction at a Glance – Information for entire FY 2018,” 44.3 percent of the ADP are known to mental health. Of those that DOC has identified as being “known to mental health,” 74.1 percent are involved in jail incidents. This raises concerns as to what steps the Department is taking in order to care for those with either a mental health diagnosis or a serious mental health diagnosis. Additionally, the percentage of those with a serious mental health diagnosis and their involvement in jail incidents is unknown.



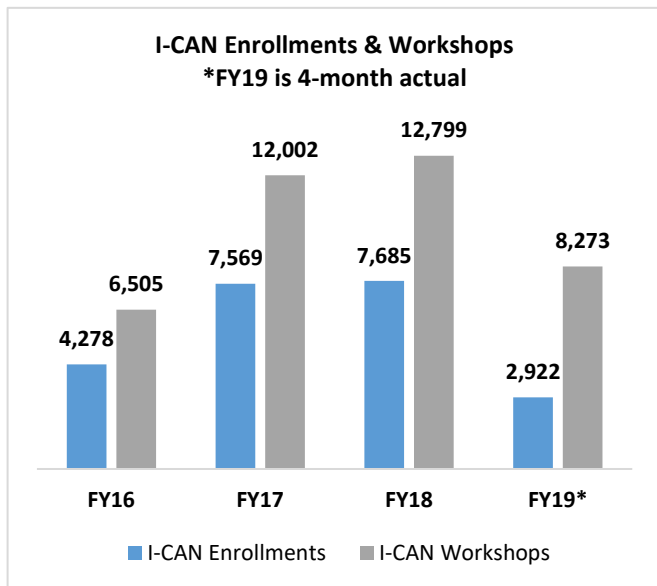
The number of inmate health clinic visits has been relatively stable, with a slight decline in Fiscal 2018 when compared to Fiscal 2017. During the first four months of Fiscal 2019, this number increased by 6.8 percent when compared to the same reporting period in Fiscal 2018. The PMMR does not explain why the four month actual for Fiscal 2019 has increased from Fiscal 2018. The average clinic waiting time has improved from Fiscal 2016 at 28 minutes, to 21 minutes in Fiscal 2018. This has only improved by one minute during the first four months of Fiscal 2019. DOC and Health + Hospitals (H+H) established the Consolidated List Initiative in August 2018, enabling patients to schedule appointments with multiple specialists during one visit. This has driven down the number of clinic visits, decreased waiting times, as evidenced above, and improved operational efficiency.





According to the Fiscal 2019 PMMR, the number of inmate health clinic visits is decreasing, but the PMMR sections for both DOC and H+H do not address the quality of medical care by Correctional Health Services (CHS). Although correctional health services transferred from Corizon to Health and Hospitals (H+H) in Fiscal 2016, the effectiveness of H+H’s services remains unclear, as the PMMR does not include performance indicators on the quality of care. Reports by the media and the Board tell a different story than the Department’s Fiscal 2019 PMMR performance indicators.

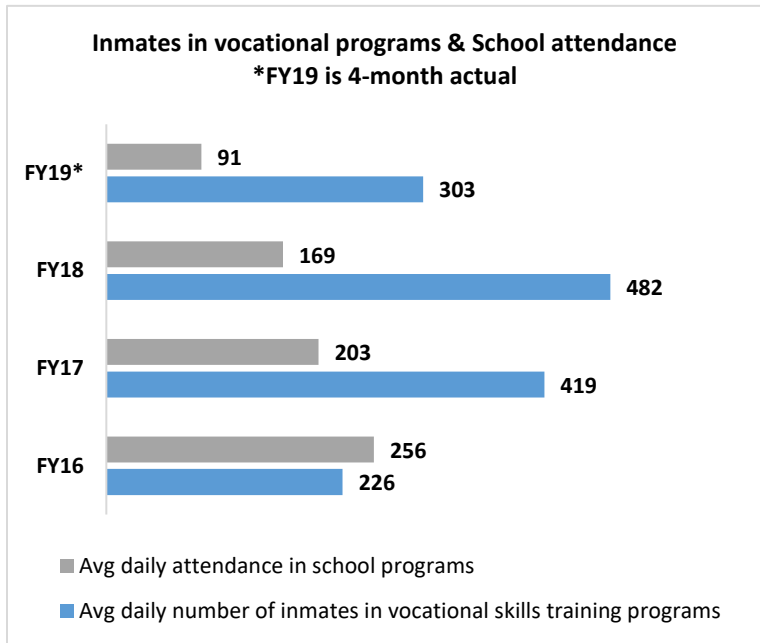
The Department’s Reform Agenda places a key focus on developing vocational and educational opportunities, behavioral interventions and reentry services to improve long-term outcomes for inmates. In support of this goal, DOC, with Fortune Society and Osborne Association, have expanded the Individual Correction Achievement Network (I-CAN) program. I-CAN now plays a major role in the Anna M. Kross Center (AMKC), George R. Vierno Center (GRVC), and GMDC, where staff members have been added to provide programming and discharge planning in newly created I-CAN housing areas.



In particular, I-CAN programming in AMKC was significantly expanded. At the end of Fiscal 2016, there were 11 I-CAN units in AMKC, and by the end of Fiscal 2017, there were 27 I-CAN units. This expansion has resulted in a 76.9 percent increase in I-CAN enrollments and an 84.5 percent increase in I-CAN workshops. However, the effectiveness of I-CAN is not indicated in the PMMR or by the Department.

During the first four months of Fiscal 2019, the number of I-CAN enrollments increased 25.1 percent from 2,335 to 2,922, while the number of I-CAN workshops offered increased greatly from 4,902 to 8,273. Although the number of enrollments has been steadily increasing, the PMMR does not provide indicators on actual attendance or participation numbers, and whether these numbers are increasing or decreasing.

As the chart on the right indicates, the average daily number of inmates in vocational skills training programs has increased from 226 in Fiscal 2016 to 482 in Fiscal 2018. However, this number declined by 27.2 percent during the first four months of Fiscal 2019, when compared to the same reporting period in Fiscal 2018. DOC’s Adult Programming Division rolled out its Specialized Model for Adult Reentry and Training (SMART) initiative in Fall 2017, offering pre- and post-release programming and services in work readiness, behavioral interventions, housing, and job placement, as well as targeted services for women and veterans.



The average daily attendance in school programs has been declining from 256 in Fiscal 2016 to 169 in Fiscal 2018. Additionally, this number dropped to 91 during the first four months of Fiscal 2019, compared to 207 during the same reporting period in Fiscal 2018. The PMMR does not explain the reasons for the decrease, like it did in the Fiscal 2018 PMMR. This is concerning, given that there have been recent reports of slashings at Rikers Island that contribute to low school attendance rates. The report indicated that this decrease is due to a shortage of COs, which caused a spike in violence that forced students to stay in their cells for lockdowns, and left them unable to get escorts to go to their classes.<sup>6</sup>

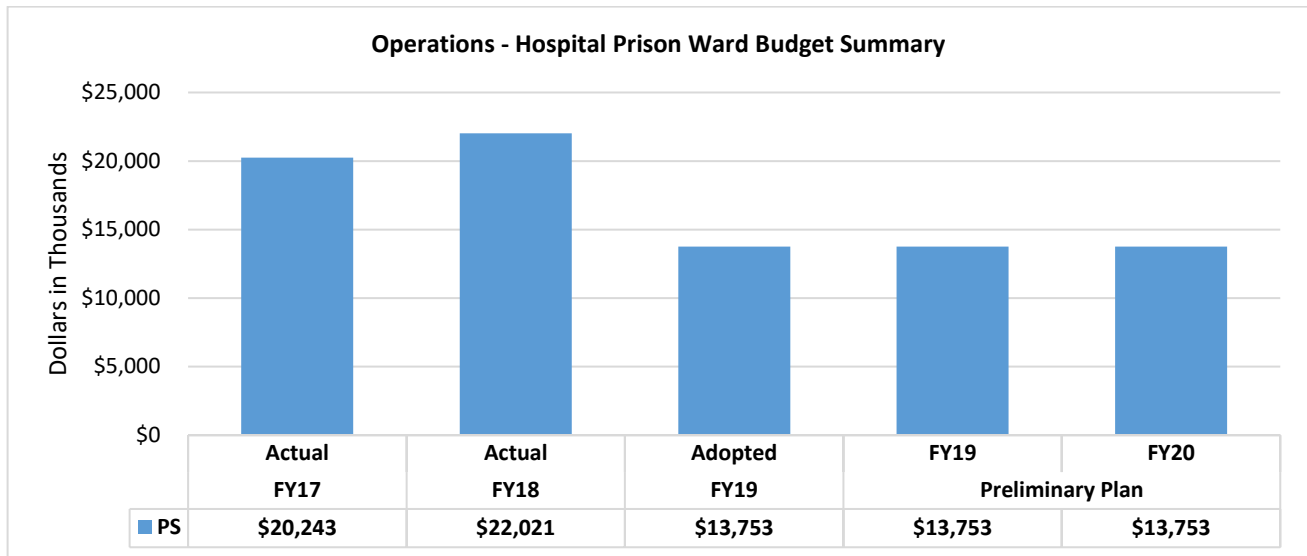
The Department is also involved in four different citywide initiatives: the Young Men’s Initiative (YMI), ThriveNYC, Career Pathways, and the Mayor’s Task Force on Behavioral Health and the Criminal Justice system. While the PMMR includes some of DOC’s work through the Mayor’s Task Force, the PMMR does not include any explanation of how DOC is involved in the initiatives, and it also does not include performance indicators.

With the Mayor’s Task Force, DOC has instituted Mental Health First Aid (MHFA) training for recruits and in-service officers in the basic identification of behavioral health symptoms. As of October 2018, 7,225 officers have been trained. DOC has also expanded this training to include incarcerated individuals. Since 2016, 619 incarcerated individuals have been trained in MHFA. Measures related to the effectiveness of the training are not provided.

**Operations – Hospital Prison Ward**

The Department maintains secure facilities in two H+H hospitals, including the Elmhurst Hospital Prison Ward for female inmates requiring acute psychiatric care, and the Bellevue Hospital Prison Ward for male inmates requiring psychiatric or medical care. The majority of the funding in this program area is in PS spending and supports uniform personnel.

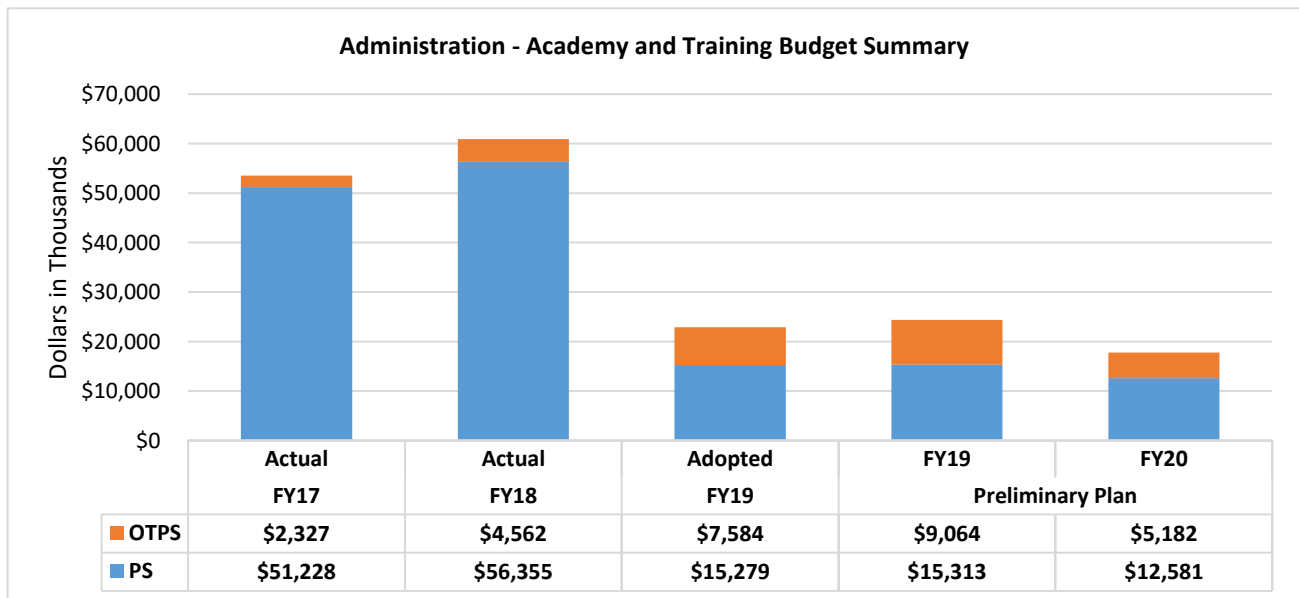
<sup>6</sup> <https://www.nydailynews.com/new-york/education/ny-metro-rikers-slashings-school-20190123-story.html>



The Department’s Fiscal 2020 Preliminary Budget for Operations – Hospital Prison Ward remains unchanged at \$13.8 million since the Fiscal 2019 Adopted Budget. This program area is funded solely with CTL funding. The budgeted headcount also remains unchanged at 171 (170 uniform; one civilian) since the Fiscal 2019 Adopted Budget.

**Administration – Academy and Training**

This program area includes funding for the Training Academy, including salaries for academy staff and Correction Officer Recruits.

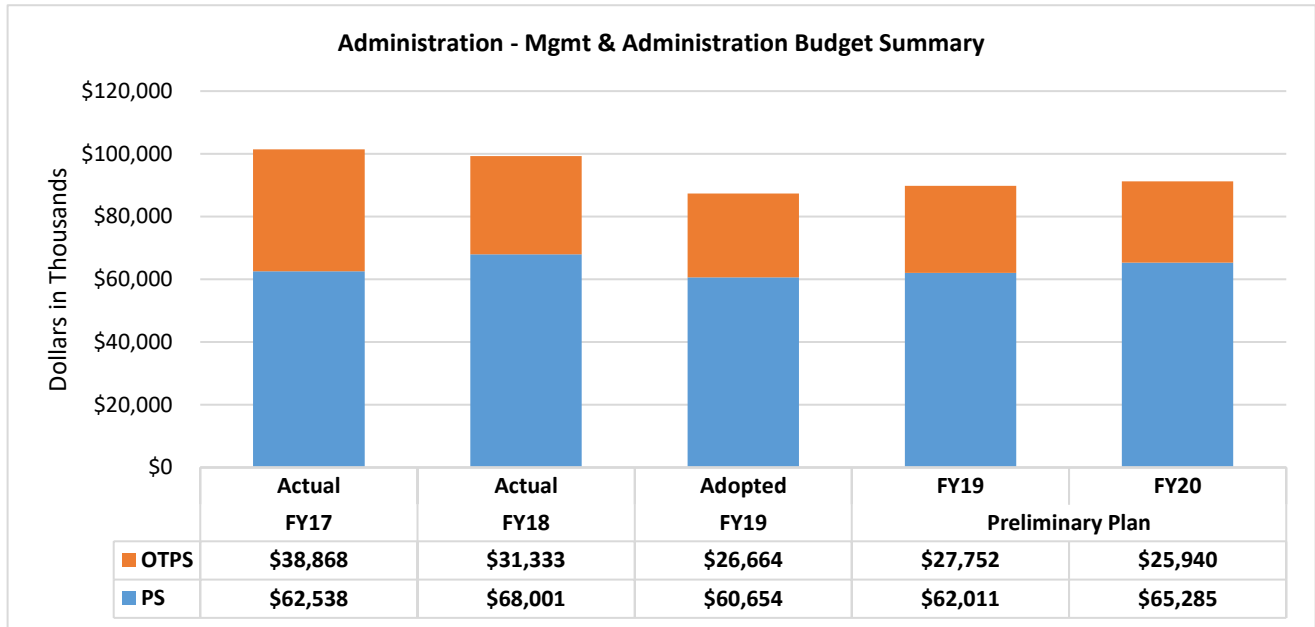


The Department’s Fiscal 2020 Preliminary Budget for Administration – Academy and Training decreases by \$5.1 million or 22.3 percent, when compared to the Fiscal 2019 Adopted Budget. The PS budget increases by \$2.7, and the OTPS budget decreases by \$2.4 million. The decrease is due to a \$2.6 million decrease in unsalaried, and \$2.4 million decrease in other services and charges in the OTPS budget. This decrease is not surprising, given that the aforementioned spending categories have zero to minimal actual expenditure in previous fiscal years; see Appendix C for full details. The budgeted headcount remains unchanged at 139 since the Adopted Budget. Budgeted uniform

headcount is significantly less when compared to actual headcount of Fiscal 2017. This is attributed to not having factored in DOC’s officer recruits for Fiscal 2019 and Fiscal 2020. For Fiscal 2017, actual uniform headcount is significantly more than Fiscal 2018, because a large class size of 1,144 officers graduated during Fiscal 2017.

**Administration – Management and Administration**

This program area includes funding for central administrative services.



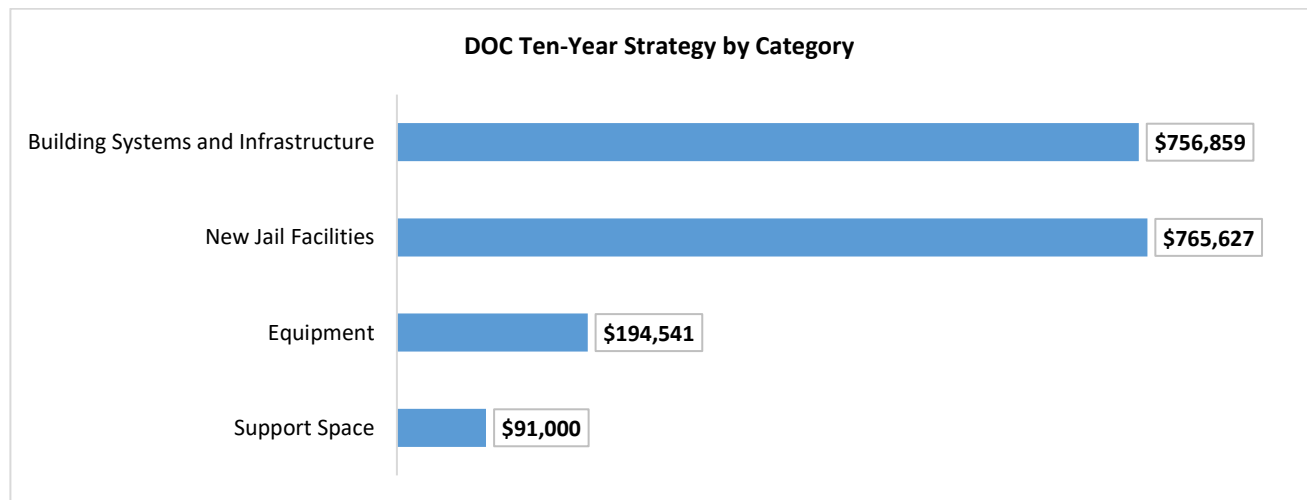
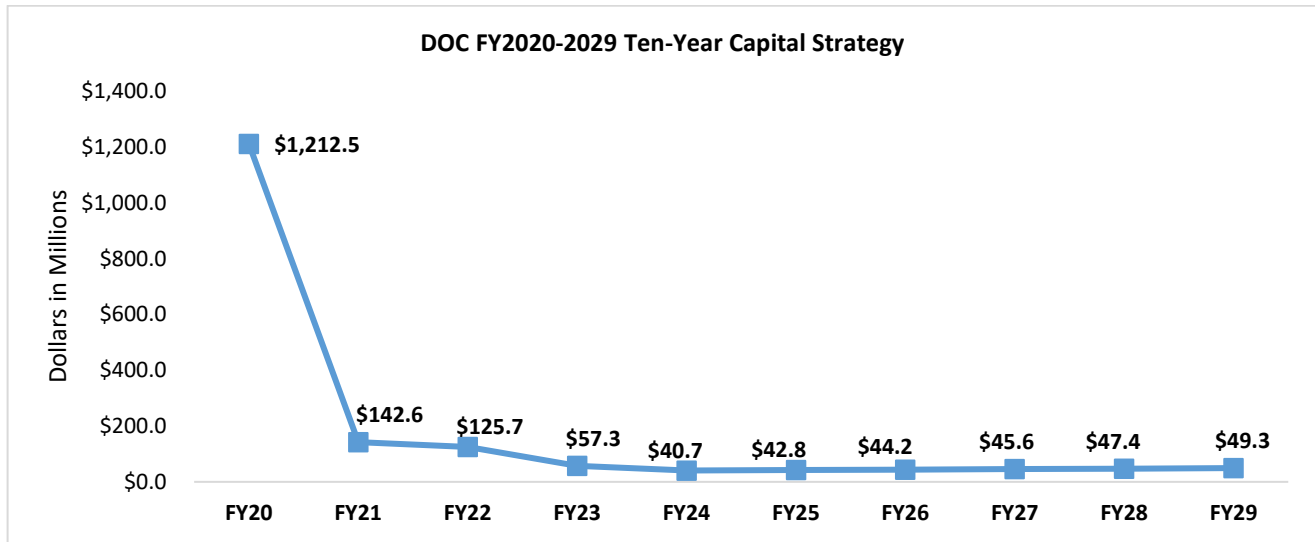
The Department’s Fiscal 2020 Preliminary Budget for Administration – Management and Administration shows an increase of \$3.9 million or four percent, when compared to the Fiscal 2019 Adopted Budget. The increase is due to a \$4.6 million increase in the PS budget for uniform and civilian full-time salaries, but this is offset by a decrease of \$724,000 in the OTPS budget. The increase in the PS budget is largely due to a \$4.6 million increase in civilian full-time salary. The budgeted headcount remains unchanged at 808 positions from the Fiscal 2019 Adopted Budget.

**Capital Program**

This section of the report will provide a discussion of DOC’s Ten-Year Capital Strategy (the Strategy), Capital Commitment Plan and Capital Budget. The Ten-Year Strategy is a long-term capital planning document that projects the City’s capital needs by agency and by major category over ten years. The Preliminary Capital Budget presents a four-year plan for what appropriations each agency anticipates will be needed to complete its projects. Finally, the Capital Commitment Plan provides details on how each agency plans to spend the appropriations allocated in the Capital Budget. The Commitment Plan breaks down the budget lines into individual projects and timelines for their completion.

The City’s Ten-Year Strategy totals \$104.1 billion, which is \$14.5 billion larger than the \$89.6 billion Fiscal 2018-2028 Ten-Year Strategy. DOC’s Ten-Year Capital Strategy totals \$1.8 billion, or 1.7 percent of the City’s total Strategy, and \$83.1 million less than the Department’s Fiscal 2018-2027 Strategy of \$1.9 billion. The chart below provides the full Strategy from Fiscal 2020 to Fiscal 2029. As the chart demonstrates, 67 percent of the Strategy is reflected in the first fiscal year. Of the \$1.2 billion in Fiscal

2020, roughly 63 percent is for the new jail facilities project. This is an unrealistic timeline in the Strategy. Furthermore, DOC’s Ten-Year Strategy is distributed among four project categories.



The Department of Correction manages fourteen jails, with ten facilities on Rikers Island and four borough facilities. The Department’s capital program goals are to ensure sufficient capacity is available to meet the security, programmatic, health, and safety needs of the inmate population; to replace aging modular and sprung housing units with new permanent housing facilities; to upgrade existing support areas to provide sufficient space for educational, health and administrative services to improve kitchen facilities and fire/life safety systems; to maintain appropriate replacement cycles of vehicles, security equipment, fencing, and communication equipment; and to maintain existing infrastructure and building systems. The Preliminary Ten-Year Capital Strategy provides \$1.8 billion to ensure sufficient capacity and support space as well as to upgrade equipment, vehicles, and necessary systems.

**New Jail Facilities.** The Preliminary Ten-Year Capital Strategy includes \$765.6 million for the design and construction of new borough-based jail facilities, as part of the City’s plan to close Rikers Island.

**Building Systems and Infrastructure.** The Preliminary Ten-Year Capital Strategy includes \$756.9 million for state of good repair of infrastructure, including \$166.7 million for the upgrade of the fire/life safety systems. The Strategy also provides \$70.1 million for ADA compliance; \$52.5 million for heating, air conditioning and ventilation; \$52.1 million for electrical work; \$32.7 million for

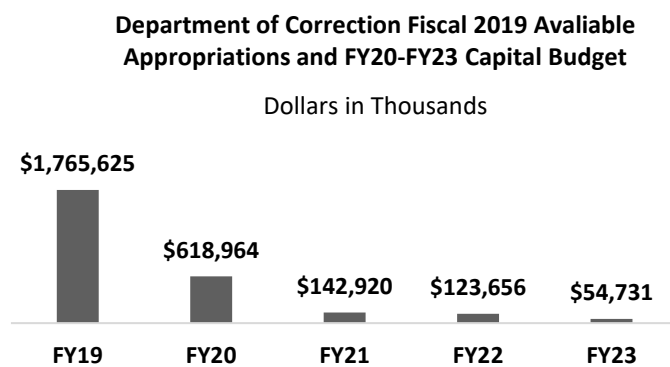
plumbing; \$21.7 million for perimeter security and fencing; and \$360.9 million for other state of good repair work.

**Equipment.** The Preliminary Ten-Year Capital Strategy provides \$194.5 million for equipment replacement, including \$52.3 million for vehicles; \$38.4 million for network and information technology equipment; \$36.2 million for radio equipment replacement; \$31.1 million for generators; \$21.8 million for the replacement of food service and security equipment; and \$14.7 million for security equipment including cameras.

**Support Space.** The Preliminary Ten-Year Capital Strategy provides \$91 million to improve and construct support facilities and perimeter fencing. This includes \$90 million for a new training academy and \$1 million for perimeter security and fencing.

### Fiscal 2019 Preliminary Capital Budget for Fiscal 2020-2023

The Capital Budget provides the estimated need for new appropriations for Fiscal 2020 along with projections for the subsequent three-year capital program. Appropriations represent the legal authority to spend capital dollars and are what the Council votes on at budget adoption.

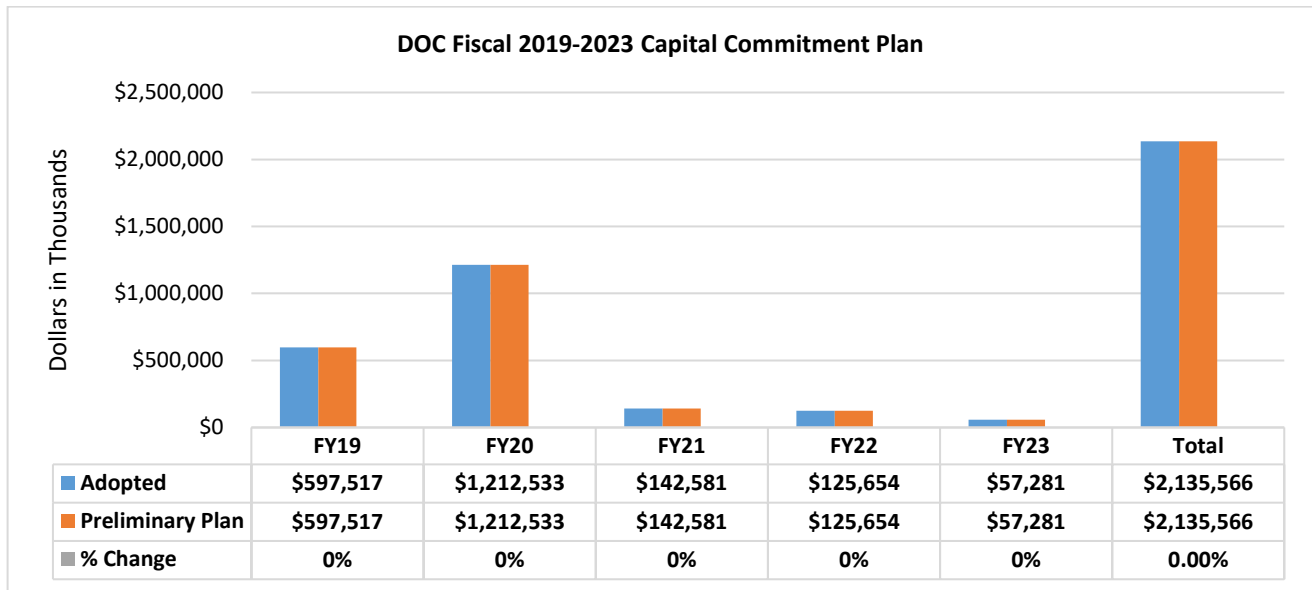


As shown in the chart at left, the Department of Correction’s Fiscal 2020 Preliminary Capital Budget includes \$940.3 million in Fiscal 2020-2023. This represents approximately 1.7 percent of the City’s total \$52.8 billion Capital Budget for 2020-2023. Available appropriations for Fiscal 2019 total \$1.8 billion. This is entirely reauthorized prior appropriations.

### Fiscal 2019 Preliminary Capital Commitment Plan for Fiscal 2019-2023

The City’s Capital Commitment Plan details the Administration’s plan to spend the appropriations voted on by the City Council at Adoption. The Commitment Plan provides project-level funding detail as well as an estimate of expenditure dates. It is through this document that we gain insight into a project’s estimated start date and time to completion.

The Fiscal 2020 Preliminary Capital Commitment Plan includes \$2.1 billion in Fiscal 2019-2023 for the Department of Correction. This represents approximately 2.5 percent of the City’s total \$83.8 billion Preliminary Plan for Fiscal 2019-2023. DOC’s Preliminary Capital Commitment Plan for Fiscal 2019-2023 remains unchanged from the Adopted Capital Commitment Plan.



In Fiscal 2018, DOC’s planned commitments totaled \$378.1 million, but only \$32.7 million, or nine percent, were committed. The remaining \$345.4 million has been rolled into the Fiscal 2019-2023 Plan, which explains the exceptionally high commitment plan level. Both the Fiscal 2019 Preliminary Budget and Commitment Plan present extraordinarily unrealistic projections of the amount of capital work that the Department is likely to accomplish in either Fiscal 2019 or Fiscal 2020.

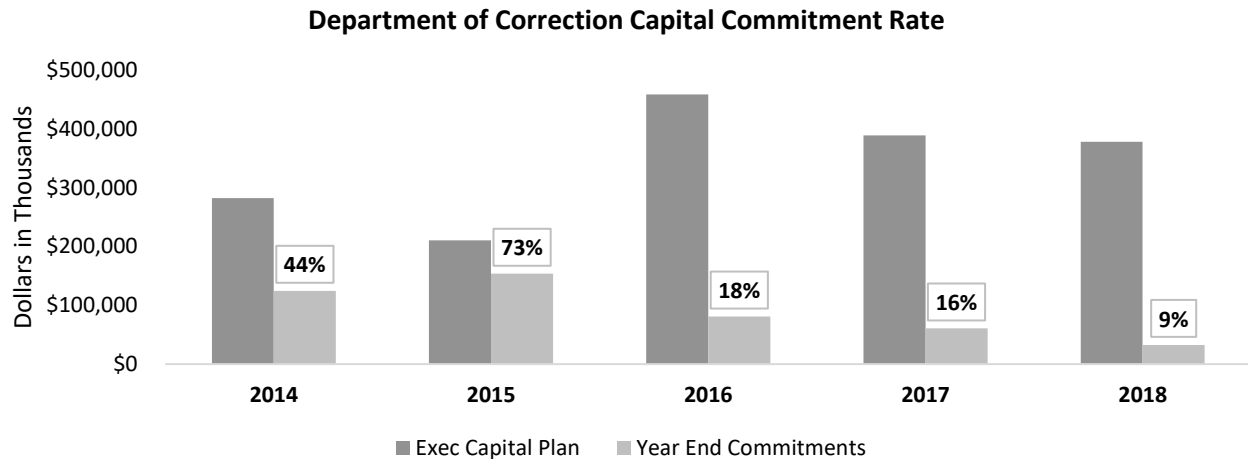
The Department’s largest projects are the construction of new jail facilities, and a new training academy. In the Fiscal 2018 Preliminary Budget Response, the Council called on the Administration to defund the new jail on Rikers Island project, and build a new state of the art training facility for correction officers. The Fiscal 2018 Budget answered the Council’s calls and defunded the new Rikers Island jail facility project and restructured DOC’s capital plan to provide \$1.1 billion for the design and construction of new jail facilities. Additionally, the Department included \$100 million for the construction of a new training academy. However, neither the Capital Plan nor the Strategy present a sufficient level of funding to construct four new jails and maintain DOC’s current facilities. The Administration plans to close Rikers and open four new jails during the Strategy period; the Executive Strategy should be updated to include to close Rikers plan.

The total available appropriations for Fiscal 2019 are \$1.8 billion against planned commitments totaling \$597.5 million. This excess balance of \$1.2 billion in appropriations gives the Administration considerable flexibility within the capital plan. However, as the commitment of appropriations are legally bound to their budget line descriptions this flexibility is more limited than it appears from this variance alone.

The Commitment Plan typically frontloads planned commitments for capital projects in the first year or two of the plan, and agencies rarely meet these targets. The Department of Correction’s Commitment Plan show 28 percent of all commitments in the first year. Its history of commitments is shown below. Given this performance history, it is likely that DOC will end this year with unmet commitment targets and significant appropriations will be rolled into Fiscal 2020 and in the outyears.

The chart below displays the Department’s capital commitment plan as of the Fiscal 2014-2018 Executive Budgets and the actual commitments in the corresponding fiscal year. From Fiscal 2014-2018, DOC’s average capital commitment rate was 32 percent. The Department performed well in Fiscal 2015 at 73 percent, but this commitment rate has declined to below 20 percent from Fiscal

2016 to its lowest commitment rate in Fiscal 2018 at nine percent. The high commitment rate in Fiscal 2015 is attributed to the Department having had a much lower Commitment Plan at \$210.5 million, when compared to the following fiscal years with Commitment Plans that exceed \$300 million. The commitment rate in the preceding years are thrown off because of the \$1.1 billion allocated for the new jails that continues to roll into the next fiscal year. The chart also shows the capital commitment rate: the percentage of the capital plan committed per fiscal year.<sup>7</sup>



DOC’s capital budget has 11 budget lines, with 172 discrete project IDs within the 11 different budget lines. Most notably, two major projects, construction of a new training academy, and new jail facilities, is in the budget line “Acquisition, Construction, etc.” Of the 172 project IDs, five are managed by the following agencies: the Department of Design and Construction and the Department of Citywide Administrative Services. These two outside managing agencies oversee projects totaling \$1.2 million in the Fiscal 2019-2023 Preliminary Capital Commitment Plan. This accounts for less than one percent of DOC’s total capital plan.

**Fiscal 2020 Preliminary Capital Plan Highlights**

Major capital projects included in the Preliminary Capital Plan for Fiscal 2019-2023 are highlighted below.

- New Jail Facilities.** The Preliminary Capital Commitment Plan includes \$1.1 billion in Fiscal 2018 for the design and construction of new jail facilities. On January 25, 2018, Perkins Eastman was hired as the official consultant for this project. Perkins Eastman was awarded \$7.6 million for a 10-month study to create a master plan with recommendations for how to maximize capacity at each of the sites and design jails that best meet the needs of inmates, staff, and communities. The four sites for borough-based jails have been identified: Manhattan Detention Center (MDC); Queens Detention Center (QDC); Brooklyn Detention Center (BDC); and the NYPD Tow Pound in the Bronx. The Plan shows \$300 million in Fiscal 2019, but given that there are only four months left in the fiscal year and no project has started, this funding should be moved to a later year in the Plan. According to the Department, the capital project scope development (CPSD) study has to be released in order to know the

<sup>7</sup> Note planned commitments are higher than the agency’s “target commitments.” Target commitments are a management tool used by OMB; they are “the actual aggregate levels that the managing agencies are expected to commit and against which their performance will be measured at the end of the fiscal year,” and are not broken out between City and non-City funds.



true cost of building the new jail facilities. DOC expects to submit the ULURP application by the end of March 2019.

- **Construction of a New Training Academy.** The Preliminary Capital Commitment Plan includes a total of \$100 million for the construction of a new training academy, with planned commitments of \$10 million in Fiscal 2019 and \$90 million in Fiscal 2020. The Department is reviewing the findings from the feasibility study, and no decision on the final location of the academy has been determined.
- **Drug Detection Machines.** The Preliminary Capital Commitment Plan includes \$1.5 million in Fiscal 2019 for eight drug detection machines. These body scanners are used to detect drugs on inmates. The Department plans to place the drug detection machines at five DOC facilities. According to the Department, every facility will have at least one drug detection machine, but some facilities will have more than one, depending on the population size and inmate classification, but no locations have been determined as of the Preliminary Commitment Plan. As of recent, the contracts to purchase the machines have been registered with the Comptroller's Office.
- **Inmate Management System.** The Preliminary Capital Commitment Plan includes \$12.3 million in Fiscal 2019 for a new inmate management system. This project was formerly called "jail management system." DOC is currently working with the Department of Information Technology and Telecommunications (DoITT) and Gartner Consulting. The consulting firm will help map out the Department's specific needs for updating the inmate management system. The Department will release the request for proposal (RFP) to actually procure the system once Gartner Consulting finishes determining DOC's needs. Additionally, the Department had to revise its requirements for this project to ensure that it covers all the datasets required as set forth in the 14-Point Plan Reform Agenda. According to the Department, DoITT completed the assessment in June 2018, but DoITT and Gartner are still assessing the modules and system that DOC needs in order for a comprehensive inmate management system. It is highly unlikely that DOC will commit any of the \$12.3 million for this year as scheduled in the Plan.
- **20 Smith Detection Dual View Body Scanners.** The Preliminary Capital Commitment Plan includes \$2.8 million in Fiscal 2019 to purchase brand new smith detection dual view body scanners. The ionizing radiation body scanners had been used by DOC until 2014, when the state Corrections Commission halted this practice because state health law required that such devices be operated by licensed radiation technicians. However, the State passed legislation on October 2, 2018, that now allows the Department to use the ionizing body scanners to detect contraband in inmates' bodies or in their clothing that cannot easily be found in pat frisks and are undetectable by metal detectors. According to the Department, every facility on Rikers Island and the current borough jails will have the scanners. As of the Preliminary Commitment Plan, the Department has not purchased the scanners yet, but have been approved to purchase up to 20 scanners.
- **Body Cameras.** The Preliminary Capital Commitment Plan includes \$1.9 million in Fiscal 2019 to purchase body cameras to be worn by correction officers for a pilot at one of the facilities, as per the Nunez agreement. As of the Preliminary Commitment Plan, the pilot facility has not been determined. The Department will decide the pilot facility in conjunction with the Court Monitor.

## Appendices

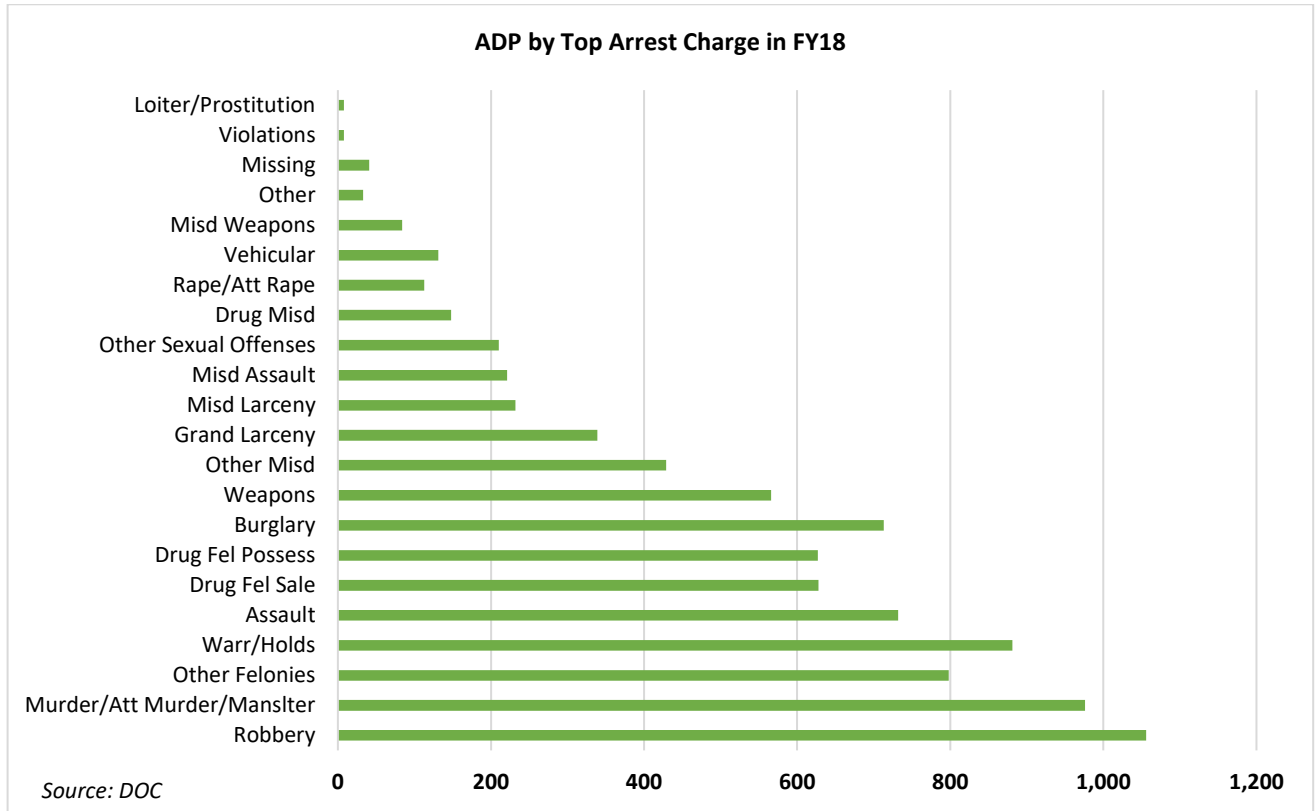
### A. Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	FY19			FY20		
	City	Non-City	Total	City	Non-City	Total
<b>DOC Budget as of the Adopted 2019 Budget</b>	<b>\$1,393,404</b>	<b>\$10,322</b>	<b>\$1,403,725</b>	<b>\$1,430,086</b>	<b>\$10,319</b>	<b>\$1,440,405</b>
<b>Other Adjustments</b>						
DC37 Collective Bargaining	\$1,798	\$0	\$1,798	\$3,082	\$0	\$3,082
Energy Demand Response Rollover	0	1,108	1,108	0	0	0
Energy Manager	0	90	90	0	0	0
ExCEL Projects	0	435	435	0	0	0
Fund Psychological Testing	0	180	180	0	0	0
FY19_DOC_FOI	0	755	755	0	0	0
MOCJ Cure Violence Transfer	(1,135)	0	(1,135)	0	0	0
PS Accruals	(20,901)	0	(20,901)	(21,451)	0	(21,451)
GMDC Savings	(7,047)	0	(7,047)	(14,094)	0	(14,094)
Vacancy Reductions	0	0	0	(2,308)	0	(2,308)
Various Collective Bargaining	1,238	0	1,238	1,905	0	1,905
Workforce Development	0	20	20	0	0	0
<b>Subtotal, Other Adjustments</b>	<b>(\$26,047)</b>	<b>\$2,588</b>	<b>(\$23,459)</b>	<b>(\$32,866)</b>	<b>\$0</b>	<b>(\$32,866)</b>
<b>TOTAL, All Changes</b>	<b>(\$26,047)</b>	<b>\$2,588</b>	<b>(\$23,459)</b>	<b>(\$32,866)</b>	<b>\$0</b>	<b>(\$32,866)</b>
<b>DOC Budget as of the Preliminary 2020 Budget</b>	<b>\$1,367,357</b>	<b>\$12,910</b>	<b>\$1,380,267</b>	<b>\$1,397,220</b>	<b>\$10,319</b>	<b>\$1,407,539</b>

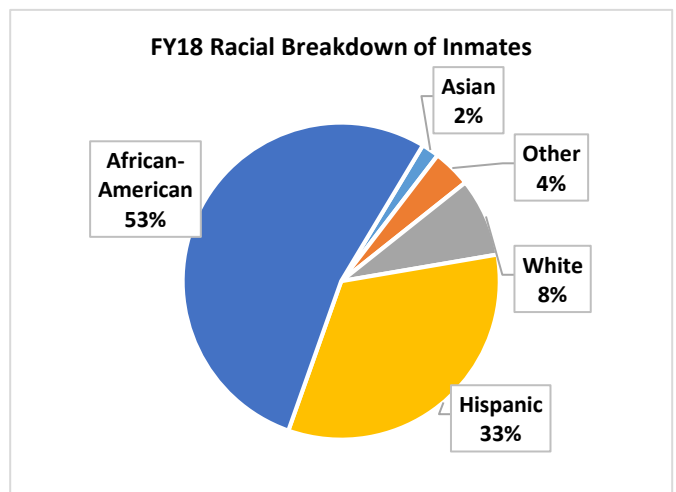
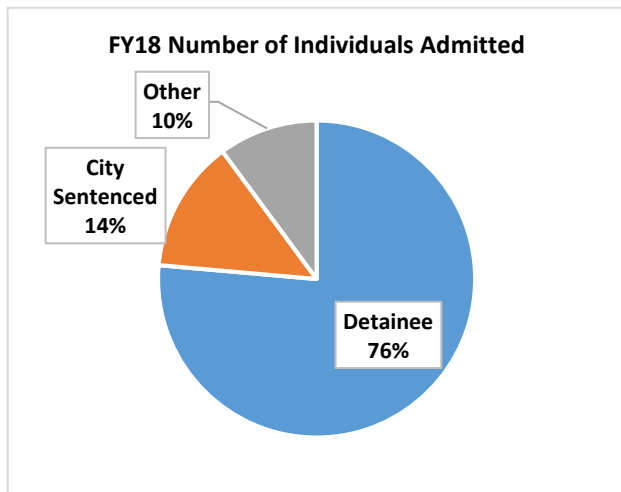
### B. DOC Contract Budget

<b>DOC FY20 Preliminary Contract Budget</b>				
<i>Dollars in Thousands</i>				
Category	FY19 Adopted	Number of Contracts	FY20 Preliminary	Number of Contracts
Cleaning Services	\$175	1	\$175	1
Contractual Services - General	39,444	13	38,141	13
Maintenance and Repairs - General	20,416	30	14,798	30
Maintenance and Repairs - Motor Vehicle Equip	130	1	130	1
Office Equipment Maintenance	95	6	95	6
Prof. Services - Computer Services	554	1	79	1
Prof. Services - Other	452	5	452	5
Telecommunications Maintenance	6,088	2	6,563	2
Temporary Services	1	1	1	1
Training Program for City Employees	1,804	2	1,804	2
Transportation Services	261	1	261	1
<b>TOTAL</b>	<b>\$69,420</b>	<b>63</b>	<b>\$62,500</b>	<b>63</b>

### C. Top Arrest Charge



### D. Inmate Demographics



## E. Program Areas

### Jail Operations

<b>Jail Operations</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Personal Services</b>						
Full-Time Salaried - Uniformed	\$577,415	\$615,369	\$735,020	\$698,814	\$715,312	(\$19,708)
Full-Time Salaried - Civilian	42,690	43,456	43,322	50,894	70,539	27,216
Other Salaried and Unsalariated	5,779	5,626	3,237	3,523	6,169	2,932
Additional Gross Pay	81,157	84,559	102,518	93,978	102,518	0
Overtime - Uniformed	210,814	170,162	150,371	150,371	150,602	231
Overtime - Civilian	12,684	10,797	6,411	6,411	6,411	0
Fringe Benefits	22,794	23,696	24,088	24,155	24,124	36
<b>Subtotal</b>	<b>\$953,334</b>	<b>\$953,665</b>	<b>\$1,064,967</b>	<b>\$1,028,146</b>	<b>\$1,075,674</b>	<b>\$10,707</b>
<b>Other Than Personal Services</b>						
Supplies and Materials	\$42,116	\$43,058	\$42,032	\$40,717	\$41,533	(\$499)
Fixed and Misc Charges	119	705	2,293	648	2,323	30
Property and Equipment	5,295	4,724	2,969	4,239	2,429	(540)
Other Services and Charges	23,118	27,189	25,771	28,778	24,958	(813)
Social Services	5,528	6,912	2,827	4,790	2,827	0
Contractual Services	9,522	8,971	6,138	8,493	6,024	(114)
<b>Subtotal</b>	<b>\$85,698</b>	<b>\$91,558</b>	<b>\$82,030</b>	<b>\$87,665</b>	<b>\$80,095</b>	<b>(\$1,936)</b>
<b>TOTAL</b>	<b>\$1,039,032</b>	<b>\$1,045,224</b>	<b>\$1,146,997</b>	<b>\$1,115,811</b>	<b>\$1,155,769</b>	<b>\$8,772</b>
<b>Funding</b>						
City Funds			\$1,137,588	\$1,105,767	\$1,146,360	\$8,772
Federal - Other			8,286	8,286	8,286	0
Intra City			15	650	15	0
State			1,109	1,109	1,109	0
<b>TOTAL</b>	<b>\$1,039,032</b>	<b>\$1,045,224</b>	<b>\$1,146,997</b>	<b>\$1,115,811</b>	<b>\$1,155,769</b>	<b>\$8,772</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Uniform	8,683	9,672	9,259	9,259	9,096	(163)
Full-Time Positions - Civilian	708	687	1,251	1,251	1,021	(230)
<b>TOTAL</b>	<b>9,391</b>	<b>10,359</b>	<b>10,510</b>	<b>10,510</b>	<b>10,117</b>	<b>(393)</b>

\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

**Operations – Rikers Security and Operations**

<b>Operations-Rikers Security and Operations</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Personal Services</b>						
Full-Time Salaried - Uniformed	\$21,597	\$25,628	\$28,140	\$28,147	\$28,152	\$12
Full-Time Salaried - Civilian	3,059	3,004	3,659	3,155	3,823	164
Other Salaried and Unsalariated	5	0	0	0	0	0
Additional Gross Pay	3,734	4,272	0	0	0	0
Overtime - Uniformed	12,536	13,358	0	0	0	0
Overtime - Civilian	555	582	0	0	0	0
Fringe Benefits	118	106	0	0	0	0
<b>Subtotal</b>	<b>\$41,603</b>	<b>\$46,950</b>	<b>\$31,799</b>	<b>\$31,302</b>	<b>\$31,976</b>	<b>\$177</b>
<b>Other Than Personal Services</b>						
Supplies and Materials	\$2,904	\$3,267	\$2,348	\$3,687	\$2,901	\$553
Property and Equipment	1,517	643	611	513	611	0
Other Services and Charges	5	94	0	15	0	0
Contractual Services	581	823	1,567	1,251	1,597	30
<b>Subtotal</b>	<b>\$5,008</b>	<b>\$4,826</b>	<b>\$4,526</b>	<b>\$5,466</b>	<b>\$5,109</b>	<b>\$583</b>
<b>TOTAL</b>	<b>\$46,610</b>	<b>\$51,776</b>	<b>\$36,326</b>	<b>\$36,768</b>	<b>\$37,085</b>	<b>\$760</b>
<b>Funding</b>						
City Funds			\$36,326	\$36,768	\$37,085	\$760
<b>TOTAL</b>	<b>\$46,610</b>	<b>\$51,776</b>	<b>\$36,326</b>	<b>\$36,768</b>	<b>\$37,085</b>	<b>\$760</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Uniform	281	404	328	328	328	0
Full-Time Positions - Civilian	53	53	56	56	56	0
<b>TOTAL</b>	<b>334</b>	<b>457</b>	<b>384</b>	<b>384</b>	<b>384</b>	<b>0</b>

*\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

**Operations – Infrastructure & Environmental Health**

<b>Operations-Infrastructure and Environmental Health</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Personal Services</b>						
Full-Time Salaried - Uniformed	\$6,073	\$5,700	\$6,216	\$6,224	\$6,229	\$13
Full-Time Salaried - Civilian	18,916	20,604	21,362	15,396	21,874	512
Additional Gross Pay	1,598	1,772	0	0	0	0
Overtime - Uniformed	2,749	2,259	0	0	0	0
Overtime - Civilian	9,390	8,245	645	645	645	0
Fringe Benefits	78	1,474	0	0	0	(0)
P.S. Other	(158)	(146)	0	0	0	0
Unsalaries	0	9	0	0	0	0
<b>Subtotal</b>	<b>\$38,646</b>	<b>\$39,916</b>	<b>\$28,223</b>	<b>\$22,265</b>	<b>\$28,748</b>	<b>\$525</b>
<b>Other Than Personal Services</b>						
Supplies and Materials	\$7,447	\$5,946	\$5,867	\$5,945	\$5,867	\$0
Fixed and Misc Charges	681	22	0	0	0	0
Property and Equipment	2,416	92	118	82	118	0
Other Services and Charges	256	2,392	0	1,658	0	0
Contractual Services	16,735	14,540	14,184	18,441	8,566	(5,618)
<b>Subtotal</b>	<b>\$27,535</b>	<b>\$22,992</b>	<b>\$20,169</b>	<b>\$26,125</b>	<b>\$14,552</b>	<b>(\$5,618)</b>
<b>TOTAL</b>	<b>\$66,181</b>	<b>\$62,908</b>	<b>\$48,393</b>	<b>\$48,390</b>	<b>\$43,300</b>	<b>(\$5,093)</b>
<b>Funding</b>						
City Funds			\$48,393	\$47,281	\$43,300	(\$5,093)
Other Categorical			0	1,108	0	0
<b>TOTAL</b>	<b>\$66,181</b>	<b>\$62,908</b>	<b>\$48,393</b>	<b>\$48,390</b>	<b>\$43,300</b>	<b>(\$5,093)</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Uniform	71	60	72	72	72	0
Full-Time Positions - Civilian	223	256	225	225	225	0
<b>TOTAL</b>	<b>294</b>	<b>316</b>	<b>297</b>	<b>297</b>	<b>297</b>	<b>0</b>

\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

**Health and Programs**

<b>Health and Programs</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Personal Services</b>						
Full-Time Salaried - Uniformed	\$4,137	\$4,188	\$4,125	\$4,132	\$4,137	\$11
Full-Time Salaried - Civilian	8,140	10,202	8,290	8,606	8,831	541
Other Salaried and Unsalari ed	0	0	0	2	0	0
Additional Gross Pay	711	797	0	0	0	0
Overtime - Uniformed	1,399	1,019	0	0	0	0
Overtime - Civilian	662	1,140	0	0	0	0
Fringe Benefits	55	53	0	0	0	0
<b>Subtotal</b>	<b>\$15,104</b>	<b>\$17,399</b>	<b>\$12,415</b>	<b>\$12,740</b>	<b>\$12,968</b>	<b>\$552</b>
<b>Other Than Personal Services</b>						
Supplies and Materials	\$3,126	\$1,496	\$2,431	\$2,190	\$2,431	\$0
Fixed and Misc Charges	92	91	0	220	0	0
Property and Equipment	3,592	2,792	725	1,574	725	0
Other Services and Charges	3,612	6,080	11,372	7,118	11,372	0
Social Services	435	582	1,020	477	1,020	0
Contractual Services	15,653	29,587	20,113	27,086	20,129	17
<b>Subtotal</b>	<b>\$26,510</b>	<b>\$40,629</b>	<b>\$35,660</b>	<b>\$38,665</b>	<b>\$35,676</b>	<b>\$17</b>
<b>TOTAL</b>	<b>\$41,614</b>	<b>\$58,028</b>	<b>\$48,075</b>	<b>\$51,404</b>	<b>\$48,644</b>	<b>\$569</b>
<b>Funding</b>						
City Funds			\$47,941	\$50,515	\$48,513	\$572
Federal - Other			41	41	37	(3)
Intra City			93	848	93	0
<b>TOTAL</b>	<b>\$41,614</b>	<b>\$58,028</b>	<b>\$48,075</b>	<b>\$51,404</b>	<b>\$48,644</b>	<b>\$569</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Uniform	52	44	49	49	49	0
Full-Time Positions - Civilian	154	168	141	141	141	0
<b>TOTAL</b>	<b>206</b>	<b>212</b>	<b>190</b>	<b>190</b>	<b>190</b>	<b>0</b>

*\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

**Operations – Hospital Prison Ward**

<b>Operations-Hospital Prison Ward</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Personal Services</b>						
Full-Time Salaried - Uniformed	\$13,935	\$16,574	\$13,696	\$13,696	\$13,696	\$0
Full-Time Salaried - Civilian	25	34	57	57	57	0
Additional Gross Pay	2,198	2,650	0	0	0	0
Overtime - Uniformed	3,888	2,566	0	0	0	0
Fringe Benefits	196	197	0	0	0	0
<b>Subtotal</b>	<b>\$20,243</b>	<b>\$22,021</b>	<b>\$13,753</b>	<b>\$13,753</b>	<b>\$13,753</b>	<b>\$0</b>
<b>TOTAL</b>	<b>\$20,243</b>	<b>\$22,021</b>	<b>\$13,753</b>	<b>\$13,753</b>	<b>\$13,753</b>	<b>\$0</b>
<b>Funding</b>						
City Funds			\$13,753	\$13,753	\$13,753	\$0
<b>TOTAL</b>	<b>\$20,243</b>	<b>\$22,021</b>	<b>\$13,753</b>	<b>\$13,753</b>	<b>\$13,753</b>	<b>\$0</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Uniform	184	223	170	170	170	0
Full-Time Positions - Civilian	1	1	1	1	1	0
<b>TOTAL</b>	<b>185</b>	<b>224</b>	<b>171</b>	<b>171</b>	<b>171</b>	<b>0</b>

*\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

**Administration – Academy and Training**

<b>Administration-Academy and Training</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Personal Services</b>						
Full-Time Salaried - Uniformed	\$42,252	\$48,775	\$11,464	\$11,471	\$11,476	\$12
Full-Time Salaried - Civilian	1,202	917	1,062	1,087	1,105	43
Additional Gross Pay	1,901	1,446	0	0	0	0
Overtime - Uniformed	5,666	5,036	0	0	0	0
Overtime - Civilian	89	89	0	0	0	0
Fringe Benefits	104	91	0	0	0	0
Unsalaries	14	1	2,753	2,755	0	(2,753)
<b>Subtotal</b>	<b>\$51,228</b>	<b>\$56,355</b>	<b>\$15,279</b>	<b>\$15,313</b>	<b>\$12,581</b>	<b>(\$2,697)</b>
<b>Other Than Personal Services</b>						
Supplies and Materials	\$162	\$195	\$130	\$170	\$100	(\$30)
Property and Equipment	782	47	642	619	642	0
Other Services and Charges	0	0	2,372	1,742	0	(2,372)
Contractual Services	1,383	4,321	4,440	6,534	4,440	0
<b>Subtotal</b>	<b>\$2,327</b>	<b>\$4,562</b>	<b>\$7,584</b>	<b>\$9,064</b>	<b>\$5,182</b>	<b>(\$2,402)</b>
<b>TOTAL</b>	<b>\$53,555</b>	<b>\$60,917</b>	<b>\$22,863</b>	<b>\$24,377</b>	<b>\$17,763</b>	<b>(\$5,099)</b>
<b>Funding</b>						
City Funds			\$22,863	\$24,377	\$17,763	(\$5,099)
<b>TOTAL</b>	<b>\$53,555</b>	<b>\$60,917</b>	<b>\$22,863</b>	<b>\$24,377</b>	<b>\$17,763</b>	<b>(\$5,099)</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Uniform	1,433	100	122	122	122	0
Full-Time Positions - Civilian	12	10	17	17	17	0
<b>TOTAL</b>	<b>1,445</b>	<b>110</b>	<b>139</b>	<b>139</b>	<b>139</b>	<b>0</b>

\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.



**Administration – Management and Administration**

<b>Administration-Mgmt and Administration</b>						
<i>Dollars in Thousands</i>						
	<b>FY17</b>	<b>FY18</b>	<b>FY19</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY19</b>	<b>FY20</b>	<b>FY19-FY20</b>
<b>Spending</b>						
<b>Personal Services</b>						
Full-Time Salaried - Uniformed	\$10,349	\$12,895	\$19,317	\$19,332	\$19,344	\$27
Full-Time Salaried - Civilian	43,966	46,023	41,337	42,678	45,941	4,604
Additional Gross Pay	2,050	2,441	0	0	0	0
Overtime - Uniformed	3,332	3,691	0	0	0	0
Overtime - Civilian	2,672	2,794	0	0	0	0
Fringe Benefits	134	152	0	0	0	0
Unsalariated	34	6	0	0	0	0
<b>Subtotal</b>	<b>\$62,538</b>	<b>\$68,001</b>	<b>\$60,654</b>	<b>\$62,011</b>	<b>\$65,285</b>	<b>\$4,630</b>
<b>Other Than Personal Services</b>						
Supplies and Materials	\$1,320	\$1,535	\$625	\$1,211	\$625	\$0
Property and Equipment	4,194	4,523	2,578	2,484	2,274	(304)
Other Services and Charges	12,517	12,004	12,850	13,319	12,850	0
Fixed & Misc. Charges	77	169	42	52	42	0
Contractual Services	20,760	13,101	10,568	10,686	10,148	(420)
<b>Subtotal</b>	<b>\$38,868</b>	<b>\$31,333</b>	<b>\$26,664</b>	<b>\$27,752</b>	<b>\$25,940</b>	<b>(\$724)</b>
<b>TOTAL</b>	<b>\$101,406</b>	<b>\$99,334</b>	<b>\$87,318</b>	<b>\$89,763</b>	<b>\$91,224</b>	<b>\$3,906</b>
<b>Funding</b>						
Capital-IFA			\$778	\$778	\$778	\$0
City Funds			86,540	88,895	90,446	3,906
Intra City			0	90	0	0
<b>TOTAL</b>	<b>\$101,406</b>	<b>\$99,334</b>	<b>\$87,318</b>	<b>\$89,763</b>	<b>\$91,224</b>	<b>\$3,906</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Uniform	158	150	226	226	226	0
Full-Time Positions - Civilian	578	595	582	583	582	0
<b>TOTAL</b>	<b>736</b>	<b>745</b>	<b>808</b>	<b>809</b>	<b>808</b>	<b>0</b>

\*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

## F. Fiscal 2019 Preliminary Mayor's Management Report

### Goal 1A

DOC Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Inmates in Security Risk Group (% ADP)	13.30%	14.70%	15.40%	*	*	14.90%	16.40%
Fight/assault infractions	11,240	12,650	12,047	*	*	3,997	4,454
Jail-based arrests of inmates	1,538	1,126	742	*	*	345	189
Searches	237,757	246,822	308,063	*	*	93,979	106,938
Weapons recovered	3,396	3,976	3,676	*	*	1,407	1,121
Violent inmate-on-inmate incidents (monthly rate per 1,000 ADP)	47.8	55.2	55.8	DOWN	DOWN	54.7	70
Serious injury to inmate(s) as a result of violent inmate-on-inmate incidents (monthly rate per 1,000 ADP)	2.5	2.7	2	DOWN	DOWN	2.3	2
Inmate assault on staff (monthly rate per 1,000 ADP)	7.9	8.4	9.2	DOWN	DOWN	8.9	12.5
Serious injury to staff as a result of inmate assault on staff (monthly rate per 1,000 ADP)	0.2	0.24	0.42	DOWN	DOWN	0.46	0.46

### Goal 1B

DOC Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Incidents of use of force - total	4,756	4,673	5,175	*	*	1,631	2,137
Incidents of use of force - adolescent inmates	594	531	478	*	*	143	221
Department use of force incidents with serious injury (rate per 1,000 ADP)	0.68	0.75	1.52	DOWN	DOWN	1.66	1.53
Department use of force incidents with minor injury (rate per 1,000 ADP)	15.39	14.7	17.31	*	*	16.94	19.69
Department use of force incidents with no injury (rate per 1,000 ADP)	24.41	25.52	29.65	*	*	25.82	44.13
Incidents and allegations of use of force	5,269	5,070	5,589	*	*	1,786	2,288

### Goal 1C

DOC Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Inmates with a mental health diagnosis (% ADP)	42%	42%	43%	*	*	NA	NA
Inmates with a serious mental health diagnosis (% ADP)	11.00%	10.30%	14.30%	*	*	11.80%	17.00%
Inmate health clinic visits	78,499	79,844	76,856	*	*	25,782	27,536
– Average clinic waiting time (minutes)	28	22	21	DOWN	DOWN	21	20

### Goal 2B

DOC Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Average daily number of inmates in vocational skills training programs	226	419	482	*	*	416	303
Average daily attendance in school programs	256	203	169	*	*	207	91
Inmates participating in skills-building activities/discharge planning (%)	8.70%	14.00%	23.80%	10.00%	10.00%	NA	NA