Close Rikers Strategic Plan

Office for Coordination of the Transition to Borough-Based Jails

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The OFFICE of the MAYOR

Letter from Mayor Zohran Kwame Mamdani

For decades, Rikers Island has stood as a symbol of the failures of our criminal legal system. Generations of New Yorkers in custody and the people who work inside jails have been forced to endure conditions that no one should accept. But Rikers is not only a story of government neglect. It is also a story of New Yorkers' refusal to accept it. Since the first jail opened on the island in the 1930s, New Yorkers have organized for a more humane system. They never stopped demanding change.

Our administration is determined to meet our moral and legal obligation to close Rikers Island once and for all. Closing Rikers is essential to building a city that is safer and more just. We will get there by building borough-based jails where human dignity is not an afterthought. We will reduce the jail population and significantly improve the services we provide to those incarcerated, from mental health counseling to vocational training, while ensuring that victims have the support that they need and deserve.

The *Close Rikers: Strategic Plan* lays out the path to fulfill that promise and builds a criminal legal system rooted in safety, accountability and dignity. Public safety cannot be measured by the number of people behind bars. It must be measured by whether New Yorkers are safe in their homes and neighborhoods, whether they can access the services they need and whether government is meeting its responsibilities. The research is clear: an overreliance on detention does not make our communities safer. Time in jail can increase the likelihood of rearrest and pull New Yorkers away from their jobs, families and schools. That is why we are investing in community-based services, addressing delays in the courts and making sure that no New Yorker spends a day in jail longer than necessary.

Our administration has already taken significant steps toward closing Rikers and improving conditions for those in custody and the people who work there. We opened a Therapeutic Housing Unit at Bellevue Hospital, closed the North Infirmary Command, expanded job training opportunities for people in custody, strengthened operational policies for Department of Correction (DOC) staff and transferred facilities out of DOC control to the Department of Citywide Administrative Services (DCAS). Close Rikers builds on that foundation. It will expand therapeutic housing capacity across the city, and establish a vision for the future reuse of the island that advances our broader goals for sustainability and resiliency. The work to close Rikers did not begin with this administration. And despite years of delay under the Adams administration, elected officials, advocates and dedicated public servants never gave up on the promise of a safer and more humane system. I am grateful to everyone who kept this work moving forward, especially the DOC staff who have continued to show up for their city under extraordinarily difficult conditions.

Closing Rikers and transforming our criminal legal system will require sustained collaboration across every level of government and a true partnership with the people and communities most affected. This plan reflects input from the courts, district attorneys, public defenders, non-profit service providers, correction officers and other facility staff, formerly incarcerated New Yorkers, crime victims, labor unions, City agencies, the Remediation Manager, the Board of Correction and the federal monitor. We are grateful for their contributions and look forward to continuing this work together.

New York City will no longer accept a system that fails those in custody, those who work in our jails and the communities to which New Yorkers return. We have a responsibility to build a city that addresses violence at its root, treats people with dignity and makes every neighborhood safer.

We will fulfill that responsibility. And we will close Rikers Island.



Mayor Zohran Kwame Mamdani

Letter from Department of Correction Commissioner Stanley Richards

New York City's incredible public safety story has profoundly reshaped its jail system. Just a few decades ago, the New York City Department of Correction operated a network of facilities that housed more than 20,000 people, comprised of the jails on Rikers Island, borough detention centers and even floating barges.

As leaders reformed New York City's approach to accountability and punishment, crime rates plummeted and jails sat largely empty. Today, four facilities on Rikers Island are vacant, while others, including the floating Vernon C. Bain Center, have been towed away and sold for scrap. The progress that brought us here has laid the groundwork for a historic transformation: the opportunity to close the jails on Rikers Island and build a modem, humane system closer to courts, communities and support networks.

We have an extraordinary opportunity to replace antiquated, deteriorating facilities with a modem system designed around our mission to transform lives and equip people with the skills and support they need to succeed upon returning to their communities. But the physical conditions of the future borough-based system, while essential, represent only half the challenge. We must also build a safer, more supportive culture within our jails today, so that it is firmly established when we make the transition.

How we build that culture matters as much as what we achieve. For too long, reform has been framed in polarized terms, suggesting that even common-sense improvements create winners and losers or that showing empathy for one constituency means apathy for another.

That is simply not true. The conditions and quality of life inside our jails take a profound toll on everyone who walks through their gates.

As commissioner, I have put forward a simple principle: "People First." It means centering every strategy on the dignity and humanity of our staff, the people in our care, their families and every New Yorker who encounters the Department of Correction.

It means ensuring that operational reforms advance staff safety, well-being and professional growth. It means designing our future jails with input from the people in our care, understanding what they need to return to their communities prepared to succeed. And it means leaving behind the fallacy that promoting our shared success can be divided into winners and losers.

This tide will rise. And will lift all of us. We will pursue this work in close coordination with our federal partners, including the Remediation Manager and the Nunez Monitor, as well as the Board of Correction, the New York State Commission of Correction, advocates, community partners and fellow New Yorkers.

This is the work already underway. It is the direction this administration has set, and it is a future we are determined to deliver.



Department of Correction Commissioner
Stanley Richards

Letter from Close Rikers Czar Dana Kaplan

For too long, the isolated, outdated, and dangerous facilities on Rikers Island have failed to protect the safety and dignity of New Yorkers, especially those in the Department of Correction's custody and the staff who work on the island every day. The effort to close the jails on Rikers Island has gone on for decades. The challenge has not been envisioning a better future- more humane facilities, proximity to the courts and public transit, better conditions for people in custody and staff, fewer people in jail and a safer city overall, to name just a few. The challenge has been completing the work required to bring this vision forward.

There is tremendous credit owed to those who have brought New York City to this point where the closure of Rikers Island is closer than ever. The list is long, but it includes the organizers and justice involved individuals from the #CloseRikers campaign, and the Rikers Commission led by former Chief Judge Jonathan Lippman and appointed by then City Council Speaker Melissa Mark-Viverito. It includes the many non-profit providers who already demonstrate what an effective community safety ecosystem can look like, working daily to provide services and stability to people who come into contact with the City's legal system. It includes those who helped shape early plans for Rikers closure under former Mayor Bill de Blasio, and Speaker Corey Johnson who carried it forward in the City Council alongside his colleagues. Neighborhood leaders, facility and correctional staff, District Attorneys, defenders, the Courts, city agencies and directly impacted people provided guidance for the plan to close Rikers, on everything from design principles for facilities to neighborhood investments. The City Council, under Speaker Adrienne Adams, passed legislation to keep the closure of Rikers Island a priority for city government. Years of past work and countless hours of individual and community efforts have laid the foundation for this strategic plan.

Today, it is a tremendous honor to help steer the City's continued work forward under Mayor Zohran Mamdani, and to be part of this historical moment to finally close Rikers Island. Our success will be motivated by the commitment and contributions of the entire Administration, spanning not only the work of every Deputy Mayor across City Hall and the Criminal Justice Coordinator, but also the many city agencies who have vital roles to play in everything from construction, to opening new therapeutic units at hospitals, to providing housing and mental health services, to planning for the island's future, to transforming the current and future operations of our city's jails. The success of this Plan also depends on our city workforce, labor unions, non-profit providers, the Courts, District Attorneys, Public Defenders, Board of Correction and our partners at the local, State and federal level including the Remediation Manager and the federal monitor whose partnership will be critical for implementation and who also provided invaluable feedback on this blueprint.

The work to close Rikers is well underway. Our end goal is a future reuse of the Island that advances our city's environmental and sustainability goals and a justice system that is safer and more effective for New York City. I hope that you will follow our progress and join with us, as we build a safer and more just city of which we can all be proud.



Dana Kaplan
Close Rikers Czar

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Executive Summary

For nearly a century, Rikers Island has failed New Yorkers. It has failed the people detained there, their families and communities, and the correctional staff who work there every day. We cannot continue to accept a jail system defined by violence, neglect and inhumane conditions. It is time to close Rikers Island and usher in a new era of safety and fairness in our city.

Rikers is the product of deteriorating infrastructure, an isolated location and a culture of dysfunction that has persisted for generations. Closing Rikers is a moral imperative. It is also an opportunity to fundamentally rethink how New York City approaches justice and public safety.

Our administration is committed to replacing Rikers with a jail system that is safer and more humane. We are building four borough-based facilities and hundreds of outposted therapeutic beds that will actually connect people to the services they need, from specialty health care to mental health treatment. These facilities will also bring people closer ties to their attorneys, the courts and their communities, while reducing rearrests.

This new system must work better for correctional officers. Fewer beds per housing unit will improve sightlines and allow for more effective supervision. Expanded training, in-service mentoring and peer support will give officers the resources they need to do their jobs safely and effectively. Dedicated space for programming and clinical services will better support the health care workers, teachers and program providers, while improving the physical conditions for everyone who lives and works in these facilities. Closing Rikers is about more than building new jails. It is about advancing a vision of pretrial justice that delivers fairness and safety for all New Yorkers.

Every night, thousands of New Yorkers who have been accused of a crime but not convicted sleep behind bars. Even a few days in jail can mean losing a job, falling behind on rent or being separated from family.[1] It can leave people less stable than when they entered. Research shows that pretrial detention can increase the likelihood of future rearrest, undermining both fairness and public safety.[2]

That is why our plan invests in community supervision and the services that help people build stable lives, including housing, education, employment assistance, mental health care and treatment. These investments help people return to court, avoid rearrest and address the circumstances that contribute to future crime and violence. For those who remain in detention, we must resolve cases promptly. No one should spend a day longer in jail than necessary, and victims should not be left waiting for justice because of endless delays.

We will also engage victims, victim services organizations, and district attorneys to identify unmet needs and strengthen access to critical services and supports, including trauma-informed counseling, emergency housing, financial assistance, and assistance navigating the criminal legal process to promote victims' safety, stability, and recovery.

Finally, closing Rikers Island will give our city the opportunity to reimagine the island's future and put it to use in service of New York City's long-term sustainability needs.

New Yorkers have been told that this is simply how our jail system must operate. It isn't. We have a responsibility to build something better: a system that treats people with dignity, supports the people who work within it and makes our entire city safer.

Closing Rikers Island is the only pathway to safety and human dignity. It is also our legal obligation. Current local law mandates the end of incarceration on Rikers Island by August 31, 2027.[3] Though delays and deprioritization under the past Administration - alongside the COVID pandemic - inhibited New York City's ability to meet the legal requirement, the Mamdani Administration has made the full closure of Rikers Island a top priority. As a result, we are better positioned than any prior administration to reach this goal and finally end the inhumanity and dysfunction that has characterized Rikers Island for too long.

The Mamdani Administration has already taken significant steps to advance the closure of Rikers and transform operations in our City's jails. To date, we have completed the following:

- **Revived plans for the previously stalled "Just Home" project.** On day 19 of the Administration, Mayor Mamdani directed NYC Health + Hospitals/Correctional Health Services (CHS) to resume establishing the city's first supportive housing for New Yorkers released from jail with medical needs, after the prior administration scrapped the plans. Now, 58 studio apartments will provide stability to previously incarcerated New Yorkers on the campus of NYC Health + Hospitals/Jacobi.
- **Opened 100+ beds in the first of three Outposted Therapeutic Housing Units:** Mayor Mamdani opened the long-delayed 104-bed Outposted Therapeutic Housing Unit at NYC Health + Hospitals/Bellevue which moved the most medically vulnerable people in the care of NYC Health + Hospitals/Correctional Health Services (CHS) and in the custody of the Department of Correction (DOC) into a more clinically appropriate environment and closer to needed specialty medical services. The facility was opened within the first 100 days of the Administration, after significant delays including sitting vacant for fifteen months after construction had been completed.
- **Restarted work for the additional 236 Outposted Therapeutic Housing beds slated for Brooklyn and the Bronx.** Within the first hundred days of his administration, Mayor Mamdani directed CHS to resume work on an accelerated timeline for completion in 2029 – advancing a critical component of the plan to close Rikers Island. The Administration also reversed the prior decision to put the plans for the Outposted Therapeutic Housing Units at NYC Health + Hospitals/Woodhull and NYC Health + Hospitals/North Central Bronx (NCB) hospitals on hold for four years.
- **Closed the North Infirmary Command (NIC) on Rikers Island:** Mayor Mamdani permanently shut down the decrepit 1932 facility that previously held people with medical needs. This closure was made possible by the relocation of people from Rikers, primarily held at NIC, to the Outposted Therapeutic Housing Unit at Bellevue.
- **Revived Property Transfers from DOC to the Department of Citywide Administrative Services (DCAS):** A critical aspect of closing Rikers is transferring ownership of buildings on the Island from Department of Correction to the Department of Citywide Administrative Services. Within the first year, the administration did exactly that with North Infirmary Command and significant portions of two other buildings, George Motchan Detention Center (GMDC) and Anna M. Kross Center (AMKC), reviving legally required property transfers that had stalled under the previous administration and were intended to ensure that once closed, jails could not be re-opened at a later date without a significant legal process. The last facility transfer prior to this occurred in 2021.
- **Expanded Job Training at Rikers:** Mayor Mamdani invested $2.9M to serve 300 additional New Yorkers via job training at Rikers Island, allowing people to begin commercial driver's license training while in custody and complete their certification after release. Access to vocational opportunities is one of the strongest ways to prevent rearrest. This program launched on Rikers Island in February 2026.
- **Changed Operational Policies at DOC:** The Mamdani administration released an action plan to phase out long-standing emergency orders that suspended basic jail rules including rights to hygiene and limits on overcrowding, officer shift limits and disciplinary procedures, and initiated executive actions to align City jails with Board of Correction Standards.

Now, the Mamdani administration is laying out the City's first comprehensive Strategic Plan to close Rikers Island, with an updated timeline to end all incarceration in the current jails and relocate the jail population by December 31, 2032. We will work closely with the City Council on legislation to bring this plan into law, as well as with the Remediation Manager, Federal Monitor, and the Board of Correction, who are focused on both the current conditions on Rikers Island and the future operations of the borough-based jails. Some key highlights of the strategic plan include:

1. Opening new facilities that are safer and more humane, in locations closer to courts and public transportation to improve access to court dates, attorneys, service providers and visits, via:

- **Expedited opening of the two remaining Outposted Therapeutic Housing Units for an additional 236 beds.** Directing an all-city effort to move up the opening date of the units at NYC Health + Hospitals/Woodhull and NYC Health + Hospitals/North Central Bronx to 2028.

- **Borough-based facilities on track to open starting in 2029,** on the schedule outlined below.
    - Brooklyn – 2029
    - Bronx – 2031
    - Queens – 2031
    - Manhattan - 2032
- **A reduction in the number of beds in the women's facility** at the Queens site from 450 to 250 beds made possible through enhanced efforts to safely divert more women from custody and into appropriate, proven community-based programs.

2. Restructuring and modernizing the Department of Correction to ensure that the operational challenges faced at Rikers Island are not transferred to the new facilities,[4] including:

Adherence to the priority areas outlined by the Remediation Manager and Federal Monitor in both the Remediation Action Plan[5] and the Nunez Consent Decree, including meeting key benchmarks to improve:

- **Core Correctional and Security Functions:** addressing two core components: security practices (including fixing doors across the Island) and in-custody programming (including therapeutic, educational, vocational and recreational offerings- to support those in custody)
- **Staffing Practices:** mapping current staffing levels and deployment, optimizing jail staffing across the Island and adjusting it both at Rikers Island today and in preparation for the borough-based facilities to best and most effectively utilize uniformed staff across the department
- **Institutional Accountability:** strengthening processes for investigating, addressing and disciplining misconduct within DOC to ensure consistency with a focus on timeliness and thoroughness
- **Data Collection and Technology:** modernizing data collection systems to monitor compliance, track reform effects and improve oversight
- **Effective Leadership and Governance:** strengthening "the structure and frequency of engagement" between executive and facility leaderships to better address operational challenges, more efficiently solve problems, and effectively implement Departmental change.
- **A commitment of $50M in additional programming investments for people in custody-including educational, vocational/ workforce development, art, music and therapeutic offerings**[6] with an immediate expansion of existing programs and new programs coming online in Spring 2027.
- **Redesigned officer training**[7] with enhanced in-service mentoring, peer training and educational resources, in preparation for the transition to borough facilities. New training programs will begin rolling out in Q4 2026.
- **New technology for people in custody**[8] including tablets with improved educational, legal and reentry information and resources for people in custody at DOC.

3. Reducing detention and case delay resulting in a projected jail population reduction from approximately 6,600 today to no more than 4,100 people, including no more than 220 women, by the end of 2032, with a population of no more than 5,500 at the time of the Brooklyn Facility's opening in 2029.

The plan includes $30M in immediate investments in FY27 and $260M in planned investments through FY30 towards:

Increased Diversion[9] at arraignment for people who demonstrate strong indications that they could reliably participate in their cases and avoid rearrest with support or supervision by:

- Piloting new pretrial alternative to detention programs for select populations with health and social service needs.
- Building service and support hubs at or near courthouses to seamlessly connect people to services at the time of arraignment, including housing, benefits, transportation and behavioral healthcare.
- Expanding the successful pretrial Supervised Release Intensive Case Management pilot citywide.

Targeted Reduction[10] to identify opportunities to safely release people after their initial jail detention by:

- Restoring the online bail payment portal making it easier for families to post bail.
- Expanding dedicated pretrial advocacy teams citywide that can prepare individualized pretrial

release plans, challenge unaffordable bail, bring bail appeals.

- Upgrading electronic monitoring technology to increase accuracy, decrease stigma and improve effectiveness while increasing electronic monitoring capacity as a stepdown program for people who are initially detained pretrial so they can safely await their day in court.
- Increasing capacity for and development of new, evidence-based alternatives to jail and prison sentences including supervised, secure residential options for those with complex health and social service needs.

Reducing Case Delay[11] to ensure that when people are detained pretrial their cases are adjudicated expeditiously and consistent with New York State's speedy trial law, benefiting the accused, victims, witnesses, court actors and DOC, by:

- Establishing an Interagency Case Delay Task Force alongside key partners in the courts, including the Office of Court Administration (OCA), District Attorneys, and the defense bar, to identify key barriers to timely resolution of cases and develop solutions to case delays.
- Accelerating processing, sharing and review of discovery, particularly via City agencies such as New York Police Department (NYPD), Fire Department of New York (FDNY) and Office of Chief Medical Examiner (OCME).
- Working with the NYS Office of Mental Health (OMH) to expand psychiatric bed capacity and reduce delays in restoring people to competency who have been found unfit to stand trial and are awaiting transfer to a state psychiatric facility and piloting local restoration initiatives.
- Working with the State Office of Indigent Legal Services and the Assigned Counsel Plan (ACP) administrators to increase investments in and improve the effectiveness of the Assigned Counsel Plan, which oversees the work of private defense attorneys who accept court-appointed cases, to guarantee legal defense is administered effectively and efficiently.

Reducing Recidivism[12] and interrupting broken cycles of criminal legal system involvement, particularly among those who are high risk for rearrest upon release from jail, by:

- Expanding low-barrier Emergency Stabilization Housing, which provides up to 24 months of housing with enhanced on-site psychiatric, behavioral health, substance use, peer support, trauma-informed care and social and life-skills services.
- Opening 190 additional permanent housing units of Justice-Involved Supportive Housing (JISH) which provides case management, connection to medical and behavioral health services and comprehensive needs assessments to help stabilize people returning to the community.
- Supporting people returning from Rikers by providing their families who house them with direct financial assistance to offset costs, financial management services, clinical therapeutic support, peer mentorship and other wraparound resources.
- Working with victims, victim service organizations, and District Attorneys to identify unmet needs, improve access to critical services, and strengthen support for victims throughout the criminal legal process.
- Expanding community and mobile treatment capacity to clear waitlists and provide improved, low-barrier services for people with substance abuse disorders, serious mental illness and other elevated needs.

4. Planning for the Future Reuse of Rikers Island, with a focus on climate resilience, sustainability and renewable energy.

The immediate next steps include:

- **Ongoing review to determine appropriate buildings and land to transfer from DOC to DCAS,** at six-month intervals through January 1, 2033, when all the jails on Rikers have closed.
- **A relocation process** for existing non-jail services on Rikers Island, to identify alternative locations for DOC operations that currently exist on Rikers Island but will not be accommodated in the borough facilities.
- Launch of a **vision planning process** for the future of Rikers Island to initiate public engagement and planning with architectural and engineering support, including engagement with the neighborhoods and communities both located near and with experience on Rikers Island.

- **Reactivation of the Rikers Island Advisory Committee**, a formal body to provide recommendations to the City on future reuse of Rikers Island in Spring 2027, with the first meeting in Fall 2026, connected with the vision planning process.
- **Exploration of near-term renewable energy and sustainability projects and commitment to a demolition project** to make progress on reuse and eliminate possibility for future reopenings of facilities, even before final closure date.

We cannot accomplish these goals alone. It will require work with many partners—the City Council, district attorneys, the defense bar, the courts, State and City agencies, the Board of Correction, nonprofit providers, labor unions, and our DOC staff. Our task now is to turn this collective responsibility into the immediate, coordinated, and decisive action that this moment demands. We cannot afford to wait any longer to build a pretrial system that advances true public safety, fairness and dignity for all New Yorkers.

This report is only the beginning. We are committed to demonstrating progress transparently and frequently, through quarterly updates. As new outposted therapeutic units and borough-based facilities open and as the jail population declines, DOC will be able to close additional decrepit buildings on Rikers Island, and transition to modern facilities that better support people in custody, their families, facility staff and program providers. The land will then be transferred to DCAS to unlock future reuse. Together, these steps will result in the closure of Rikers Island, once and for all.

We invite you to join us at closerikers.nyc.gov to receive regular updates on our plan.

Introduction

The 150-year history of Rikers Island is steeped in violence and neglect.[13] Originally operating as a penal farm in the early 1900s, the first jail facility opened in the early 1930s. Since its opening, both people in custody and staff have protested the conditions of the island, with countless lawsuits filed on behalf of those in custody.[14] The problems and conditions within Rikers Island jails are not new, nor are their physical defects incidental; they follow from where and how Rikers was built. Four problems recur in nearly every official review since the 1970s: unstable, gas-emitting ground, a decaying physical plant,[15] buildings that cannot be adequately cooled or ventilated,[16] and an isolated location with a single road inaccessible by mass transit.[17] These physical problems are in addition to decades of documented abuse of people held primarily pretrial at the facilities.[18] The first call to close the island occurred in the late 1970s, when then-Mayor Ed Koch proposed leasing the island to New York State for a prison and using the proceeds to build eight smaller jails in the boroughs, although it was shelved due to a lack of political support.[19] After decades more of poor conditions and documented physical abuse of people held pretrial, the plan to close Rikers was revived in 2016. Waves of community organizing and litigation led to both the City and the Independent Rikers Commission supporting the closure of Rikers Island and publishing paths to closure. **With this plan[20], the Mamdani administration demonstrates the sincerity of its commitment to closing Rikers, reducing unwarranted pretrial detention, speeding up the time it takes to resolve cases and breaking cycles of violence - which Rikers has historically perpetuated and come to represent.**

By increasing investments in health and housing services, we will better meet people's basic needs, prevent future jail admissions and promote long-term stability and safety. And by collaborating with our court partners to stand up new initiatives, policies and practices to address case delay, we will ensure that people no longer languish in pretrial detention for years.

In what follows, we chart not only the City's progress toward four new borough-based facilities and two new locations for therapeutic units at hospitals, but also the fundamental transformation of Department of Correction (DOC) operations and culture. **We will not transfer the historic and endemic failures of Rikers to new locations across New York City.** Instead, we will build modern facilities designed and operated to promote safety, support meaningful programming by connecting those in jail to therapeutic, educational, recreational, vocational, and workforce development opportunities, and maintain access to family and support systems, to create better conditions for both people in custody and the staff who work there every day. Under the leadership of Mayor Mamdani, with the partnership of stakeholders across the City and State, and expertise of generations of public servants and advocates, **New York City is better positioned than ever before to finally close Rikers.**

This work will require sustained leadership, coordination, accountability and resolve. However, the complexity of the project is not a reason to accept the status quo. **Our current system fails to meet people's needs, relies on jail when more successful and safer alternatives are possible and allows people to remain detained for longer than necessary – all counterintuitive to our shared goal of public safety.** This plan outlines an immediate path to a more effective and coordinated system that better supports public safety, while reducing the number of people unnecessarily held in jail. Its grounding principles are as follows:

GROUNDING PRINCIPLE 1

Safety and fairness are both strengthened by meeting people's basic needs in their communities

True safety for all of us comes from meeting people's basic needs, including those facing criminal charges, with affordable and stable housing, quality physical and mental health care, education and employment opportunities, and connection to communities. By building a stronger network of supports and services, we can reduce crime and advance public safety while creating a fairer pretrial system in which more people can remain safely at home while their cases are pending, the presumption of innocence is upheld, and detention without conviction is used only when truly necessary. These supports are both more dignified and reduce the likelihood of rearrest by building lasting stability for all New Yorkers.

GROUNDING PRINCIPLE 2

New Yorkers deserve timely resolution of criminal cases

When a person is held pretrial, the legal system has a heightened responsibility to move their case forward without unnecessary delay – for the safety and benefit of all New Yorkers. Prolonged pretrial detention negatively affects not only the individual, but crime victims, families and the institutions responsible for administering justice. Evidence shows that more time in jail increases the likelihood of rearrest by destabilizing New Yorkers, pulling them away from their jobs, their children, their educations, and more.

GROUNDING PRINCIPLE 3

Time in jail should be safe, humane and prepare for a successful return to community

Even one day in jail can create disruptive consequences for people that extend well beyond their period of detention. When detention is necessary, we will protect the dignity of people in custody, address their immediate needs, and facilitate connections to their family and other support systems.

This plan is just the beginning of the work. The Office for Coordination of the Transition to Borough-Based Jails will post quarterly progress reports until the job is done. A new chapter for justice in New York City has begun.

Why Closing Rikers Matters

For nearly fifty years, The Independent Rikers Commission[21], advocacy groups[22], service providers, academic and policy researchers[23], the City Council[24] and City agencies[25] have articulated the case for and benefits associated with closing the jails on Rikers Island and replacing them with smaller, borough-based facilities, including but not limited to:

- **Safety for people in custody and staff.** Current facilities on Rikers Island are aging and dilapidated, with insufficient heating and cooling during cold and hot weather; little access to air and natural light; metal fixtures, pipes and broken equipment that can be easily dismantled and used as weapons; and large housing units that lack clear lines of sight and impede officers' abilities to see what is happening throughout, while lacking sufficient programming space for people to participate in services offered within the jail. The new borough-based facilities are designed to address blind spots and allow DOC staff full visibility throughout the unit, and have more dedicated programming, recreational, visiting and clinical space. They include smaller housing units with single rooms, temperature control, access to natural light and air, and many other physical features that reduce the likelihood for violence and provide a more humane and safe environment overall. Conditions for staff will also be significantly improved through enhanced technology, better breakrooms, administrative and locker room space and facilities that are no longer in a state of disrepair.
- **Proximity to courts, counsel, family and services.**[26] Rikers Island is physically isolated, causing people in custody to have limited contact with their attorneys and to travel for hours from the jail for court appearances. People in custody on Rikers struggle to maintain connections to family, services and other stabilizing social supports that allow for successful eventual return to community. With very limited public transit, trips to Rikers Island require

most of a day; for example, from Central Brooklyn or the Bronx, the trip to Rikers Island on public transportation takes at least one and a half hours and requires multiple train and bus transfers. The distance also places a burden on staff, both for current officers who lack public transit options and for overall recruitment. Locating the jails within the boroughs, near courthouses and public transit, will reduce this isolation and promote continuous connections to critical supports during detention. Staff will have improved public transit access to their place of employment. It will be easier for people to have attorney visits, see families and make it to court appearances - supporting improved outcomes overall.

- **Smaller facilities to decrease reliance on detention.** The current jail population is larger than it needs to be to achieve the goals of a fair and effective pretrial system, while still protecting public safety. There are people held at Rikers Island who can safely be released with community-based services and supports, as well as those who would otherwise be released but are there simply because they can't afford to pay their bail. Others are at Rikers longer than they should be because of court delays that prevent the speedy resolution of their case. The plan to close Rikers Island is predicated on and corresponds to the City's broader commitment to safely reducing the use of pretrial detention, by expanding and strengthening community-based alternatives - including housing and mental health programs- to ensure people's reliable participation in their cases and stability during the pretrial period and addressing unnecessary case delay. A smaller jail population is also better for correctional staff as fewer people in jail can ease correctional staffing strains while allowing improved supervision.
- **Redress negative impacts of incarceration concentrated in historically underserved communities.** The jail population is disproportionately Black and Latino: 56% Black and 32% Latino despite accounting for 22% and 28.5% of the citywide population.[27] Incarceration is also geographically concentrated along well-documented patterns of historic disinvestment: neighborhoods across NYC vary in incarceration rate from as low as 12 to as high as 266 residents per 10,000. Those with the highest incarceration rate are also those with the highest rates of poverty and housing insecurity; highest instances of building, sanitation, and noise complaints; shortest life expectancies; and lower educational attainment.[28] Given that 65% of DOC uniformed staff are Black, improved conditions and a safer environment are an equity issue for both people in custody and the Department's workforce - as well as their families and loved ones.[29]
- **Long-term cost savings of a more efficient system.** The high fiscal costs of incarceration on Rikers are well documented.[30] A more efficient jail system - with fewer people incarcerated and less recidivism - will produce savings for taxpayers long-term. The CUNY Institute for State and Local Governance for the Independent Rikers Commission projects staffing savings of over $1.2B annually once Rikers is closed.[31] As DOC develops its staffing plans for the borough facilities in conjunction with the Remediation Manager, we will share more specific budget analyses.

Background and Recent History



Table 1: Annual jail average daily population, 1935-2025.

Rikers began as a small, privately owned island and became a jail colony after the City bought it in 1884, and built it up out of trash. At purchase, the island covered about 87.5 acres. Over the next six decades the City enlarged it to roughly 415 acres with landfill, primarily made of refuse.[32] Incarcerated labor did most of the hauling of the city's waste that formed the foundation of expansion of the island. The first jail facility opened in the early 1930s and nine additional jail buildings were opened in the following decades.

Conditions on the island were dire from the beginning. With ongoing garbage incineration and shoddily built facilities, a Bronx court found the conditions "nearly unlivable" in 1939.[33] Overcrowding and violence persisted throughout the following decades. The population fluctuated since its opening, with lows during World War II and peaking in the late 1960s/early 1970s. In November 1975, there was an uprising over conditions in the jail, and shortly after, staff protested their working conditions. Multiple federal lawsuits were also filed during this time over the conditions within the jails. These events led to the first calls to close Rikers Island in 1979, after a report found the conditions on the island to be dangerous to both staff and people in custody.[34] At the same time, the jail population exploded-doubling in a decade during the 1980s and early 1990s, reaching an annual average high of 21,674 people jailed in 1991. Over the next two decades, however, New York City experienced historic declines in crime while its jail population fell by nearly half.[35]

Despite the falling population, the intervening years saw no improvements in physical conditions on the island.[36] In 2014, however, the highly publicized and horrific case of Kalief Browder brought national attention to the ongoing harm caused by detention on Rikers. At sixteen years old, Browder was accused of stealing a backpack and spent three years on Rikers Island, held on $3,000 bail. He spent 700 days in solitary confinement and suffered from severe mental distress and physical abuse while at Rikers. He died by suicide two years after his release.

In October 2015, the City entered a federal consent decree on use of force and other conditions at Rikers in *Nunez v. City of New York* which required sweeping reforms on the Island to improve safety and protect the constitutional rights of detained people. In 2016, as grassroots organizations and criminal legal system-impacted individuals were calling for change, the City Council appointed an Independent Commission chaired by former Chief Judge Jonathan Lippman to make recommendations on the crises at Rikers, including considering the question of its closure. By April 2017, New York City Mayor Bill de Blasio had made closing Rikers Island its official policy, unveiling a plan to replace Rikers with smaller borough-based jails and reduce the total city jail population from 9,700 people to 7,000 by 2022 and 5,000 by 2027.

In conjunction with the City's initial commitment to close Rikers, the Mayor's Office—with input from the courts, prosecutors' offices and public defender offices—piloted and scaled new programs aimed at reducing the pretrial jail population, including Alternatives to Incarceration (ATI), Emergency Transitional Housing (ETH) and an expanded Supervised Release Program (SRP), driving the average daily population down to 8,397 in 2018.

In April 2019, landmark bail reform legislation, inspired by stories like Kalief Browder's, passed in the New York Legislature, amending the State's pretrial laws for the first time since 1971 and allowing more people to participate in their criminal cases while remaining in their communities. In October 2019, with the jail population down to around 7,200, the City Council approved the borough-based jail plan to replace the complex on Rikers Island, alongside $400M in community investments and a commitment to reduce incarceration by over 50% to an average daily population of 3,300 people. Immediately following the City Council passage, work began to initiate contracting for design-build contracts of the four replacement jails.

By February 2020, just prior to the start of the COVID-19 pandemic, the implementation of the bail reform laws, changing judicial culture and the expansion of Supervised Release reduced the jail population to 5,430, well ahead of the targets set in 2017. Beginning in March 2020, as the pandemic urgently threatened the health and safety of the detained population on Rikers, system actors coordinated around an emergency decarceration effort, resulting in the jail population reaching a historic monthly average low point of 3,970 in April 2020.

By 2021, the Renewable Rikers bill package passed, banning the use of detention and incarceration on Rikers after August 2027, requiring the transfer of buildings and land from the Department of Correction (DOC) to the Department of Citywide Administrative Services (DCAS), and calling for feasibility studies on the future reuse of the island. In June 2021, the New York State Legislature passed parole reform, reducing time on parole for New Yorkers with no violations and limiting the use of jail for technical parole violators, like failure to pay surcharges or notify Parole Officers of employment changes.

The court delays caused by the COVID-19 pandemic,[37] a lack of prioritization from the previous Administration and external factors including the state, which impeded the transfer of people to state prisons, contributed to an increase in the jail population from 5,563 in January 2022 to a high of 7,650 in July 2025. While the post-pandemic increase in crime contributed to the growth in the jail population, it does not fully explain it. For example, from 2022 to 2024, major felony complaints declined by 2% (126,589 to 123,890), while the year-end jail population increased by 14%.

Recent increases in the jail population have been driven by the length of time people are staying, not by the number of people entering DOC custody.

In 2025 there were 56% fewer people sent to Rikers pretrial than in 2017 but only a 22% smaller jail population due to an increase in how long it took for cases to be resolved. In 2025, the average length of stay for everyone leaving jail was 102 days; in 2017 it was 63 days. The national average for jurisdictions with daily jail populations over 2,500 people is 43 days.[38] If the average length of jail stays in 2025 were the same as it had been in 2017, the average daily population would have been 4,200 people instead of 7,165. In other words, a discussion about closing Rikers and reducing detention is incomplete without a discussion about case delays.

Increases in the average length of stay over this period have been driven in part by an increasing proportion of people with mental health issues. The percentage of people enrolled in mental health services at the time of release rose from 25% in 2017 to 40% of the jail population in 2025. Releases of people not enrolled in mental health services dropped by 65% from 2017 to 2025 (42,320 to 14,680), while releases of people enrolled in mental health services only dropped by 32% (14,100 to 9,630). These people have cases that take longer to resolve and have an average length of stay in jail almost 3 times longer than those not enrolled, regardless of charge.

Simultaneously, other challenges delayed construction of the borough-based jails, further complicating efforts to improve the operation and safety of the city's jail system and close Rikers Island. Despite these setbacks, the City Council, other elected officials and advocates remained committed to the Close Rikers plan and City agencies worked together to maintain momentum on the construction of the four borough-based facilities.

In 2025, the City Council took steps to restore momentum and accountability for closing Rikers, passing legislation to create a full-time Mayoral official responsible for overseeing the closure of Rikers, an interagency working group and new public reporting requirements. **In 2026, under the leadership of Mayor Zohran Mamdani, the Administration is not only following these laws but prioritizing the plan to close Rikers and the broader transformation of our legal system.**

Borough-Based Jail Facilities

Manhattan Borough Facility **2032**
Queens and Bronx Borough Facilities **2031**
Brooklyn Borough Facility **2029**
NYC H+H/Woodhull and North Central Bronx Therapeutic Units **2028**
NYC H+H/Bellevue Therapeutic Unit OPENED APRIL **2026**

Table 2: Projected opening years of each facility.

To finally close Rikers Island, our administration is building the capacity to house individuals in custody of the Department of Correction off-island, in facilities that are safe and humane. Our work is underway to build four borough-based detention facilities and three outposted therapeutic units within hospitals across the city. These facilities will have a total available bed count of 4,500 when complete. The City selected these locations based on proximity to the courts and public transportation, City ownership to complete the projects on the fastest timeline possible and square footage. Three of the selected sites-Brooklyn, Manhattan, and Queens-were already the sites of existing, but outdated, City jails. Each of the borough facilities is designed to have 1,040 beds per site, with Brooklyn housing people in custody from Staten Island and Queens housing all women in custody. The capacity at each facility is reflective of anticipated investments in community-based services and supports as well as related reductions in pretrial detention. **To reflect the population reductions that are possible through expanded investment in pretrial diversion services and a better functioning pretrial system as outlined later in this plan, the women's beds have been reduced from 450 beds to 250.**[39]

While additional details for the transition plan and timeline by facility will be released as they are finalized, **we anticipate that opening dates for each facility will occur in the same year as construction is complete. By the end of 2032 and all facility openings, the jails on Rikers Island will be fully closed.**

In addition to the four borough jails (Brooklyn, Manhattan, Queens, Bronx), Correctional Health Services (CHS) is opening, in partnership with DOC and the relevant NYC Health + Hospitals acute care facilities, three therapeutic facilities in existing hospitals. The units, when fully open, will have 340 available beds, and will meet all standards set by the NYC Board of Correction (BOC) and the New York State Commission of Correction (SCOC). We opened the first facility, at NYC Health + Hospitals/Bellevue, in April 2026. The unit has 104 beds designed to serve people with complex medical needs, such as cancer and congestive heart failure who do not require hospitalization but do require frequent care from health care providers.

Two additional Outposted Therapeutic Housing Units at NYC Health + Hospitals/Woodhull and NYC Health + Hospitals/North Central Bronx (NCB) are currently underway, with 144 and 92 beds, respectively. These sites will primarily serve people with significant mental health needs who will benefit from the more therapeutic and rehabilitative setting offered by a community-based health care facility. At all three sites, CHS will be the primary provider of clinical care, working in close coordination with hospital specialists. DOC will provide security, custody management, program coordination, activities and other services.

Bronx 1,040 beds	**Manhattan** 1,040 beds	**NYC H+H/North Central Bronx** 92 beds	
Brooklyn + Staten Island 1,040 beds	**Queens** 1,040 beds [incl. 250 women]	**NYC H+H/ Bellevue** 104 beds	**NYC H+H/ Woodhull** 144 beds
Borough-Based Jails 4,160 beds		**Outposted Therapeutic Beds** 340 beds	
Total System Capacity **4,500 beds**			

Table 3: System capacity by facility.

The outposted units and borough-based jails are designed to better address the mental and physical health of everyone in them. The current facilities on Rikers Island are deteriorated-with frequent sanitation issues, lack of access to fresh air and daylight and broken fixtures. The new facilities are an opportunity to remedy the wrongs of Rikers Island by acknowledging, respecting and supporting the humanity and dignity of all who reside and work in the buildings. When a person is jailed, the conditions of the facility do not need to be a punishment in and of themselves. People in jail have the right to a clean and safe environment and access to physical and mental healthcare while in city custody. The City can, and should, have modern facilities that provide access to fresh air and natural light, and are free from the sanitation issues and environmental stressors that are commonplace on Rikers Island. These facilities will feature more space for clinical services, medical staff and daily recreational, educational and mental health programming to better support the mental and physical health of people incarcerated. This is fundamental to creating a pretrial system that is safe and humane for those in custody and correctional staff, and that promotes an improved public safety system overall.

Stakeholder Engagement and Community Input

Throughout the design and planning process, the City has engaged stakeholders and the community to solicit feedback. Stakeholders involved in the planning and engagement process included the Public Design Commission (PDC), the Department of City Planning (DCP), the Board of Correction (BOC), the Landmarks Preservation Commission (LPC), Correctional Health Services (CHS)-a division of NYC Health + Hospitals (H+H), the Department of Correction (DOC) and the Mayor's Office of Criminal Justice (MOCJ). DOC uniform and civilian staff, Correctional Health Services staff, the courts, public defenders and district attorneys, members of the Independent Rikers Commission, union representatives and criminal justice service providers were consulted on the operations and services sections of the plan. Finally, community engagement included outreach to criminal justice advocates, formerly incarcerated people and their families, elected officials, neighborhood leaders and organizations and community boards, among others.

We are committed to continuing this engagement, working to improve community awareness and provide stakeholders with updates on design and construction. Community Construction Liaisons are on hand to provide site-specific support to address community concerns during construction. In Brooklyn, the City convenes a monthly Community Advisory Board Meeting with local stakeholders in conjunction with Councilmember Lincoln Restler. In Manhattan, Senator Brian Kavanagh's office convenes a Working Group Meeting with other elected officials and stakeholders every other month, and we provide updates to the CB1 Quality of Life Committee during the in-between months. We are also in ongoing discussion with local elected officials in Queens and the Bronx to activate forums for community and neighborhood input, and workshops on facility design.

To keep the communities located near new facilities informed, we will continue to maintain a website on which design presentations, construction updates and environmental reports are made available to the public. Additionally, weekly construction bulletins and community advisories are issued and posted to improve awareness of upcoming activities and anticipated impacts. As of July 2026, Independent Environmental Monitors (IEM) are on board for the Brooklyn, Manhattan and Bronx sites. The IEM for the Queens site is anticipated to be onboarded in Fall 2026. IEMs attend community meetings to address questions and compile their own reports that are shared with the public.

TRACKING AND MONITORING THE 2019 POINTS OF AGREEMENT (POA):

With the adoption of the land use agreement in 2019 by the City Council and Mayor Bill de Blasio, a $400M package was adopted of community, neighborhood and justice reform related investments, which have been continuously tracked and reported on since. As part of this Administration's commitment to being responsive to neighborhood concerns and community feedback, we will continue implementation of the commitments in the original POA, as well as track and report out on progress publicly.

Facility Design

The housing units, enclosed living areas within the borough-based facilities, will be smaller than current DOC units, with 20 to 40 beds per unit. People living in each housing area will have in-unit and on-floor access to outdoor recreation, medical and mental healthcare, and programming space including educational and vocational training. Additionally, each facility will have centralized access to services, including health care, visiting, programming and educational space.

Design guidelines were developed through a broad range of sources, including city officials and agencies, neighborhood advisory committees, and through constituent engagement via the Department of City Planning and Public Design Commission, Justice Advocates Workshops, Community Design Workshops, local law considerations, and Design Peer Reviewers.

Key takeaways from the justice advocates workshops involved prioritizing elements to create space that emphasized both safety and dignity in its construction. These included:

- **welcoming, inviting, calm and comfortable areas**
- **access to daylight, fresh air and clean space**
- **comfortable materials for furniture**
- **single cells for privacy and security and large open space for safe interaction; and**
- **outdoor recreation space with gardens and exercise equipment.**

The Design Peer Reviews of the facilities RFPs highlighted similar issues, recommending the maximizing of access to daylight and views of the sky, the importance of outdoor space and access to natural light and adjustable lighting that mimics a circadian rhythm. These elements are consistent with those recommended by the normative design approach, which de-emphasizes traditional institutional design in favor of spaces that are smaller, quieter, and that offer more privacy while maintaining safety and security.[40]



Render of a Brooklyn Facility Cell.

Women's Facility

As a direct result of feedback offered by formerly incarcerated women and service providers, the decision was made in 2019 to centralize women and gender non-conforming individuals in one facility, rather than having a small number of women at each of the four borough sites. This facility will be located at the Queens location, with the closest proximity to Elmhurst Hospital, where women in DOC custody who require hospital-level medical attention are currently taken. The facility will have complete separation from the men's facility and will operate as a standalone facility, with the only shared space being administrative back-end support and staff facilities.

Neighborhood Integration

The community design input workshops emphasized the need for the building exteriors to integrate with the neighborhood. Takeaways also included the desire for the facilities to provide accessible community spaces, for the public lobbies to be warm and welcoming and for a variety of lighting options to be used around the facility, including on sidewalks and in public community spaces to promote safety and a welcoming environment in the exterior of the facilities.

Community Space

Each of the four borough-based jail facilities will also have street-level community space, with a minimum of 20,000 square feet per location – enough to support a number of public-facing community programs and services. These non-DOC spaces will be distinct from the jail and used for a community purpose, with separate entrances and oriented towards engaging neighborhood residents. The exact community purposes and services provided in these community spaces will be developed with local feedback, and specific to the locally identified needs and cultural considerations of the neighborhood.



Manhattan Facility White Street Arcade



Bronx Facility Entrance

Under the Design Principles & Guidelines governing each borough-based jail, the Department of Design and Construction (DDC) requires its design-build teams to plan for change over each building's 50-year life span: program layout and floor stacking, structural and building systems, and technology must support future shifts in how the building is used, and housing units must be flexible enough across types to adapt as the population in custody changes. The facilities are designed so that if the future need for jail beds in the city further declines, the facilities can be adaptable to new uses.

For Facility Updates and Renderings of the Borough-Based Jails, please see the Appendix A: Facility Design

Restructuring and Modernizing the Department of Correction

"People First means that we begin by centering every strategy on the dignity and humanity of the people we serve. Because the progress we have made in reducing mass incarceration — and the advances we have achieved in public health, public safety and community development — have taught us something important: when we choose to see the best in people, even before they are ready to see it in themselves, we create the possibility for transformation. We can help people begin to see their own potential, believe in it and ultimately live it."

Commissioner Stanley Richards

People – and their inherent value – must be the center of all of our efforts to close Rikers Island. DOC's People First philosophy applies to all people who spend time on Rikers Island. That includes the thousands of dedicated professionals who spend their careers working in New York's criminal legal system. At its heart, the DOC is its workforce: Correction Officers, Captains and the various ranks of Wardens who support them. They are joined by non-uniformed staff (including programming coordinators and staff and social service, administrative/clerical, physical plant and executive staff), medical professionals from Correctional Health Services, dozens of educators and school staff from the New York City Public Schools and more non-profit service providers and volunteers who choose to spend their days working under very challenging circumstances.

Like all professionals, these hard-working New Yorkers deserve safe and dignified working conditions. The Department of Correction under Commissioner Richards, working with the Correctional Officers' Benevolent Association (COBA), the Correction Captains' Association (CCA) and the Assistant Deputy Wardens / Deputy Wardens Association (ADW/DWA), has made improving working conditions a centerpiece of the People First philosophy.

This includes enhancements to physical workspaces, less forced overtime, increased training, peer mentorship, educational and professional development resources and increased certainty in shift scheduling. Double and triple shifts have dropped dramatically since the worst months of the pandemic, with triple shifts down to less than 1% of the total tours. Better conditions for staff translate directly to better experiences for people in custody.

Closing Rikers will fundamentally transform working conditions for the staff through new, modernized facilities, in more accessible locations, which are specifically designed to make their jobs safer and easier. These improved working conditions will better support this critical City workforce, and safer operations overall.

Critical to improving the functioning of the City's pretrial system is fundamentally transforming the operations and conditions of detention both for the wellbeing of people in custody and for the staff who work in the City's jails. That work is already underway today. While new modern facilities are designed to support changes in the Department, meaningful transformation begins with how the jails operate today.

In January 2026, the Mayor appointed Stanley Richards as the Commissioner of the New York City Department of Correction – the first formerly incarcerated New Yorker to serve as DOC Commissioner. Early in his leadership, Commissioner Richards put forward a simple statement of principle: People First. This guiding philosophy drives DOC's reform agenda in the current setting of Rikers Island, and in the design of the new borough-based system.

To immediately operationalize the People First philosophy, and to fix the most pressing problems on Rikers, DOC is closely cooperating with the recently appointed federal Remediation Manager, Nicholas Deml, and the Nunez Monitoring Team, led by Steve J. Martin and Anna Friedberg. The Remediation Manager has issued his first Remediation Action Plan (RAP) that divides these reforms into five priority areas:

- **Core Correctional and Security Functions:** addressing two core components: security practices (including fixing doors across the Island) and in-custody programming (investing $50M in expanded programmatic offerings—including therapeutic, educational, vocational and recreational offerings- to support those in custody)
- **Staffing Practices:** mapping current staffing levels and deployment, optimizing jail staffing across the Island and adjusting it in preparation for the borough-based facilities to best and most effectively utilize uniformed staff across the department
- **Institutional Accountability:** strengthening processes for investigating, addressing and disciplining misconduct within DOC to ensure consistent, timely and thorough processes for investigating and disciplining misconduct across the jail system
- **Data Collection and Technology:** modernizing data collection systems to monitor compliance, track reform effects and improve oversight
- **Effective Leadership and Governance:** strengthening "the structure and frequency of engagement" between executive and facility leaderships to better address operational challenges, more efficiently solve problems, and effectively implement Departmental change[41]

The RAP was released on July 14, 2026, and is the first in an annual series of plans that builds toward ensuring constitutional conditions of confinement. Immediately after that release, DOC entered a planning phase with the goal of providing the Remediation Manager with plans that address all five priority areas. As of early Q4 2026, DOC and the Remediation Manager are refining and approving these plans. Upon formal approval, DOC and the Remediation Manager will execute these ambitious reforms over the next year, meeting specific benchmarks as detailed in the RAP by April 2027.

As DOC, the Remediation Team and Federal Monitor collaborate to tackle all the challenges laid out in the RAP and the broader Nunez consent decree, the Department is sequencing the work with two principles in mind:

1. **Immediate Remedies:** stem the most immediate dangers and harms to staff and people in care at Rikers, especially those mandated by the Nunez consent decree; and
2. **Strong Foundations:** lay the groundwork that creates conditions in which change can be transformative, not just temporary.

To that end, while the RAP's deliverables for Q4 2026 are largely around planning, DOC has already made progress. **These reforms, detailed below, are helping to reduce harm on Rikers Island while also laying the foundation for a better environment in the borough-based jails.**

- **Adherence to Core Correctional and Security Practices.** Building the strong foundation for transformation requires shoring up DOC's core safety and security practices and infrastructure. For example, the Remediation Manager, working with DOC, has engaged experts with decades of experience in other correctional systems to assess and rethink DOC's staffing practices — for example, which officers are assigned to which posts and when — in order to keep housing areas safe and secure. On the infrastructure side, DOC is replacing all aging or defective doors on Rikers with new, secure doors. As of late October 2026, the Department has 2,450 doors remaining to be replaced. These physical improvements can quickly lead to increased safety, as people in custody regain a secure place to live and staff regain the ability to separate individuals in conflict. Addressing these correctional basics on Rikers, before moving to Borough-Based Jails, will set the conditions to import a culture of safety and care into the new facilities.

- **$50 Million in New Programming.**[42] High-quality programs for detained individuals - educational, vocational, workforce development, counseling - reduce recidivism and increase public safety. The Remediation Action Plan calls for a commitment of $50 million to provide such programs. This influx of resources will pay dividends long after Rikers shutters its doors, as such programs will carry over into the borough facilities. DOC is currently identifying and building the considerable infrastructure needed to contract, hire, train and deploy these new programs. The department expects that the first set of new programs will come online in the first half of 2027 with an immediate $1.5M investment in new programming and a $7M reallocation of existing funds, for a total $8.5M investment in RAP-aligned programming in FY27, followed by $50M annually beginning in FY28. This timeline allows for expansion of programs today, while also allowing sufficient time to plan and contract for a more robust continuum long term.
- **Clean House, Safe House**. In September 2026, DOC launched a pilot designed to improve sanitary conditions in our jails. The "Clean House, Safe House" program empowers people in custody to maintain the cleanliness of facilities and rewards them with specific incentives. The Department proposed the initial contours of the pilot program, and then worked collaboratively with the Legal Aid Society, their sanitation expert and the court-appointed Monitor to adjust specific aspects of the pilot program. The overall pilot will run in nine units across two jail facilities, Otis Bantum Correctional Center (OBCC) and Eric M. Taylor Center (EMTC) for approximately 60 days and then will be evaluated against established benchmarks. If successful, it will be implemented across all facilities.
- **Reimagined Training.**[43] Every year, the DOC welcomes hundreds of new staff to its ranks. New borough-based facilities and the People First philosophy create an opportunity for new types of training for these recruits, including increasing opportunities for shared training between correctional staff, program providers, healthcare staff and others who will work together in the facilities and share best practices. In addition to initial staff training, DOC is also enhancing its in-service mentoring, peer training and staff education resources, and identifying facility needs, particularly in consideration of limited space for in-service training following the closure of Rikers Island. New training programs will roll out starting in Q4 of 2026, to lay the groundwork for the culture change of the borough-based jails.

"The gratitude that we feel towards our correction officers must be reflected in the environment we create. We are designing infrastructure with the importance of their mission in mind. When they walk through the doors of new facilities, they will see new lockers, modern cafeterias, state-of-the-art workstations and uplifting design that reflects the important work of the New York City Department of Correction."

Commissioner Stanley Richards

- **New Technology Tools for People in Care**.[44] Since 2019, all people in DOC's care have been assigned tablets, allowing them access to educational and legal resources. In close consultation with people who are detained, the Department is giving the tablets a significant upgrade in capabilities. Users will soon have digital access to the hundreds of resources in the NY Public Library's Connections reentry guide, their commissary balance and trackers of programs and classes completed. Additionally, they will have legal information about their court case, with the objective to help improve virtual and in-person court attendance. The first wave of these tools rolled out in September 2026.
- **BOC Technology and Data Infrastructure Modernization.** The New York City Board of Correction (BOC) is an independent oversight body that monitors the operations and conditions within City jails. The City is looking forward to working with the newly named Board of Correction Chair, Christopher Watler, beginning with efforts to modernize operations. The Board of Correction's legacy data manager platform — built nearly two decades ago — is outdated, unsupported by its vendor and no longer able to meet the Board's oversight obligation under City Charter §626(c)-(e). BOC is replacing it with the Complaints & Appeals Management System (CAMS), which will serve as the technical backbone for intake, case management, and reporting on complaints involving excessive force,

inadequate medical care, due process, sexual abuse and retaliation. A stable, modern CAMS is necessary to sustain the City's core correctional accountability infrastructure — the complaint-tracking backbone that independent oversight of Rikers and the borough-based jails depends on — and to prevent a system failure that would compromise the Board's ability to detect patterns of abuse or misconduct. The new system is expected to go live in Q3 2027.

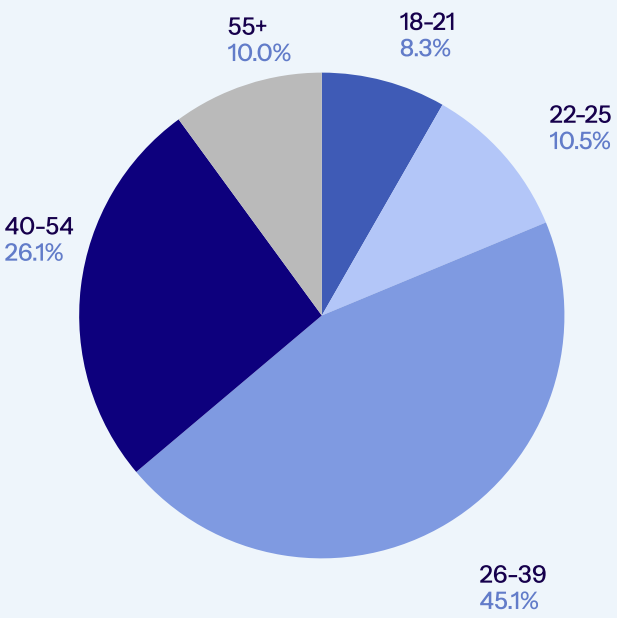
- **New ACT (Assess, Collaborate, Transform).** ACT is where staff gather regularly to review facility operations and incidents and use data to inform performance management and supervisory structures. In close collaboration with the Remediation Team, Monitor and experts from the CUNY Institute for State and Local Governance (ISLG), DOC has revamped the ACT tools and processes, to make them more effective for the Wardens and the staff who run the jails. This will lead to safer jails, as the Department can identify problems with more precision and then allocate resources to fix them in close to real time. The learnings from ACT will also inform new policies and procedures as the Department transitions to the borough facilities. The new ACT rolled out in October 2026.

Transitioning to Borough-Based Jails

With every step in the construction of the borough facilities, the Department comes closer to realizing the People First philosophy. The new facilities are not just a physical space change but offer the potential for culture change as well, bringing the People First principles to bear on people detained in the facilities and the uniform staff who work within them. This will require reforms and changes in every aspect of the department's operations, from recruiting to sanitation to vocational support to access to digital resources, and everything in between. There is much work to be done—culturally and operationally— as the therapeutic beds continue to open and before the first facility opens in Brooklyn in 2029. Development of the plans for this transition is currently underway and will be shared in future progress reports.

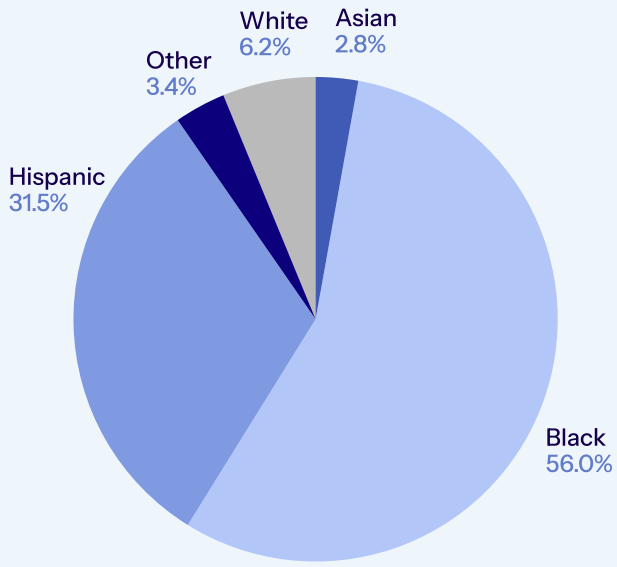
People in Jail, 8/24/2026

Jail Population by Age



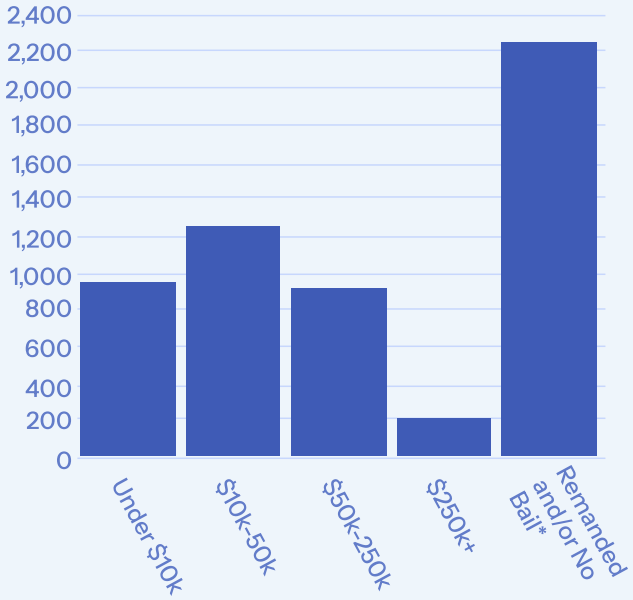
Source: Analysis of DOC Census, 8/24/26

Jail Population by Race



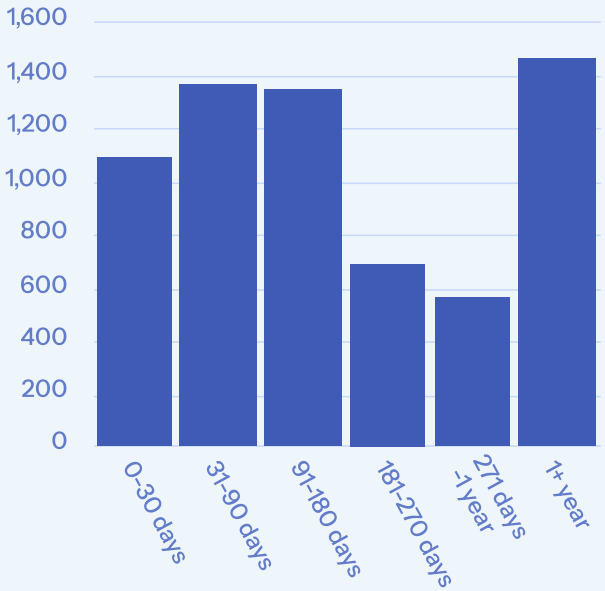
Source: Analysis of DOC Census, 8/24/26

Jail Population By Bail Amount



*153 people have dollar bail, used when a person has multiple open cases—the $1 bail is a mechanism to ensure that any time spent in custody is accurately calculated across all open cases.

Jail Population By Time in Custody



Source: Analysis of DOC Census, 8/24/26

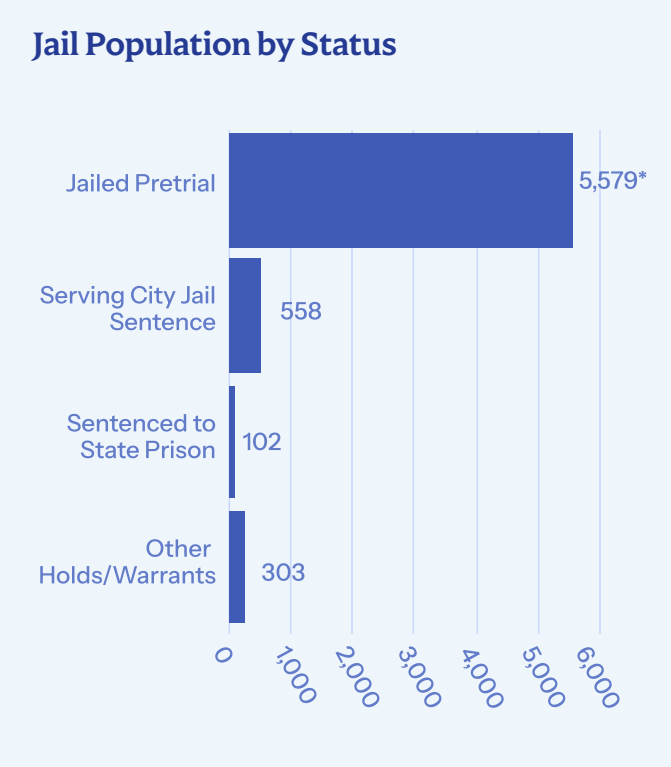
A New Approach to Pretrial Justice

The Mamdani Administration is advancing a new era of pretrial justice. It is one that advances true public safety by strengthening community-based connections, services and supports that have been shown to reduce crime. It is also one that builds a fairer pretrial system – one that safeguards the constitutional presumption of innocence by using detention as sparingly as possible.

In our country, people are innocent until proven guilty — but our overuse of pretrial detention, which disproportionately impacts low-income Black and Brown New Yorkers,[45] indicts them and subjects them to isolation and punishment before they ever get their day in court. Pretrial detention is documented to have negative effects across a person's life, including employment, housing, family relationships, education, access to benefits and health care.[46] It can also change the outcome of the case itself: compared to similarly situated people who are released pretrial, those detained are more likely to be convicted and sentenced to jail or prison,[47] undermining the fundamental fairness of our criminal legal system.

For many New Yorkers, detention also acts as a penalty for poverty. **Over half of those held at Rikers pretrial would be able to await their day in court with their families and in their communities if they only had the financial ability to pay their bail.** Kalief Browder's case remains one of the starkest examples of that inequity: at 16 years old, he spent three years detained on Rikers Island while awaiting trial simply because his family could not afford the $3,000 bail set in his case.

Nor does greater reliance on detention necessarily translate into improved public safety.[48] Experience in New York City shows that incarceration and crime can decline together: over the past several decades, the City has repeatedly reduced its jail population while crime has also fallen.[49] Research even suggests that pretrial detention can make our city less safe and increase victimization by increasing the likelihood of future arrest after release, particularly for people who are low risk.[50]



This Administration believes that we don't have to sacrifice fairness for safety. Fundamental fairness both supports and is necessary for true public safety. That is why we are investing in a stronger community-based system of services and supports — including diversion programming, housing and mental health programs — designed to help people who are presumed innocent remain stable, meet their court obligations, and safely await the resolution of their cases in the community.

At the same time, victims deserve access to services and supports that promote their safety, stability, and recovery. Working with the Office of Community Safety (OCS), district attorneys, victim services organizations, and other stakeholders, we will identify opportunities to strengthen these supports and better meet the needs of victims of crime.

The Different Pretrial Options

When people are arrested and in custody, they are brought before a judge within 24 hours of their arrest. If the case is not resolved at that first appearance, the judge makes a determination of whether the person will be released without conditions to await the resolution of their case in the community (ROR), released with conditions (such as compliance with a pretrial supervision program), held in jail until the person can pay their bail, or remanded to jail without bail.

Pretrial Detention Primer

- ~20,000 people cycle through Rikers Island each year.
- Currently there are over 6,600 people incarcerated in the jail complex.
- On 8/24/2026, ~85% of people at Rikers were held pretrial (5,579 people), meaning they had not been convicted of a crime.
- ~60% of people who were held pretrial at Rikers were held on bail in amounts they cannot afford.
- Pretrial detention, even in short periods, has negative effects on a person's life, including loss of employment, housing and benefits, disruption of treatment, health care and education, and trauma to children and other family members.[51]
- Pretrial detention increases the likelihood of conviction and incarceration, even after accounting for case severity and criminal history.[52]

- **The vast majority of people who are arrested and charged with a crime successfully and safely remain in their communities while awaiting resolution of their case.**
- **89% complete their case waiting period without a single unexcused/prolonged absence from court.**[53]
- **90% are not rearrested on a felony.**
- **94% are not rearrested on a violent felony.**

Current Landscape

As of late August 2026, the jail population at Rikers Island was 6,542— 3,150 fewer people than when the City first committed to closing Rikers in 2017, but still above the population the borough-based jail system is designed to accommodate. Understanding who is in jail today, why they are there and how long they remain is essential to identifying necessary strategies to close the gap.

As the jail population has declined over time, the people who remain in custody are increasingly people with complex needs, including those related to mental health, substance use, housing instability and other challenges that existing community-based alternatives may not be adequately addressing - causing long-term instability and impacting community safety.

Complex Needs of the Daily Jail Population

Correctional Health Services reports that of the people in jail

- 61% are enrolled in mental health services, including therapeutic counseling.
- 22% are diagnosed with a serious mental illness.**
- 29% are homeless or likely to be homeless after leaving jail.
- 31% are diagnosed with alcohol use disorder.
- 26% are diagnosed with opioid use disorder.

*Groups not mutually exclusive

** Based on diagnosis of bipolar and related disorders, schizophrenia spectrum and other psychotic disorders, depressive disorders, and post-traumatic stress disorder as described in the DSM-5 or individuals who do not meet the above diagnostic criteria but experience severe functional impairment or clinical distress as a result of a DSM-5 diagnosis.

Key facts about how long people stay and where they go

- Over half of people entering jail spend 30 days or fewer in custody.
- Nearly 75% of people who go to jail return directly to their communities from Rikers.
- Only ~15% of people who go to jail are eventually sent to State Prison.
- The remaining ~10% are transferred to other authorities.

For a substantial portion of the population, detention may be short (less than one month) but still long enough to cause significant disruptions to people's housing, employment, benefits, health care and family connections.[54] These disruptions can increase the likelihood of future arrest.[55] The result is often a recurring cycle of traumatizing and destabilizing stays in jail for people, followed by release back into their communities.

At the other end of the spectrum is a small number of people whose period of pretrial detention extends for a year or, in some cases, several years. For them, these prolonged lengths of stay impose a different but equally serious set of costs. These costs include deteriorating health, especially for those with serious mental illness who can decompensate while in custody; growing operational challenges including managing entrenched conflicts, providing long-term programming, and navigating the toll of extended uncertainty for the detained population; and diminished faith in our legal system by the accused, victims and the public who continue to await case resolution. The problem of prolonged detention is growing. In FY26, 668 people spent more than two years in custody awaiting resolution of their case, an 87% increase from the year prior.

Taken together, this data illustrates that there is no single, easy solution for reducing our jail population. We will need different strategies for different populations: stronger community-based responses to unmet needs, more affordable bail, and faster resolution of cases for those who are detained. The interventions that follow emerge from the three grounding principles defined at the beginning of this report.

The work in this report lives in an ecosystem that extends far beyond the courts and jails. The Mayor's Office of Community Safety (OCS) is an integral partner in our work to close Rikers Island. OCS works with communities across New York City to build safer neighborhoods and expand opportunities for New Yorkers. OCS leads our administration's community violence intervention and prevention efforts and supports victims of crime. Collectively, New York City's safety ecosystem reflects our whole-of-government approach to improving safety and well-being for all New Yorkers.

Investing in Community Violence Intervention and Prevention

OCS prevents violence and harm through education, early intervention, community-based prevention, and evidence-based strategies that address the conditions that increase individuals' and communities' vulnerability to violence. We recognize that effective violence-prevention strategies must support people who have experienced harm while also engaging people who cause it. Through the Crisis Management System (CMS), OCS works with community partners to interrupt cycles of community violence through trusted messengers and prevent retaliation with a focus on reducing gun violence at the neighborhood level. The Atlas initiative, also run by OCS, complements these efforts by connecting young people and adults at elevated risk of violence involvement to evidence-based therapeutic services that strengthen protective factors to reduce violence and recidivism. Alongside other community strategies, such as domestic and gender-based violence prevention and survivor support, hate crime prevention and community mental health, OCS is focused on sustainable strategies to strengthen neighborhoods and drive down crime.

Investing in Crime Victim Supports

OCS supports victims of violence and crime by improving access to timely, trauma-informed advocacy and services that promote safety, healing and recovery. It provides a network of services and supports, helping New Yorkers access assistance in the immediate aftermath of harm and throughout their recovery. The Crime Victim Assistance Program (CVAP) provides safety planning, crisis intervention, referrals, and ongoing support to victims of all crimes. Our administration will continue to strengthen support for victims and survivors, helping ensure victims receive immediate assistance and are connected to longer-term resources that address their individual needs. The Independent Rikers Commission 2024 report on NYC Crime Survivors will inform these efforts. OCS will also coordinate with other invaluable services for victims, led by non-profit partners, the courts, police, and district attorneys.

Jail Population Reduction Strategy

The jail population-and whether it grows or shrinks-is shaped by the aggregated result of policies, processes and decisions made across the criminal legal system every day. Facilitating jail population reduction means impacting these drivers to ensure that the rate at which people leave jail (discharges) exceeds the rate of people coming into jail (admissions) over time. Decisions and actions by court stakeholders at each stage of the process play a role. Rigorously and routinely scrutinizing these decisions and actions not only creates opportunities to reduce overall detention and incarceration, but also the opportunity to mitigate implicit bias and reduce entrenched racial disparities. To that end, stakeholders from across the legal system, City and State have roles to play in this plan, including the Office of Court Administration (OCA), district attorneys, defense bar, judges, nonprofit partners, Department of Correction (DOC) staff and other city agencies.

There are four strategic levers, at different stages in the timeline of a criminal case, through which we can collectively reduce the jail population either through preventing admissions or accelerating releases. In this plan, we have associated each lever with an estimated population reduction impact.

- **Diversion** Reducing admissions to jail by expanding and strengthening the range of effective alternatives to detention (ATDs)
  Estimated population reduction: ~500 beds
- **Targeted Reduction** Increasing release from jail by making it easier to pay bail, providing more individualized pretrial release plans and expediting assessments for and release to alternative to incarceration programs
  Estimated population reduction: ~700 beds
- **Reducing Case Delay** Preventing long jail stays by swiftly resolving cases for those who remain jailed
  Estimated population reduction: ~800 beds
- **Reducing Recidivism** Preventing re-admissions to jail for people in a short-term cycle of rearrests and reincarceration
  Estimated population reduction: ~500 beds

Daily Population After Full Implementation: 4,100*

By partnering with all relevant stakeholders to implement the following suite of interventions across each of these four critical intercept points, our administration will align day-to-day system practices with our grounding principles, reduce the jail population, close Rikers and transition to borough-based jails. With the Brooklyn facility open and many of the strategies in the plan implemented, we expect a jail population of no more than 5,500 by the end of 2029.

For certain unique subpopulations such as women, young adults, and people with serious mental health issues, we expect that prioritization, increased focus and tailored community-based programs will result in significant rates of population reduction. **Our estimated population of 4,100 includes a women's population of around 220 people on any given day, less than half the current women's population. This population estimate reflects the number of people we expect to be jailed after full strategy implementation. However, further reductions are possible through culture change strategies detailed below and new reforms that emerge from this work.**

Diversion

On any given day, nearly one in five people detained pretrial are facing C felony charges or lesser and demonstrate strong indications that they could reliably participate in their cases and avoid rearrest with community-based support or supervision *(see CJA Release Assessment Overview)*. Research shows that a majority of this population will not face a lengthy jail or prison sentence but will instead spend just a few weeks in jail before returning back to community. For many, these short jail stays are enough to cause significant disruptions to housing, employment, benefits,

* Appendix B outlines the assumptions underlying the projection that, through implementation of the jail population reduction strategies in this report, the City can achieve a jail population of ~4,100 people. With the added effects of work that emerges from the culture change and development strategies, the daily population could fall even lower. In practice, the strategies outlined in this plan represent a sequence of system intercepts whose target populations and impacts will mutually evolve over time.

healthcare and family connections, and are likely to contribute to increased likelihood of future rearrests.[56]

By working with the courts, District Attorneys, defenders, and non-profit service providers to identify target populations at lowest risk of rearrest and failure to appear in court and to expand and strengthen the range of community-based voluntary and mandated supports such as Supervised Release and other alternative to detention programs, we can replace short disruptive jail stays with stabilizing supports, including housing, substance-use treatment and mental health services that have been shown to reduce crime. By diverting a larger portion of this population, we can reduce the jail population—with minimal impact on rates of pretrial rearrest and failure to appear in court—and simultaneously address entrenched racial disparities. Recent research found that despite nearly identical release recommendation and failure to appear rates, judges were significantly more likely to follow a release recommendation for white people (43%) than for Black (26%) or Latino (32%) people.[57]

CJA Release Assessment Overview

Before a judge decides whether to release someone pretrial, the person is assessed by the Criminal Justice Agency-an independent nonprofit organization-to evaluate the person's likelihood of returning to court. CJA uses a Release Assessment (RA) instrument developed by two independent research teams at Luminosity, Inc. and the University of Chicago Crime Lab. The RA considers factors that have been statistically proven to predict failure to appear (FTA), such as warrant history, prior convictions, open cases and community ties and produces a point score ranging from 0 to 25. In a recent validation study, Kitzmiller, M. K., & Gewirtz, M. (2025) found that the Release Assessment's point score is not only well calibrated to failure to appear but also correlates to the likelihood of a new pretrial arrest (*see more information in the Data Appendix*).

The initiatives below reflect the necessary components for a robust, comprehensive pretrial diversion network.

Key Diversion Interventions

JAIL POPULATION REDUCTION INTERVENTIONS

Develop Specialized Alternatives to Detention (ATDs)[58]

We will:

- Launch a higher-intensity mobile model of Supervised Release with intensive case management in Brooklyn in January 2027, in partnership with the Center for Justice Innovation. This program will serve homeless New Yorkers,[59] a population that current ATDs have had difficulty serving. Following the launch of 60 initial slots in FY27, we will invest an additional $1.8M to double program slots to 120 and enable rigorous program evaluation prior to further scaling to 500 slots planned for FY29.
- In partnership with system stakeholders, continue to develop new specialized ATDs with more intensive and tailored support services for populations with distinct needs, including women and gender expansive people, people experiencing housing instability and people with histories of violence or substance dependence.

Coordinate and Centralize Interdisciplinary Diversion Hubs[60]

We will:

- Partner with system stakeholders to coordinate and centralize service offerings in or near each courthouse to more effectively connect defendants to basic services at the time of arraignment. This will include referrals to healthcare and other providers, benefits enrollment, transportation and rapid response assessment and treatment for people experiencing behavioral health crises to promote greater likelihood of supported release.
- Design new options for referring defendants to low-barrier voluntary services to better serve individuals who could benefit from stabilizing services but do not need a mandated program like Supervised Release.

Strengthen and Expand Enhanced Services for Higher-Needs People in Pretrial Release Programs[61]

We will:

- Invest $4M in FY27 and an additional $7.8M in FY28 to expand the Supervised Release with intensive case management (ICM) pilot currently operating in Manhattan, Queens and Brooklyn. This will add more clinical staff, peers, community-based outreach and accompaniment to the services people receive through the standard Supervised Release program. It will also bring ICM to every borough by adding 500 slots in the Bronx and 385 slots in Staten Island for a total of 1,985 total slots citywide by July 2027, expanding to 4,000 slots in FY29. Early rigorous testing of the existing pilot program found that the ICM model produced significant reductions in serious rearrest and noncompliance during the year following a person's enrollment.
- Work across City agencies to improve access to health, housing and other social support services for people with serious mental illness, substance use disorder or housing needs who are on Supervised Release to ensure that they receive more timely connection to services during their periods of highest need.

~500 BEDS

Diversion Jail Reduction Projection

Targeted Reduction

While diversion offers the earliest opportunity to reduce the jail population by maximizing pretrial release at arraignment, targeted reduction is a strategy designed to identify opportunities for release after detention has already begun. For this group, comprised of lower risk people with serious B felony charges, higher risk people for whom additional assessments and connections to services are indicated, and those for whom full assessments must be completed to identify possibilities for community supervision, time spent in jail will be used to prepare for safe reentry, ensuring that people are linked to necessary and appropriate programs and services. The initiatives in this section detail the systematic ways in which people in jail can be safely released to the community and be connected to needed supports and services not available in jail, both while awaiting case resolution and after sentencing.

Key Targeted Reduction Interventions

JAIL POPULATION REDUCTION INTERVENTIONS

Expand and Strengthen Alternative to Incarceration Programs (ATIs)[62]

We will:

- Invest $5M annually, including $2.5M in FY27, in providers offering alternatives to incarceration programs to increase intake capacity by over 900 program slots for a total of over 7,000 slots. People enrolled in current ATI programs have 50% fewer rearrests in the first year and 61% fewer rearrests in the second year following program enrollment as compared to the year prior to enrollment.[63]
- Work with relevant State agencies to expand ATI capacity including residential program options for people who need a higher level of structure and support in the community, including people with Serious Mental Illness (SMI)-Substance Use Disorder (SUD) dual-diagnosis, histories of violence and other complex needs. This includes an immediate shared investment of City and State funds of $1.2M over three years into a residential ATI program for adults living with serious mental illness and co-occurring substance use disorders.
- Streamline assessment, referral and placement processes for ATI programs so that eligible people can be released to programs more quickly and with fewer logistical barriers that delay placement such as being released too late in the day, not having transportation, or having an administrative hold that has not been cleared.
- Assess district attorney, defender, treatment court and provider staffing and capacity constraints that cause delay in the identification, development, approval and use of ATI placements.

Expand Electronic Monitoring as a Step-Down Release Option for Detained People[64]

We will:

- Expand the existing electronic monitoring program—currently serving over 1,000 participants per year—by doubling the capacity

with up to 400 additional slots over three years to a total of 800 slots, based on an evaluation of program need, utilization and effectiveness.

- Upgrade to less invasive, more reliable technology that supports effective live monitoring while reducing stigma and unnecessary disruption for current and future participants.
- Develop clear policies to prioritize electronic monitoring as a step-down release option for people who are already detained to avoid "net-widening" or imposing additional conditions of supervision where they are not needed.
- Ensure that electronic monitoring conditions protect meaningful access to work, education, medical and behavioral health care, family responsibilities, religious observance and other appropriate community activities. Assess where an Ability-to-Pay Calculator could help stakeholder assess what a person can realistically afford to help ensure that money bail serves its intended purpose of allowing for release while securing return to court and reducing the number of people who are detained simply because they cannot afford the price of their freedom.

Expand the Capacity for Community-Based Competency Restoration

We will:

- Work with community partners to launch an outpatient competency restoration pilot so that people who have been found unfit to stand trial and are awaiting transfer to a State psychiatric facility for services can receive those services in the community.
- Create new competency restoration coordinator positions to develop and manage individualized service plans, including mental health treatment, court education and court reporting as needed in each borough.

Expand Defender Pretrial Units

We will:

- Invest $5.9M in FY27 and $11.8M annually thereafter in increased staffing for existing public defender pretrial units and expansion of the model to all defender offices. With this investment we will strengthen the effectiveness of jail population review through individualized pretrial release plans that include the services, supervision, housing, treatment and other supports necessary to safely return a person to the community. This investment will also support targeted litigation challenging unnecessary detention, including renewed bail applications, habeas proceedings and appellate review where appropriate. Descriptive data from the Legal Aid Society's pretrial advocacy program shows the number of clients released pretrial increased over 300% following the team's intervention.[65]

Expand Access and Strengthen Supports through the 6A Work Release Program[66]

We will:

- Strengthen the DOC 6A early release program, which allows people serving City sentences to serve some of their time in the community, by creating a more seamless continuum from custody to community and engaging reentry providers on Rikers Island before release so planning, stabilization and service connections can begin in advance and continue upon return to community.

Strengthen Program Release Process

We will:

- Improve coordination and communication among DOC, NYPD, defenders, treatment providers and the courts to ensure timely release to programs by notifying stakeholders of release date, clearing warrants and aligning discharge with program transportation and intake.

Increase Access to Bail Payment

We will:

- Work with the Department of Finance and the Department of Correction to build a new online bail payment portal so that family members and others can pay bail remotely, reducing unnecessary delays and barriers associated with in-person payment.
- Assess where an Ability-to-Pay Calculator could help stakeholders assess what a person can realistically afford to pay. This would help ensure that money bail serves its intended purpose of allowing for release while securing return to court and reducing the number of people who are detained simply because they cannot afford the price of their freedom.[67]
- Support OCA's partially secured bail (PSB) initiative to make it easier for individuals to post PSB, an alternative to cash bail that requires an

in-person application to a judge. Work to increase awareness of the process, collaborate with defenders and community partners to help families understand and complete payment requirements and identify and resolve operational barriers that prevent eligible people from securing timely release.

~700 BEDS

Targeted Reduction Jail Reduction Projection

Reducing Case Delay

Timely resolution of criminal cases is fundamental to a fair and effective legal system. Over 840 people are currently detained on murder charges and have been in custody awaiting case resolution for an average of 690 days. In total, there are 1,470 people who have been jailed pretrial for over one year (22% of the total population), 289 of whom have been jailed for two to three years and 210 of whom have been jailed for over three years. National best practices recognize that unnecessary delay negatively impacts all people who are involved in the criminal legal system. People who are held pretrial can spend months or years awaiting resolution of their case, rendering detention a form of pre-punishment, while victims of crime must grapple with adjournment after adjournment with no accountability or closure. Delays also strain resources as unresolved cases result in growing caseloads and dockets for defenders, district attorneys and judges. With less time for each case, court appearances can become rushed and unproductive, resulting in more adjournments and prolonging resolution. Untimely case resolution simultaneously impacts jail safety and challenges DOC operations. People frequently suffer from mental and physical health declines while in detention, which was designed for much shorter periods of pretrial stay.

Total Median Days from Arrest to Supreme Court Final Disposition				
	2023	2024	2025	2025 Total Net Difference
Citywide	419	418	431	Rest of State is 115 days
Rest of State	267	313	316	faster

Table 4: Median Indicted Felony Case Resolution Times, 2023-2025

New York City felony case resolution times are 115 days longer than the rest of the state.[68]

256 DAYS

National average felony case resolution time[69]

365 DAYS

National standard for timely felony case resolution[70]

Under New York's speedy trial law, felonies must be ready to be tried within six months of indictment, misdemeanors within 90 days. Both the U.S. and New York Constitutions also guarantee the right to a speedy trial. In a criminal justice system where more than 97% of cases are resolved without a trial, the backlogs and delays long endemic to the system are inexcusable. We are not here to point fingers, but to join hands with our many partners to identify and implement innovative protocols...as well as diversionary programs that could replace both pretrial and post-conviction incarceration with therapeutic approaches in appropriate cases. Victims, defendants, and the public deserve a criminal justice system that proceeds swiftly, intelligently, and compassionately.

Chief Judge Rowan D. Wilson[71]

Efficiently operating criminal courts are an essential component of our justice system, and we must not accept a status quo that tolerates excessive delay. The City's renewed focus on the closing of the Rikers Island jails provides an added incentive to redouble our efforts to implement strategies to ensure that serious criminal cases do not languish, while the accused waits in jail and victims and witnesses wait for resolution and closure. We are optimistic that the City's comprehensive plan will complement the case-processing initiatives that we have put in place, minimizing

unnecessary case delays and ultimately helping to reduce the amount of time defendants spend in jail awaiting resolution of their cases — while also appropriately balancing public safety with the rights of individuals awaiting trial.

Chief Administrative Judge Joseph A. Zayas[72]

For those who cannot be released through diversion or targeted reduction, reducing case delay and ensuring the timely resolution of cases is imperative. The below interventions focus on the main drivers of case delay, including: fragmented responsibility for moving cases forward, conflicts and bottlenecks related to scheduling and other court operations, delays in obtaining and reviewing discovery and forensic reports needed for litigation and capacity constraints across the institutions responsible for adjudication. Addressing those conditions requires closer coordination, clearer expectations, better use of data and technology and targeted investment where staffing or process gaps are slowing progress.

Leadership in this area rests principally with the Office of Court Administration (OCA), which is responsible for managing the daily operations, budget, staffing and policies of all state courts, and has made reducing case delays a priority. OCA has already implemented a range of initiatives to improve case management, address long-pending cases, strengthen discovery practices and modernize court operations, including the following initiatives:

- **Late-Stage Conferencing Program:** Identifies cases involving incarcerated individuals pending over two years, addresses causes of delay and moves cases toward plea or trial.
- **High-Inventory Defense Counsel Initiative:** Coordinates scheduling and prioritizes cases involving defense attorneys with large caseloads across multiple counties, particularly cases involving incarcerated individuals.
- **Discovery Scheduling Orders and Conferencing:** Establishes deadlines for discovery, facilitates early resolution of discovery disputes and encourages discussions about case resolution to reduce unnecessary delays.

We will use the tools within our own authority to support this work, convene the relevant stakeholders and develop shared solutions to persistent challenges, including but not limited to the following strategies.

Key Reducing Case Delay Interventions

JAIL POPULATION REDUCTION INTERVENTIONS

Accelerate Processing, Sharing and Review of Discovery

We will:

- Augment NYPD Forensic Investigations, Discovery Liaison and subpoena and record production units to improve turnaround times. Implement eDiscovery and eSubpoena initiatives, as well as upgrade the NYPD/DA Arrest Portal to ensure timely processing and transfer of discovery materials.
- Enhance FDNY Staff Dedicated to Collecting and Sharing Discovery associated with ambulance reports and other incident reports related to 911 dispatch and EMS.
- Reform triage and prioritization policies at OCME to accelerate testing the reports in cases where delays are most likely to extend time in custody.
- Advance Citywide discovery modernization efforts, including technology investments that improve the collection, transfer, organization and review of discovery across agencies and offices.

Reduce Times to Restore Competency and Case Resolution

We will:

- Support OCA's new competency restoration dockets, which bring together NYC's Department of Health and Mental Hygiene, the State's Office of Mental Health, district attorneys, defenders, CHS and DOC to create alignment around state psychiatric bed prioritization, improve information sharing and process barriers that delay competency restoration and case progression.
- Work with relevant court parties to support OCA's competency re-evaluation pilot, a collaboration between OCA and CHS to allocate restoration services efficiently and promote more rapid case resolution. With defense consent, CHS' Forensic Psychiatric Evaluation Service (FPES) may reexamine unfit defendants awaiting restoration services, if the director of mental health services for CHS observes a significant improvement in their clinical status.
- Work with State OMH to bring additional psychiatric beds online and expand out-patient restoration for appropriate defendants to

reduce delays in transfer, restoration and competency proceedings.

Strengthen Assigned Counsel Plan Capacity and Case Support

We will:

- Strengthen the social work capacity of the Assigned Counsel Plan (ACP), which operates out of the Mayor's Office of Criminal Justice and oversees the work of private defense attorneys who accept court-appointed cases.[73] To achieve this we will recruit additional social workers to support panel attorneys and provide training and ongoing support to improve attorney-social worker collaboration and the timely development of mitigation and release plans.
- Simplify and modernize the processes for experts to become approved and paid, reducing administrative barriers and delays while maintaining necessary fiscal and integrity controls.
- Strengthen ACP case-management, workload oversight and assignment practices so that administrators and judges have greater visibility into attorneys' assigned cases, retained cases, and other active matters when making new assignments, helping avoid excessive caseloads and scheduling conflicts, and resulting case delays.

Reduce Post-Plea Delays

We will:

- Ensure probation presentence reports are completed within 15 working days of a conviction for cases where the person is in pretrial detention and work with the courts to reduce the time between plea and sentencing.[74]

CULTURE CHANGE AND DEVELOPMENT

Establish an Interagency Case Delay Task Force that includes representatives from City Hall, OCA, District Attorneys, Defense Organizations and Other Key Stakeholders

We will:

- Work with the court stakeholders to establish shared case-processing goals and benchmarks to create greater consistency and accountability around how long cases pend.
- Use data, research and case reviews to identify common sources of delay, surface matters requiring immediate attention, and troubleshoot operational challenges across agencies and offices, including those related to workload, staffing, scheduling, discovery, court production and coordination across boroughs.
- Convene stakeholders to share findings, build a common understanding of system challenges, and create collective responsibility for addressing them.
- Develop, pilot and scale targeted solutions to persistent sources of delay.

Evaluate Staffing Needs for Court Actors in Order to Reduce Capacity Related Delays

We will:

- Fill judicial vacancies as quickly as possible, including by working with OCA to anticipate upcoming retirements and minimize gaps in filling vacated seats.
- Work with district attorneys, defenders and providers to assess recruitment, retention, workload and compensation challenges, quantify resulting capacity needs, and identify appropriate investments. Particular attention should be paid to the impact of turnover on case delay, as offices must devote time and resources to recruiting, onboarding and training new staff, while transferred cases can lose momentum as new attorneys and teams familiarize themselves with the record—sometimes delaying resolution by weeks or months.

~800 BEDS

Case Delay Jail Reduction Projection

Reducing Recidivism

Nearly half of all jail admissions are for people released from Rikers within the last year.

Nearly 1,600 people in jail on any given day are at the highest risk, demonstrating a combination of factors associated with a high likelihood of missing court dates, committing crime, and subsequently being readmitted to jail. This is a highly destabilized group of people experiencing short-term cycles of arrests

and jail admissions who are highly likely to not only be admitted to jail on their present case, but also again in the near future.

To increase stabilization, reduce victimization and advance public safety, any period of detention should be leveraged to conduct comprehensive needs assessments, provide in custody services and develop release plans that address the underlying conditions contributing to repeated legal-system involvement. Those plans must include sufficiently intensive healthcare, housing and social supports. Research shows that such interventions can reduce rearrest and readmission, even for high-needs populations like this one, by 30% or more, translating into hundreds fewer people in the daily jail population.[75]

Beyond the impact on the jail population, we have a moral responsibility to victims of crime, the people detained and the communities to which they are returning to help accelerate post-incarceration stabilization. Seizing the moment of detention as an opportunity to identify and address unmet needs will reduce reliance on our City's jails and promote public safety in the long run. It will also help inform the prevention and crisis intervention strategies that are being advanced by the Office of Community Safety.

The interventions below are designed to strengthen the continuum of care, expand access to housing and treatment and improve the likelihood of a stable return to community.

Key Reducing Recidivism Interventions

JAIL POPULATION REDUCTION INTERVENTIONS

Expand Justice-Involved Supportive Housing (JISH)[76]

We will:

- Invest $4.86M to fund an additional 190 Justice-Involved Supportive Housing (JISH) beds, operated by DOHMH, to reach 500 total beds. This will fulfill the City's commitment in the 2019 Close Rikers Points of Agreement, and we will continue phased expansion in future years based on an ongoing analysis of need.
- Ensure that new contracts respond to provider feedback on funding levels and the resources required to operate congregate sites and that the referral and placement processes reduce barriers and improve access.

Fully Operationalize and Expand Emergency Transitional Housing (ETH)[77]

We will:

- Invest $9.7M to launch justice-involved Emergency Stabilization Housing with 100 low-barrier, harm-reduction single rooms for adults with both a persistent pattern of criminal legal system involvement and who are homeless or unstably housed. Emergency Stabilization Housing will provide up to 24 months of housing with enhanced on-site psychiatric, behavioral health, substance use, peer support, trauma-informed care and social and life-skills services, followed by up to 12 months of community-based support after residency to promote long-term housing stability, recovery and successful community reintegration.
- Develop a plan for further expansion of existing Emergency Transitional Housing (ETH) portfolio, including increases to available Emergency Stabilization Housing.

Access to Permanent Housing for Justice-Involved Populations[78]

We will:

- Dedicate a portion of permanent rental subsidy vouchers from the Housing Access Voucher Program (HAVP) and the new City Housing Assistance Program (CHAP) to legal system-involved individuals in MOCJ emergency transitional housing.
- Reduce barriers to permanent housing for people with criminal legal system-involvement with the goal of increasing referral and placement rates for eligible people into supportive housing and developing more direct pathways from ETH into permanent housing units.

Support Family and Friends of Individuals Returning from Rikers[79]

We will:

- Invest $3.55M in FY27 and $7.1M annually thereafter to expand the Kinship Reentry Housing Program from supporting 50 to 300 families. This program provides a stable home for people returning to community from Rikers or prison, including 100 people with diagnoses of serious mental illness, substance use disorder or other complex behavior health needs. It provides direct financial assistance, financial management

services, clinical therapeutic support, peer navigation and other wraparound resources. To date, the program has served over 250 families, with three in four families completing the full 12-month program, 90% reporting better family relationships, and 94% reporting better financial stability. Only two of over 250 families had their loved ones return to incarceration during the program period.

- Invest $880K in FY27 and $1.7M annually thereafter to train family members and friends of people experiencing an acute period of rearrest in evidence-informed strategies to reduce rearrest and jail admission and increase stabilization and wellbeing. This investment will equip them with skills that complement professional services and strengthen family caregiving capacity. Training will be provided by clinical staff and peers with comparable lived experience.

Strengthen Support for Victims of Crime through the Office of Community Safety (OCS)

We will:

- Identify victims' needs by engaging victims, victim services organizations, and district attorneys to better understand gaps in services, barriers to access, and unmet needs.
- Strengthen access to services and supports by exploring opportunities to improve access to trauma-informed counseling, safety planning, emergency housing, financial assistance, and other services that support victims' safety, stability, and recovery.
- Improve victims' experience with the justice system by examining opportunities to strengthen communication, case information, court navigation, and support throughout the criminal legal process.

Expand Mobile and Community Treatment Programs[80]

We will:

- Invest $5.4M in FY27 and $10.87M annually thereafter to establish a Mobile Post-Release Addiction Treatment Help (M-PATH) program comprised of 10 teams of peer navigators, medication management staff, behavioral health staff and long-term care coordinators. M-PATH will engage up to 400 people with persistent justice-system involvement after release from custody who have substance use disorders (SUD), serious mental illness (SMI) and/or other types of elevated needs.
- Expand The Health Department's mobile and community mental health treatment capacity to increase access to high-quality community care, drive down waitlists, provide more step-down options and support people to successfully move to lower levels of care.

Expand Residential Community Mental Health Treatment[81]

We will:

- Develop a plan to add additional residential community mental health treatment beds equipped to serve people with dual diagnoses of substance use disorder and serious mental illness. We will seek to add 150 beds to existing capacity and will conduct an analysis of additional needs beyond that.

Strengthen Reentry Programs and Outcomes[82]

We will:

- Invest $6.25M in FY27 and $12.5M annually thereafter starting in FY28 for reentry providers to serve 2,000 additional program participants for a total of 8,000 served. This investment will also build providers' capacity to hire additional clinical staff, reduce caseload ratios to 30:1 and offer more intensive support to improve client retention post-release for people with behavioral health needs.
- Develop a program for high intensity, high-touch point life coaching according to nationwide best practices[83] for people returning from DOC who are at most elevated risk for violent felony rearrest as determined through indicators in administrative data and an established problem analysis model that identifies individuals and groups driving serious community violence and conflict.

CULTURE CHANGE AND DEVELOPMENT

Leverage the Behavioral Health Council and Scale the Justice Training Institute

We will:

- Leverage the NYC Justice and Behavioral Health Council launched by the Mayor's Office of Criminal Justice in the Fall of 2026 to bring together City agencies and providers across the health and social service systems to strengthen cross-system data capacity, reduce barriers to care,

increase the clinical quality of justice programs and identify policy changes needed to better serve high needs populations.

- Launch a Clinical Supervision Pilot Program for small cohorts of clinical staff working within justice programs through the Justice Training Institute (JTI), a practical training hub for MOCJ-funded providers, City agencies, human services organizations and health care partners focused on improving service engagement, strengthening care coordination and reducing gaps in services.[84]

Pilot and then Expand Pre-Release Benefits Enrollment at Rikers[85]

We will:

- Pilot a pre-release SNAP/Cash Assistance benefits program at Rikers with DSS, DOC and CHS for people serving City sentences with the goal of expanding to the pretrial population. For individuals with a known release date, staff will submit benefit applications for review and conduct the required eligibility interview by phone with a Human Resources Administration (HRA) worker while the individual is still in custody and within 30 days before their release. This pilot will enable eligible individuals to leave custody with public assistance activated.

Facilitate Justice and Health System Data Matching and Integration

We will:

- Improve data matching across justice, health, housing and homeless services systems to enable more precise service matching and better prioritize resources for legal system-involved populations.
- Explore development of a shared data infrastructure that allows critical health, housing and justice information to be used more effectively across agencies, improve continuity of care and decrease duplication of efforts.

Institutionalize the Reentry Task Force Case Conferencing Model

We will:

- Continue the work of the Reentry Task Force, launched in June 2026, to strengthen coordination for people returning to community from jail, including expanded intensive case conferencing for people experiencing an acute period of rearrest and a complete evaluation of outcomes.
- Develop strategies to improve reentry planning and coordination among City agencies and community providers including the Mayor's Office of Criminal Justice, Department of Health and Mental Hygiene, NYC Health + Hospitals, Office of Community Safety and Department of Social Services to prioritize legal system-impacted populations and strengthen coordination with DOC and CHS during reentry and following release from jail.

~500 BEDS

Reducing Recidivism Jail Reduction Projection

The Future of Rikers Island



"Rikers Island from the Air." Photograph by Cdogsimmons, August 13, 2008. Wikimedia Commons. Public Domain (released by the author).

After the City's jails are completely transitioned to the borough facilities, Rikers—the island—will remain. To that end, the New York City Department of Citywide Administrative Services (DCAS) is leading our administration's work to advance the future of Rikers Island, including by:

- Transferring Rikers Island property to DCAS;
- Relocating DOC functions off Rikers Island;
- Developing near-term projects to support the future vision of Rikers Island;
- Vision-planning for the future of Rikers Island and;
- Relaunching and Chairing the Rikers Island Advisory Committee.

Transfer of Rikers Island Property to DCAS

After New York City Local Law 16 of 2021, DCAS established a process to transfer the land, buildings and facilities of Rikers Island from the Department of Correction to DCAS.

This process began in 2021 and has resulted in the following transfers of property, which represents nearly 13% of the square footage of Rikers Island:

- JATC transferred on 7/21/2021
- Land Parcels A, B and C transferred on 12/29/2021
- Part of AMKC, Part of GMDC and NIC transferred on 7/2/2026

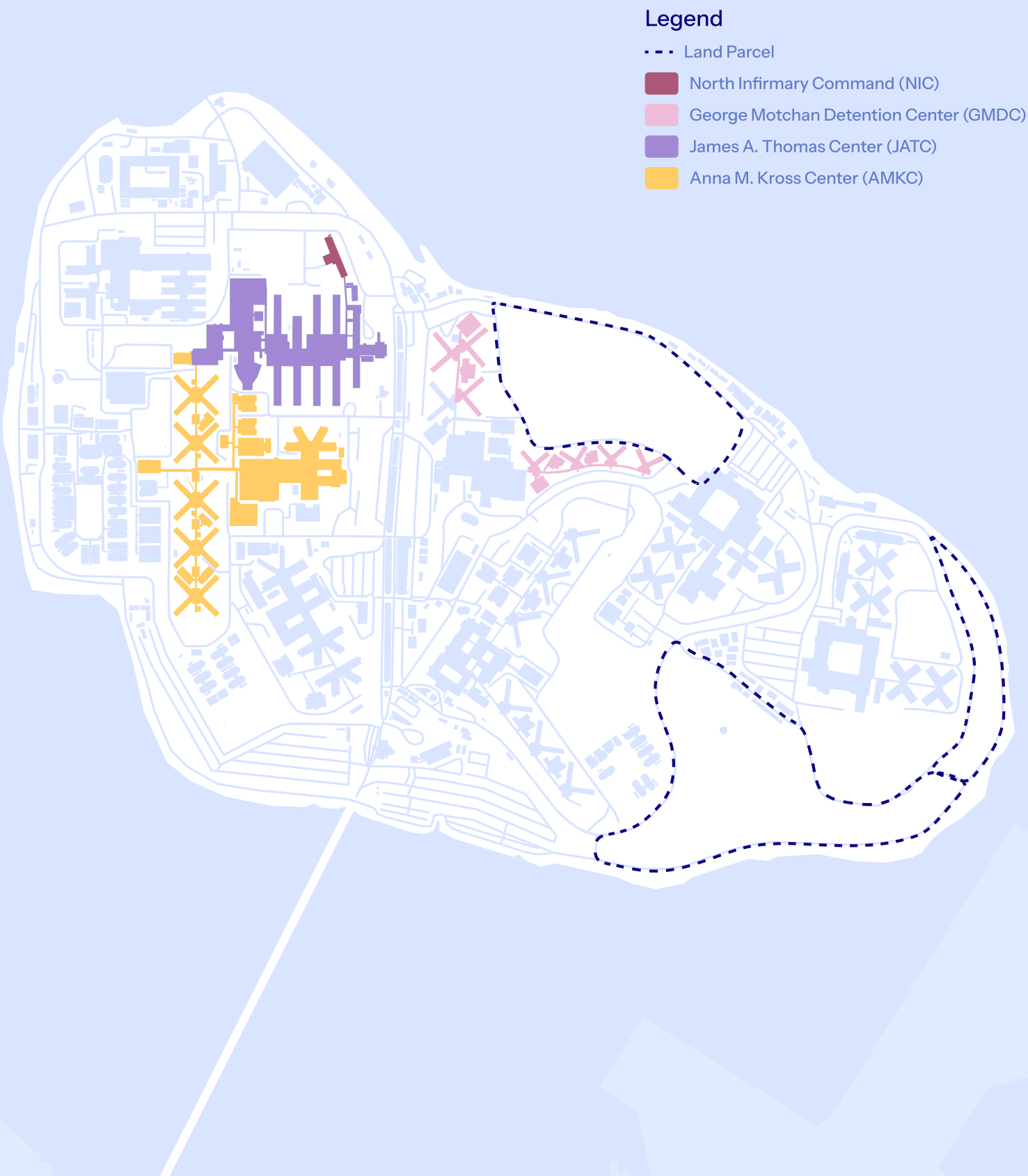
Per the language of the current legislation, every six months, DOC and DCAS will continue to determine if there are portions of Rikers Island that are "not in active use for the housing of incarcerated persons, or in active use for the providing of direct services to such persons, such as medical care, training, storage, employment training and services, reentry services, educational services, visitation, legal services, or administrative hearings" and transfer charge over those portions of Rikers Island to the commissioner of citywide administrative services.

DOC and DCAS entered into an MOU related to the transfer of property in 2021. Per the MOU, DOC will obtain Mayoral approval to surrender jurisdiction of selected parcels, and will then request surrender in writing to DCAS, which will then accept surrender in writing. The MOU and the local law provide that this surrender process continue until such time as all parcels have been surrendered to DCAS from DOC.

While current City Council legislation mandates land transfers through 2027, our administration is committed to ongoing property review for transfer every six months until the closure of Rikers Island is complete.

Rikers Island

Department of Correction (DOC) Surrendered Parcels, August 2026



Relocation of DOC Functions Off Rikers Island

While we prepare to close Rikers Island, we must also prepare for the fact that support services that go into running jails—warehouses for materials, garages for fleet, data centers, staff headquarters and much more—will need to be replaced in boroughs once the jails on Rikers are no longer open. DCAS, as the manager of the City's real estate portfolio, is working with DOC to plan for the relocation of DOC functions off Rikers Island. DCAS and DOC are identifying non-jail related operations and quantifying specific space needs in order to begin to explore relocation options. To date, relocation planning has been initiated for the following:

- Administrative offices
- Repair facilities and garage
- Warehouse
- Industrial freezer
- Security and canine facilities

Future plans will outline the capital and operating costs associated with relocation.

Near-Term Projects and Demolition to Support the Future Vision of Rikers Island

DCAS serves as the central hub for City government energy operations. DCAS is partnering with the Mayor's Office of Climate and Environmental Justice (MOCEJ) and other City agencies to lead our administration's efforts to consider environmental, sustainability and resiliency purposes for Rikers Island. This work is focused immediately on near-term projects to support the future vision of Rikers Island.

DCAS is seeking near-term renewable energy projects that support future on-island activities without impeding future development of the island or adverse impacts to on-island operations and people housed on the island in the interim. This includes coordination with DOC on the planned transition timeline for both jail and non-jail activities. Ideal deployments should be considered "load-following", meaning that they are sized and sited to serve future on-island building and energy needs that will be identified through the vision and master planning process. This will ensure the highest and best possible use of limited island real estate.

Finally, DCAS is working with DOC and other agency partners towards demolition of a Rikers Island facility, to both open the land for future re-use and demonstrate our commitment to ending incarceration permanently on Rikers Island. **$67.5M has been committed in our administration's capital plan** towards that end, with work underway to move ahead with our first demolition project in 2027.

Vision Planning for the Future of Rikers Island

The New York City Mayor's Office of Climate & Environmental Justice released the Renewable Rikers Feasibility Study Report in 2024, finding that following the closure of the jails, there are potential clean energy and economic benefits associated with configuring and scaling energy infrastructure development on Rikers Island. The report, completed under Local Law 17 of 2021, presented five different potential arrangements of solar, battery storage and offshore wind interconnection infrastructure to inform decisions about future redevelopment of Rikers Island, considering cost savings, resilience and greenhouse gas emissions reductions in the context of the City's environmental justice and energy performance mandates and goals.

The New York City Department of Environmental Protection (DEP) released a Feasibility Study for a New Wastewater Resource Recovery Facility (WRRF) on Rikers Island in 2024. Local Law 31 directed DEP to conduct a study on the feasibility of constructing a new wastewater treatment facility on Rikers Island as well as consider the potential for organic waste recycling via composting operations, organics co-digestion and biosolids reuse, in consultation with the Department of Sanitation. The study notes that DEP currently operates 14 WRRFs across all five boroughs. A consolidated facility at Rikers could allow up to four WRRFs located on waterfront property surrounding Rikers Island to partially close, creating the potential for the City to open new waterfront property for community uses. DEP estimates that their preliminary concept would utilize up to 60 percent of available land on the island and would need to be sited on the bedrock portion of the island. DCAS is continuing to explore this proposal with DEP.

These studies by MOCEJ and DEP will inform our administration's vision planning. DCAS is leading this work and will begin vision planning in the first quarter of 2027. **The $4.5M vision planning process** will

include the support of architectural, engineering and planning consultants, and will include:

- a public engagement process to inform the vision and future site plan;
- work to articulate the vision and principles of the master plan;
- outlining the intersection of Rikers Island with energy goals and mandates;
- site systems and infrastructure analysis;
- site planning with demarcation of distinct areas of the island in the future state, and;
- governance, phasing and financing plans.

Our administration's goals for the future of Rikers Island include:

- supporting DOC in the closure of jail facilities and relocation of non-jail uses to support the Borough Based Jails;
- advancing environmental, sustainability and resiliency purposes;
- determining what City services could be consolidated on Rikers Island potentially freeing up other land for uses that directly benefit the surrounding communities;
- identifying ways the City can reflect, acknowledge and share the history of the island;
- delineating districts for City services, potential public use, or other defined uses;
- engaging and gathering feedback from the public on the future potential uses of Rikers Island; and
- exploring how the development of wastewater, energy and other City uses on Rikers Island could return space to off-island communities and reduce environmental impacts to areas around Rikers Island and neighborhoods impacted by incarceration.

The Vision Plan is the initial work that will lay the foundation for the next phase of Master Planning. As part of the Master Planning process, DCAS will include an analysis of the opportunity for City services to be sited on Rikers Island. This analysis will be focused on: future City facility needs; opportunities for centralization and consolidation; and benefits of relocating City facilities to make way for preferred community uses, with a particular emphasis on environmental justice, reducing infrastructure impacts on communities and fulfilling the City's climate goals including the development of green infrastructure.

Rikers Island Advisory Committee

New York City Local Law 16 of 2021 establishes the Rikers Island Advisory Committee, comprised of 15 members including commissioners or their designee from the Department of Citywide Administrative Services, Department of Environmental Protection, Department of Parks and Recreation (NYC Parks), Sanitation Department (DSNY), Department of Buildings (DOB), the director of the Mayor's Office of Climate and Environmental Justice, two members appointed by the Mayor, and seven members appointed by the Speaker of the Council, and is chaired by the DCAS Commissioner. The nine members appointed by the Mayor and Speaker of the Council should represent the geographic diversity of communities impacted by incarceration on Rikers Island or environmental justice communities, including members who have been impacted directly by incarceration on Rikers Island and members with an expertise in environmental justice or sustainability.

Per the local law, the RIAC shall evaluate and make recommendations regarding prospective uses of Rikers Island (both with regard to those portions of Rikers Island transferred to DCAS and the entirety of Rikers Island) for sustainability and resiliency purposes including but not limited to renewable energy, wastewater treatment, organics removal, organic waste processing and other purposes conforming to section 24-803 (Chapter 8 - NEW YORK CITY CLIMATE PROTECTION ACT — NYC Administrative Code 0.0.1 documentation).

RIAC had its first convening in Spring 2024 and its most recent convening in Fall 2025. Our administration, with the Council, has appointed three replacement members to RIAC and will reconvene RIAC before the end of this year. Per the legislation, recommendations to the Mayor and Speaker regarding prospective uses of Rikers Island are due no later than three years after the initial meeting, which is in Spring. These recommendations will also help shape the Vision Plan.

Implementation

As we move from plan to implementation, transparency and accountability will be key components of executing this plan. Implementation will be neither easy nor quick, but it is necessary and achievable. The work will require sustained leadership, coordination, accountability and resolve from stakeholders within the criminal legal system and across the City.

We have already begun to implement some initiatives and interventions, including the continued construction of the new borough-based facilities and outposted therapeutic hospital units, the pilot to improve current sanitary conditions in jail, the Reentry Task Force case conferencing initiative, the Justice Training Institute and expanded access to the 6A Work Release Program.

Some initiatives we will begin to implement soon, such as the creation of a vision plan for future use of Rikers Island, the first new set of in-custody programs under the recommendation of the Remediation Action Plan (RAP), an expansion to Supervised Release intensive case management (ICM), additional Justice-Involved Supportive Housing (JISH) units, an outpatient competency restoration pilot, and key staff positions to accelerate processing, sharing, and review of discovery —with new funding commitments taking effect before the end of FY27.

Other parts of the plan are in their beginning stages, such as the coordination of centralized diversion hubs and the relocation of DOC operations off Rikers Island, including new sites for in-service staff training, which will require deeper preparatory work and exploration to ensure the highest-quality program design.

To ensure that the programs we outline in this plan have the greatest effect and benefit the people they are designed to serve, we will monitor engagement, retention, quality and effectiveness. The Mayor's Office of Criminal Justice Research and Development teams will test interventions while they are running, combining on-the-ground staff and participant feedback with rigorous data analysis to understand whether an intervention works, where it needs improvement and what to try next. This iterative process allows us to strengthen programs over time and scale up what works.

To support our principles of transparency and accountability, our Office for Coordination of the Transition to Borough-Based Jails has established a public website to report progress quarterly until the job is done and Rikers is closed. In addition to programmatic and facility construction updates, the website will also track a number of important indicators relevant to our grounding principles, including, but not limited to:

- daily population by borough-based facility;
- readmissions (within one year of discharge);
- low-bail census (<$15,000);
- long-stayer census (365+ days in custody);
- mental health needs populations (Brad H, CPL 730); and
- special population census (women and gender-expansive, youth, older adults).

Similarly, the Department of Correction, in partnership with the Remediation Manager and the Nunez Monitoring Team, will continue to report publicly on progress, including concerning the staffing transition to the borough-based facilities.

A new chapter for justice in NYC has begun.

Appendices

Appendix A: Facility Designs

BROOKLYN



Aerial View of the Brooklyn Facility



Brooklyn Facility Entry Plaza



Brooklyn Facility Entrance



Brooklyn Facility Entry Plaza



Brooklyn Facility Community Space Entrance



Brooklyn Facility Lobby



Brooklyn Facility Lobby



Brooklyn Facility Lobby



Brooklyn Facility Visiting Room



Brooklyn Facility Outdoor Recreation Space



Brooklyn Facility Horticulture Space



Brooklyn Facility Cell



Brooklyn Facility Dayroom

BRONX



Street View of the Bronx Facility



Bronx Facility Entrance



Bronx Facility Entrance



Bronx Facility Lobby



Bronx Facility Lobby



Bronx Facility Dayroom



Bronx Facility Visiting Room



Bronx Facility Horticulture Space



Bronx Facility Outdoor Recreation Space



Bronx Facility Gymnasium

QUEENS



Street View of the Queens Facility



Queens Facility Dayroom



Queens Facility Therapeutic Unit



Queens Facility Law Library



Queens Facility Visiting Room



Queens Facility Horticulture Space



Queens Facility Outdoor Recreation Space



Queens Facility Gymnasium

MANHATTAN



Street View of the Manhattan Facility



Manhattan Facility Entrance



Manhattan Facility Exterior and White Street Arcade



Manhattan Facility Sally Port



Manhattan Facility Ground View



Manhattan Facility White Street Arcade



Manhattan Facility Public Lobby



Manhattan Facility Staff Lobby



Manhattan Facility Dayroom



Manhattan Facility Therapeutic Unit Dayroom



Manhattan Facility ADA Cell



Manhattan Facility Outdoor Recreation Space



Manhattan Facility Gymnasium



Manhattan Facility Multipurpose Room

Appendix B: Population Reduction Assumptions

Current Population: ~6,600* | Potential Reductions: 2,500+ | Daily Population: ~4,100

This effort is not meant to be a forecast, but rather a demonstration that there is more than enough room to reduce the population to the borough-based capacity. This report, as the others before it, are mapping reduction scenarios—illustrating the reductions possible through big-picture interventions—rather than forecasting specific jail population numbers in the near and long term. The reduction targets used in this report are grounded in both population data and existing research outcomes in both New York City and nationally. As we move into the next stage of implementation, the process will shift from reduction scenarios to forecasting and tracking the effects of initiatives and strategies detailed in this report by utilizing 2026 admissions and average length of stay benchmarks for the population groups below.

While we believe that, with proper services and supports, many people can safely await case resolution in the community, we also recognize individual cases, even those with defendants indicated as low risk, also demonstrate a variety of extenuating, exacerbating and mitigating circumstances. To balance this tension, the scenario below separates out the most serious felonies—Class A (e.g. murder and first-degree drug charges) and Class B felonies (e.g. attempted murder and first-degree: robbery, rape, burglary, and assault), assuming the population facing these charges are unlikely to be strong candidates for diversion at arraignment, regardless of risk, and instead might be reduced via targeted reduction via intensive supervision and service packages that enable more intensively supported or closely supervised release and through reducing delays in the corresponding cases.

The following are the breakdowns and assumptions underpinning the path to a daily population of ~4,100 people upon full implementation of the strategies in this report.

Diversion[86] **Estimated Reduction: ~500**	Assumes ~400 individuals at Rikers on any given day who are at the lowest risk of both failure to appear and pretrial rearrest and who are charged with C Felonies or lower as the minimum target population for increased release rates through expanded voluntary services and concerted release decision training and culture change resulting in population reduction of ~60% for men and ~80% for women*.
	Assumes ~600 individuals at Rikers on any given day who are at low risk of failure to appear and pretrial rearrest if provided supports and resources in the community and who are charged with C Felonies or lower as target population for increased release rates through strengthening and expanding intensive and specialized alternatives to detention (ATDs) to all shifts and boroughs resulting in population reduction of ~40% for men and ~60% for women*.

Targeted Reduction[87] Estimated Reduction: ~700	Assumes 300 lowest risk people and 385 low risk people charged with B felonies as the minimum population for consideration of release under supervision or other services/programs. Assumes ~600 higher-risk individuals at Rikers on any given day whose release assessment score indicates they are candidates for additional screenings and connections to services and ~1,000 without a completed release assessment and who are not charged with an A or B Felony as the minimum target population for expedited discharge through tailored targeted reduction packages post-admission. Assumes expanded access to bail payment, defender pretrial advocacy units, 900 additional alternative to incarceration (ATI) slots, community-based competency restoration, expanded use of 6A, and 400 added electronic monitoring slots will enable release prior to 180 days in jail resulting in populations reductions of ~30% for men and ~40% for women* corresponding to the proportion of this population in jail on any given day for longer than 180 days. Assumes that portions of the target population for Diversion strategies that are not practically diverted may become subject to Targeted Reduction strategies.
Reducing Case Delay[88] Estimated Reduction: ~800	Assumes ~1,600 individuals at Rikers on any given day who have been detained for over one year or who are charged with an A Felony or other charges ineligible for a Release Assessment recommendation as the minimum target population for reduced length of stay through improving case processing times. Assumes improved coordination, accelerated discovery processing, reduced competency restoration times, strengthening ACP, reduced post-plea delays will enable early release resulting in populations reductions of ~50% for men and ~70% for women* corresponding to case resolution and discharge within 540 days for people charged with A Felonies and within 365 days for other people in this population. Assumes that portions of the target population for Diversion strategies that are not practically diverted and portions of the target population for Targeted Reduction before they are released may also be subject to Reducing Case Delay strategies.

Reducing Recidivism[89] Estimated Reduction: ~500	Assumes ~1,600 individuals at Rikers on any given day at the highest risk for failure to appear, short-term rearrest, and readmission to jail as the minimum target population for reduced readmission rates through intensive stabilizing treatment and services. Assumes expanded availability and access to temporary and permanent housing, expanded availability and access to treatment for serious mental illness and substance use disorder, and improved reentry services quality and engagement will encourage stabilization and reduce recidivism rates resulting in populations reductions of ~30% for men and ~50% for women* in line with recidivism and jail stay reduction benchmarks established by rigorous studies of comparable services for populations experiencing cycles of frequent arrests. Assumes that portions of the target population for Diversion strategies that are not practically diverted or diverted to intensive ATD programs and portions of the target populations for Targeted Reduction and Reducing Case Delay strategies once they are released may also be subject to Reducing Recidivism strategies.

Total population estimate of 6,600 includes ~100 people at Rikers on any given day newly sentenced to state prison or awaiting transfer to State Prison who do not fall into any strategy target population.

Women's projected intervention impact ranges are higher than men's as a reflection of higher focus and treatment concentration for this smaller, priority population. Similar patterns may be found for other particularly vulnerable subpopulations who may be identified as priorities for certain interventions, such as younger or older subpopulations.

Appendix C: Release Decisions at Arraignment

In the full universe of the city's criminal legal system, relatively few people go to jail following an arrest. In 2025, there were ~135,000 cases that continued after arraignment-93,210 misdemeanors, 20,484 nonviolent felonies, and 21,243 violent felonies. Out of these cases, 976 people were remanded (1%), 15,344 people had cash bail set (11%), 4541 people had dollar bail set indicating they had another open case or other complication (3%), 79,045 were ROR'd (59%), and 34,852 were assigned to supervised release (26%).

From January through June 2026:

- 3% of misdemeanor cases had cash bail set; 71% were ROR'd and 22% were assigned to Supervised Release; 4% had dollar bail set indicating they had another open case or other complication
- 16% of nonviolent felony cases had cash bail set; 39% were ROR'd, 40% were assigned to Supervised Release, and 1% were remanded; 5% had dollar bail set indicating they had another open case or other complication
- 37% of violent felony cases had cash bail set; 24% were ROR'd, 34% were assigned to Supervised Release, and 3% were remanded; 1% had dollar bail set indicating they had another open case or other complication
- Overall, out of 69,733 cases, there were 9,907 cases with dollar bail, bail set, or remand issued during this period total (14% of continued cases):
    - 3,174 misdemeanor cases [56% of these are dollar bail, indicating that there is a warrant or other open matter—not the misdemeanor charge- that is resulting in the person's admission to jail]
    - 2,151 nonviolent felonies
    - 4,581 violent felonies

Table 5: Arraignment Outcomes, January-June 2026

	Missing	Remand	$1 Bail	Cash Bail	ROR	Supervised Release	Total
Misdemeanor	6	10	1776	1388	34,665	10,876	4,8721
Nonviolent Felony	26	83	464	1605	3,835	3,932	9,945
Violent Felony	68	367	152	4,062	2,642	3,776	11,067
Total	**100**	**460**	**2,392**	**7,055**	**41,142**	**18,584**	**69,733**
Misdemeanor	0%	0%	4%	3%	71%	22%	100%
Nonviolent Felony	0%	1%	5%	16%	39%	40%	100%
Violent Felony	1%	3%	1%	37%	24%	34%	100%
Total	**0%**	**1%**	**3%**	**10%**	**59%**	**27%**	**100%**

Source: CJA via Mayor's Office of Criminal Justice Monthly Arraignment File

Appendix D: Pretrial Jail Admissions + Discharges

During this same period, 9,474 people who entered jail as a pretrial detainee left custody. 51% spent less than 30 days in custody and 24% left after paying bail.

By admission status:

- VFO detainees (52% of total discharges)
  - 71% returned to the community/21% went to prison
    - 30% paid bail—most frequent top charges for bail paid releases are weapon possession, robbery, assault, and attempted murder
  - 49% spent fewer than 30 days in jail
- Nonviolent felony detainees (24% of total discharges)
  - 77% returned to the community/16% went to prison
    - 21% paid bail-most frequent top charges for bail paid releases are drug possession, felony criminal contempt (DV), and grand larceny
  - 46% spent fewer than 30 days in jail
- Misdemeanor detainees (24% of total discharges)
  - 83% returned to the community/5% went to prison
    - 13% paid bail- most frequent top charges for bail paid releases are misdemeanor criminal contempt (DV), assault 3, and forcible touching
  - 63% spent fewer than 30 days in jail

- During this same period, the average daily number of pretrial detainees in jail was 5,520 people—4,070 people held on a violent felony charge, 1,240 held on a nonviolent felony charge, and 210 held on a misdemeanor charge.

Table 6: Releases from DOC Custody by Release Destination, Jan-June 2026

		VFO Detainee	NVFO Detainee	Misdemeanor Detainee	Total
All Discharges	**Community**	3,464	1,781	1,885	7,130
	Other Authority	422	169	270	861
	Prison	1,009	368	102	1,479
% of Discharges	**Community**	71%	77%	83%	75%
	Other Authority	9%	7%	12%	9%
	Prison	21%	16%	5%	16%

Source: City analysis of DOC data

Table 7: Releases from DOC Custody by Length of Stay, Jan-June 2026

	VFO Detainee			NVFO Detainee			Misdemeanor Detainee			Grand Total
	30 days or fewer	31 days or more	Total	30 days or fewer	31 days or more	Total	30 days or fewer	31 days or more	Total	Total
All Discharges	2,391	2,505	4,896	1,063	1,257	2,320	1,412	846	2,258	9,474
Avg. LOS	5	319	166	8	211	118	9	wv	51	127
Median LOS	3	238	36	4	154	45	5	84	15	28
% within Detainee Category	49%	51%	100%	46%	54%	100%	63%	37%	100%	

Source: City analysis of DOC data; excludes 4 people who died during this period

Appendix E: Points of Agreement

The Points of Agreement (POA) are 120 promises the City made toward closing Rikers. As of June 2026, 53 promises have been delivered on, 64 are in progress, and 3 are pending. See the high-level overview of the POAs and its status below. Read a more in-depth version here.

Area	Commitment	Budget	Update
Citywide	Expand Correctional Health Services' discharge planning and reentry services for people with serious health needs leaving city jails	CHS' discharge planning work for people with serious health needs isn't a distinct budget line; however, the Special Population staff in CHS' Reentry & Transition Services predominantly support this work and have a total budget of about $3.2 million.	Delivered
Citywide	Reducing gun violence and promoting safety by expanding Cure Violence programs	See Cure Violence budgets below.	Delivered
Citywide	Expand existing Cure Violence programming to Wagner Houses in the 25th precinct	$800k of expanded funding in 2021	Delivered
Citywide	Establish a new Cure Violence program in the 40th precinct to serve Patterson and Mitchel Houses	$1.6 million full catchment contract	Delivered
Citywide	Expand existing Cure Violence programming in the 113th Precinct	$800 thousand contract	Delivered
Citywide	Expand Cure Violence programming in the 47th Precinct Edenwald Houses	$250 thousand	Delivered

Area	Commitment	Budget	Update
Citywide	Expand existing Cure Violence programming in the 60th Precinct	$250 thousand	Delivered
Citywide	Increase investment in the 67th Precinct Public Safety Coalition	$164,010 in expanded funding	Delivered
Citywide	Implement plan for restorative justice training at every middle school, SEL at every elementary school		Delivered
Citywide	Community justice center in the Far Rockaways	Budgeted at $1.8 million.	Delivered
Citywide	Expand the NYCHA Family Reunification Program	Funded through the MOCJ Reentry RFP. Services began in January 2021.	Delivered
Citywide	Increase rates for Scattered Site Supportive Housing units	DOHMH budget for all MHY Supportive Housing was increased to over $330M in FY25. This includes both scattered site and congregate units.	Delivered
Citywide	Transitional housing for people in the justice system with histories of homelessness	FY26: $58.93 million	Delivered
Citywide	Expand shelter for people re-entering from state prison	FY25 budget for the DHS Osborne Association Fulton Community Re- Entry Center single adult shelter services and building operations is $8.6M.	Delivered
Citywide	Develop new trainings for correction officers, program staff, and healthcare staff	Performed with existing resources.	Delivered

Area	Commitment	Budget	Update
Citywide	Implement commitment to double the number of PACE units in DOC by the end of 2020	$13.9M allocated in FY 2020 for PACE expansion	Delivered
Citywide	Continue building support and connection centers for people with behavioral health needs who encounter police officers on the street	$5.2 million	Delivered
Citywide	Strengthen NYC's ability to prevent and respond to mental health crises	FDNY: $ 22,797,512 H+H: $ 12,540,829 Total: $ 35,338,341	Delivered
Citywide	8 New Health Engagement and Assessment (HEAT) teams	No budget: sunset in 2024	Delivered
Citywide	4 New Co-Response Teams in high-need precincts	Total: $5 million	Delivered
Citywide	A new community-based mental health safety net	$1.5 million for RET budget.	Delivered
Citywide	4 Intensive Mobile Treatment (IMT) teams	The IMT program was expanded to an annual budget of $42 million	Delivered
Bronx	Reduced Height and Density of the Jail	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion.	Delivered
Bronx	Design Consultation	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion.	Delivered

Area	Commitment	Budget	Update
Bronx	Construction Coordination (Community Construction Liaison)	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion.	Delivered
Bronx	Park Haven at East 142nd Street and St Ann's Avenue	Total: $33.4 million	Delivered
Bronx	Study rezoning of M districts	Performed with existing resources.	Delivered
Bronx	Fund programming at a new Senior Center at Mill Brook Terrace	Contractually funded at $600,000	Delivered
Bronx	Expand youth programming at Mill Brook, Mitchel, and Patterson Houses		Delivered
Bronx	Provide space for evening basketball at a local school		Delivered
Bronx	Invest in technology upgrades at P.S. 65		Delivered
Bronx	Support P.S. 65 and other neighborhood schools in securing additional resources		Delivered
Bronx	Invest in pedestrian improvements to the 138th Street corridor	The budget allocation is $8.7 million. It was completed in 2025.	Delivered
Bronx	Invest in violence reduction initiatives in additional areas in the South Bronx		Delivered
Bronx	Vernon C. Bain Center	Performed with existing resources.	Delivered

Area	Commitment	Budget	Update
Brooklyn	Reduced Height and Density of the Jail	POA 1 is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	Delivered
Brooklyn	Design consultation	POA 3 is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	Delivered
Brooklyn	Ingress/Egress from the Facility	Complete (No budget allocation for this item)	Delivered
Brooklyn	Construction coordination (Community Construction Liaison)	POA 8 is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	Delivered
Brooklyn	Preserve a portion of the Justice Mandala mural	Complete (DDC and DOC documented the mural. No budget allocation for this item.)	Delivered
Manhattan	Reduced Height and Density of the Jail	POA 1 is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	Delivered
Manhattan	Moving the vehicular entrance from Baxter Street to Centre Street	Complete (No budget allocation for this item.)	Delivered
Manhattan	Construction Coordination (Community Construction Liaison)	POA 6 is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	Delivered
Manhattan	Support the acquisition and construction of a permanent museum and a new performing arts space	FY20: $5 million FY21: $15 million FY22: $15 million Total: $35 million	Delivered

Area	Commitment	Budget	Update
Manhattan	Rent credits to be issued to Chung Pak and relocation assistance for small business tenants	Buy-outs were completed in 2021, and those tenants have long-since vacated.	Delivered
Queens	Reduced Height and Density of the Jail	POA 1 is part of the overall allocation for the Queens Borough Based Jail, amounting to $3.985 billion.	Delivered
Queens	Provision of Community Facility or Commercial Space (25,000 sq ft)	$80.1 million	Delivered
Queens	Design Consultation	POA 3 is part of the overall allocation for the Queens Borough Based Jail, amounting to $3.985 billion.	Delivered
Queens	Construction Coordination (Community Construction Liaison)	POA 5 is part of the overall allocation for the Queens Borough Based Jail, amounting to $3.985 billion.	Delivered
Queens	Invest in Capital Improvements at PS 99 and PS 139		Delivered
Queens	Improving Lighting in the Austin Street Underpass	$80 thousand	Delivered
Queens	Additional Trash Cans	Performed with existing resources.	Delivered
Queens	Invest in Upgrades to Queens Community House	Contractually funded at $207,000, one-time funding of $66,000 for upgrades	Delivered
Citywide	Expand and Fund Supervised Release and Other Pre-Trial Services	FY25: $110.3 million	In progress

Area	Commitment	Budget	Update
Citywide	Increase ATI funding to reduce the number of people serving city sentences as much as possible	FY25: $32.48 million	In progress
Citywide	Enhance reentry and discharge planning services available to everyone leaving jails	FY26: $32.9 million	In progress
Citywide	Columbia Justice Lab Planning Grant	No allocated budget.	In progress
Citywide	Increase the number of Supportive Housing beds	$4.8 million	In progress
Citywide	Facilitate access to supportive housing and other public benefits for people who are incarcerated	FY25 Budget for HomeBase is $59.5M across 16 contracts. SUS Homebase contract's FY25 budget is $5.9M (the Rikers portion is a subset of this total).	In progress
Citywide	Continue convening and operation of the Culture Change Committee of the Justice Implementation Task Force	No allocated budget.	In progress
Citywide	Provide better access to facilities for programming and service providers	FY25: $27.8 million	In progress
Citywide	Ensure the new system has an adequate percentage of therapeutic housing beds	$910 million	In progress
Citywide	6 New Mobile Crisis Teams	FY25: $19 million	In progress

Area	Commitment	Budget	Update
Citywide	Explore the feasibility of moving the women's facility to a different site	Performed with existing resources.	In progress
Citywide	Explore possibility of decommissioning floors in the future	This is part of the overall allocation for the Borough Based Jails, amounting to $16.1 billion.	In progress
Citywide	Publicly track progress on commitments	Performed with existing resources.	In progress
Bronx	Provision of Community Facility or Commercial Space (40,000 sq ft)	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion.	In progress
Bronx	Parking	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion.	In progress
Bronx	Building Articulation	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion.	In progress
Bronx	Street Trees	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion	In progress
Bronx	Air Quality and Noise Monitoring	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion	In progress
Bronx	Traffic Mitigation	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion	In progress

Area	Commitment	Budget	Update
Bronx	Protecting Open Space	This is part of the overall allocation for the Bronx Borough Based Jail, amounting to $2.972 billion	In progress
Bronx	Invest in new affordable housing for the community	Park Haven ($33.4M) 351 Powers Ave. ($12M has been allocated) 320 Concord Ave. ($12M has been allocated)	In progress
Bronx	351 Powers Avenue	$12M in City capital has been allocated to the project.	In progress
Bronx	Install new lighting, cameras, and accessible play equipment at Mill Brook, Mitchel, Mott Haven, and Patterson Houses	$37,000,000	In progress
Bronx	Invest in a new community center at 1080 Ogden Avenue	$42 million (design and construction)	In progress
Bronx	Fund a new youth services center at 337 East 139th Street		In progress
Bronx	Upgrade community centers at Mill Brook, Mitchel, Mott Haven, and Patterson	$24,709,425.74	In progress
Bronx	Mill Brook community center upgrade	$3,271,600.76	In progress
Bronx	Mitchel community center upgrade	$7,876,769	In progress
Bronx	Mott Haven community center upgrade	$8,782,483	In progress
Bronx	Patterson community center upgrade	$6,736,472	In progress

Area	Commitment	Budget	Update
Bronx	Invest in capital improvements to Samuel Gompers High School	Not listed.	In progress
Bronx	Encourage hiring of community residents and justice-involved New Yorkers for BBJ project	This is part of the overall allocation for the Borough Based Jails, amounting to $16.1 billion	In progress
Bronx	Reducing Department of Correction vehicle emissions	A part of DCAS fleet electrification.	In progress
Brooklyn	Provision of Community Facility (30,000 sq ft)	This is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	In progress
Brooklyn	Parking	This is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	In progress
Brooklyn	Streetscape improvements	Ongoing	In progress
Brooklyn	Outdoor Recreation Space on the Roof	This is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	In progress
Brooklyn	Street Trees	This is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	In progress
Brooklyn	Air Quality and Noise Monitoring	This is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	In progress
Brooklyn	Traffic Mitigation	This is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	In progress

Area	Commitment	Budget	Update
Brooklyn	Protecting Open Space	This is part of the overall allocation for the Brooklyn Borough Based Jail, amounting to $2.959 billion.	In progress
Brooklyn	Expansion of pre-arraignment diversion programming	In FY26 the program has been funded for a baselined amount of $4,005,620 annually.	In progress
Brooklyn	Restorative Justice	FY25: $6.5 million	In progress
Brooklyn	Community Justice Innovation Fund	No allocated budget.	In progress
Manhattan	Provision of Community Facility or Commercial Space (20,000 sq ft)	This is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	In progress
Manhattan	Design Consultation	This is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	In progress
Manhattan	Parking	This is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	In progress
Manhattan	Street Trees	This is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	In progress
Manhattan	Air Quality and Noise Monitoring	This is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	In progress
Manhattan	Traffic Mitigation	This is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	In progress

Area	Commitment	Budget	Update
Manhattan	Protecting Open Space	This is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	In progress
Manhattan	Scaffolding (umbrella scaffolding on Baxter and Centre)	This is part of the overall allocation for the Manhattan Borough Based Jail, amounting to $3.764 billion.	In progress
Manhattan	Invest in upgrades in Columbus Park	$16 million	In progress
Manhattan	Invest in upgrades in Columbus Park Pavilion	Allocated: $9.5 million	In progress
Manhattan	Invest in upgrades in Columbus Park M&O Building	Allocated: $6.5Million	In progress
Manhattan	Install a lift/elevator at 70 Mulberry Street	In 2021, the Mayor's office allocated $170 million in funding to rebuild 70 Mulberry St.	In progress
Queens	Parking	This is part of the overall allocation for the Queens Borough Based Jail, amounting to $3.985 billion.	In progress
Queens	Street Trees	This is part of the overall allocation for the Queens Borough Based Jail, amounting to $3.985 billion.	In progress
Queens	Air Quality and Noise Monitoring	This is part of the overall allocation for the Queens Borough Based Jail, amounting to $3.985 billion.	In progress
Queens	Traffic Mitigation	This is part of the overall allocation for the Queens Borough Based Jail, amounting to $3.985 billion.	In progress

Area	Commitment	Budget	Update
Queens	Protecting Open Space	This is part of the overall allocation for the Queens Borough Based Jail, amounting to $3.985 billion.	In progress
Queens	New uniformed officers for the 102nd Precinct	New Police Officers would have an annual pay of $60,884 (this includes a base salary of $55,942 plus differential pay, holiday pay, and a uniform allowance).	In progress
Queens	New Sewers in Kew Gardens	Pending final determination by DEP.	In progress
Queens	Monitoring Flooding Complaints	Performed with existing resources.	In progress
Bronx	320 Concord Avenue	$12M in City capital has been allocated to the project.	PENDING HPD approved a CP for $8M in city Capital funding for the project in FY21, and an additional $4M in FY25, but the project has experienced delays related to issues with the project GC and in obtaining additional federal approvals required to access additional funding and complete the scope of work. HPD is working with HUD to secure the necessary funding to move the project forward.

Area	Commitment	Budget	Update
Manhattan	Senior Housing Preservation (Chung Pak, 96 Baxter Street)	$12M in City capital has been allocated to the project.	PENDING HPD approved a CP for $8M in city Capital funding for the project in FY21, and an additional $4M in FY25, but the project has experienced delays related to issues with the project GC and in obtaining additional federal approvals required to access additional funding and complete the scope of work. HPD is working with HUD to secure the necessary funding to move the project forward. The project closed in November 2025. As of January 12~~th~~, construction has not started.

Area	Commitment	Budget	Update
Manhattan	Improvement of Chung Pak Outdoor Terrace	$12M in City capital has been allocated to the project.	PENDING HPD approved a CP for $8M in city Capital funding for the project in FY21, and an additional $4M in FY25, but the project has experienced delays related to issues with the project GC and in obtaining additional federal approvals required to access additional funding and complete the scope of work. HPD is working with HUD to secure the necessary funding to move the project forward. The project closed in November 2025. As of January 12~~th~~, construction has not started.

Appendix F: Rikers Island Advisory Committee Appointed Membership

Member	Organization	Seat
Yume Kitasei	Commissioner, NYC Department of Citywide Administrative Services	
Lisa Garcia	Commissioner, NYC Department of Environmental Protection	
Tricia Shimamura	Commissioner, NYC Department of Parks and Recreation	
Gregory Anderson	Commissioner, NYC Department of Sanitation	
Ahmed Tigani	Commissioner, NYC Department of Buildings	
Louise Yeung	Chief Climate Officer, NYC Mayor's Office of Climate & Environmental Justice	
Stanley Richards	Commissioner, NYC Department of Correction (non-voting member)	
Eric A.	Senior Attorney, Environmental Health Goldstein Natural Resources Defense Council (NRDC)	Mayor
Rob DeLeon	President and CEO, The Fortune Society	Mayor
Marco Barrios	Criminal Justice Advocate, Urban Justice Center Mental Health Project	Speaker
Costa Constantinides	CEO, Variety Boys & Girls Club of Queens	Speaker
Melissa Iachan	Co-Founder, Renewable Rikers Coalition	Speaker
David Condliffe	Executive Director, Center for Community Speaker Esq. Alternatives	Speaker
Andre Ward	Executive Director, Institute for Justice and Opportunity, John Jay College of Criminal Justice, CUNY	Speaker
Janos Marton	CEO, Dream.Org	Speaker
Daniela Castillo	Program Director, Green Light District, El Puente de Williamsburg, Inc.	Speaker

Endnotes

1 Rigorous studies have found pretrial detention reduces employment and earnings, and increases household bankruptcy and financial insolvency. See Will Dobbie et al., "The Effects of Pretrial Detention on Conviction, Future Crime, and Employment: Evidence from Randomly Assigned Judges," American Economic Review 108, no. 2 (2018): 201–40, https://doi.org/10.1257/aer.20161503; Will Dobbie and Crystal S. Yang, "The Economic Costs of Pretrial Detention," Brookings Papers on Economic Activity 52, no. 1 (2021): 251–291, https://www.brookings.edu/articles/the-economic-costs-of-pretrial-detention/; Nicolás Grau et al., "The Effect of Pretrial Detention on Labor Market Outcomes," Journal of Quantitative Criminology 39, no. 2 (2023): 283–332, https://doi.org/10.1007/s10940-021-09535-4; Pablo Slutzky and Sheng-Jun Xu, "The Financial Consequences of Pretrial Detention," Review of Financial Studies 38, no. 11 (2025): 3329–73, https://doi.org/10.1093/rfs/hhaf009. People released from Rikers or with a court case in New York City have also reported pretrial detention and court involvement contributing to job loss, housing instability, and strained family relationships. See Tiffany Bergin et al., "The Initial Collateral Consequences of Pretrial Detention," New York Criminal Justice Agency (2022), https://www.nycja.org/publications/the-initial-collateral-consequences-of-pretrial-detention; Samantha Plummer and Jaclyn Davis, "The Rikers Island Longitudinal Study: Research Report," The Columbia Justice Lab (2024), https://justicelab.columbia.edu/sites/justicelab.columbia.edu/files/content/RILS_Report-5.pdf.

2 Rigorous studies have consistently found that pretrial detention increases recidivism for many people, when they return back to the community more destabilized as a result of their time in jail. The strongest studies therefore found that pretrial detention either produced a net increase in crime, or produced little or no net crime prevention effect for cases where some judges would detain and other judges would not. See Arpit Gupta et al., "The Heavy Costs of High Bail: Evidence from Judge Randomization," Journal of Legal Studies 45, no. 2 (2016): 471–505, https://doi.org/10.1086/688907; Emily Leslie and Nolan G. Pope, "The Unintended Impact of Pretrial Detention on Case Outcomes: Evidence from New York City Arraignments," Journal of Law and Economics 60, no. 3 (2017): 529–57, https://doi.org/10.1086/695285; and Dobbie et al., "Effects of Pretrial Detention." For a review of this literature, see Charles E. Loeffler and Daniel S. Nagin, "The Impact of Incarceration on Recidivism" Annual Review of Criminology 5 (2022): 133–52, https://doi.org/10.1146/annurev-criminol-030920-112506. Research in New York City has also found that people can be released to supervision instead of having bail set without increasing failure to appear (FTA) or rearrest. See Melanie Skemer et al., "Pursuing Pretrial Justice through an Alternative to Bail: Findings from an Evaluation of New York City's Supervised Release Program," MDRC (2020), https://www.mdrc.org/sites/default/files/Supervised_Release_Final_Report.pdf. Note that these rigorous studies only measured the impact for marginal cases on the decision boundary, where some judges would release and some would detain the person.

3 Gonzales, Richard. "City Council Votes to Close New York's Notorious Rikers Island Jail Complex." NPR, October 18, 2019. https://www.npr.org/2019/10/17/771167909/new-york-to-close-citys-notorious-rikers-island-jail-complex.

4 Rigorous evidence shows that improved quality of conditions and staff practices in a jail, prison, or other institution can reduce serious infractions and recidivism, and improve the wellbeing of both the people confined and the staff. A randomized study of 46 jails across the country tested the impact of improving the quality of health care services through accreditation, finding that these improvements significantly reduced the 12-month mortality rate. Marcella Alsan and Crystal S. Yang, "Can Accreditation Improve Quality? Experimental Evidence from U.S. Jails," National Bureau of Economic Research (2026), https://doi.org/10.3386/w33357.

Rigorous studies have found that changes in staff practices can improve behavior and wellbeing, in prison as well as in other institutions such as psychiatric facilities and nursing homes. A study found that culturally transformed housing units in prison produced a 73% reduction in the odds of receiving a violent infraction. See Ryan Shanahan et al., "Restoring Promise: A Randomized Control Trial Examining the Impact of an Innovative Young Adult Housing on Reducing Violence," Vera Institute of Justice (2023), https://www.vera.org/publications/restoring-promise-a-randomized-control-trial-examining-the-impact-of-an-innovative-young-adult-housing-on-reducing-violence. See also Len Bowers et al., "Reducing Conflict and Containment Rates on Acute Psychiatric Wards: The Safewards Cluster Randomised Controlled Trial," International Journal of Nursing Studies 52, no. 9 (2015): 1412–22, https://doi.org/10.1016/j.ijnurstu.2015.05.001; Lynn Chenoweth et al., "Caring for Aged Dementia Care Resident Study (CADRES) of Person-Centered Care, Dementia-Care Mapping, and Usual Care in Dementia: A Cluster-Randomised Trial," Lancet Neurology 8, no. 4 (2009): 317–25, https://doi.org/10.1016/S1474-4422(09)70045-6.

Other rigorous studies found that overheating was related to a 20% increase in violent infractions, and that overcrowding increased

violent misconduct. Anita Mukherjee and Nicholas J. Sanders, "Cruel and Unusual Punishment: Violence from Unmitigated Heat in Prison," Journal of Human Resources 61, no. 5 (2026), https://doi.org/10.3368/jhr.1023-13168R1; Jonathan Kurzfeld, "Prison Crowding and Violent Misconduct," Social Science Research Network Working Paper (2017), https://papers.ssrn.com/sol3/papers.cfm?abstract_id=2994546.

A number of rigorous studies have found that harsher conditions have increased recidivism post-release, or that better conditions have reduced it, though these have been largely in a prison context. See Santiago Tobón, "Do Better Prisons Reduce Recidivism? Evidence from a Prison Construction Program," The Review of Economics and Statistics 104, no. 6 (2022): 1256–72, https://doi.org/10.1162/rest_a_01007; Giovanni Mastrobuoni and Daniele Terlizzese, "Leave the Door Open? Prison Conditions and Recidivism," American Economic Journal: Applied Economics 14, no. 4 (2022): 200–33, https://doi.org/10.1257/app.20190038; M. Keith Chen and Jesse M. Shapiro, "Do Harsher Prison Conditions Reduce Recidivism? A Discontinuity-Based Approach," American Law and Economics Review 9, no. 1 (2007): 1–29, https://doi.org/10.1093/aler/ahm006; Francesco Drago et al., "Prison Conditions and Recidivism," American Law and Economics Review 13, no. 1 (2011): 103–30, https://doi.org/10.1093/aler/ahq024; Gerald G. Gaes and Scott D. Camp, "Unintended Consequences: Experimental Evidence for the Criminogenic Effect of Prison Security Level Placement on Post-Release Recidivism," Journal of Experimental Criminology 5, no. 2 (2009): 139–62, https://doi.org/10.1007/s11292-009-9070-z. Rigorous evidence demonstrates that improved conditions can improve staff wellbeing as well. Yun-hee Jeon et al., "Staff Outcomes from the Caring for Aged Dementia Care Resident Study (CADRES): A Cluster Randomised Trial," International Journal of Nursing Studies 49, no. 5 (2012): 508-18, https://doi.org/10.1016/j.ijnurstu.2011.10.020.

5 Nicholas J. Deml et al., "The Remediation Action Plan," NYC Department of Correction Remediation Management Team (2026), https://legalaidnyc.org/wp-content/uploads/2026/07/2026.07.14-ECF-No.-988-RAP.pdf.

6 Studies have found that programs during short incarceration stays can reduce recidivism. A recent study found that a one standard deviation increase in the number of programs available to people serving short custodial sentences reduced recidivism by 4 percentage points over a five-year window, or 12%. William Arbour et al., "Prison Rehabilitation Programs and Recidivism," Journal of Human Resources: 61 (2026): 1040–69, https://doi.org/10.3368/jhr.1021-11933R2. A recent instrumental variable study found that one additional month of educational IGNITE programming reduced weekly misconduct incidents in jail by 25% and three-month recidivism by 24% (9 percentage points), with effects growing over time to reducing one-year recidivism by 15 percentage points. The researchers estimated that each additional month of IGNITE reduced the cost to society over the year following release by $7,285 per person. It also increased educational skills by an average of one full grade level in math and reading per participant. Marcella Alsan et al., "'Something Works' in U.S. Jails: Misconduct and Recidivism Effects of the IGNITE Program," Quarterly Journal of Economics 140, no. 2 (2025): 1367–1415, https://doi.org/10.1093/qje/qjaf005. Another recent instrumental variable study found that cognitive behavioral programming reduced one-year recidivism by 18 percentage points. William Arbour, "Can Recidivism be Prevented from Behind Bars? Evidence from a Behavioral Program," University of Toronto Department of Economics Working Paper No. 683 (2021), https://www.economics.utoronto.ca/public/workingPapers/tecipa-683.pdf. People in a randomized trial of a parenthood program in jail had 37% fewer arrests in the year after the program, as well as lower substance use. J. Mark Eddy et al., "A Randomized Controlled Trial of a Parent Management Training Program for Incarcerated Parents: Post-Release Outcomes," International Journal of Environmental Research and Public Health 19, no. 8 (2022), https://doi.org/10.3390/ijerph19084605.

7 Recent studies of staff training in law enforcement settings have shown meaningful improvements in decisions and outcomes, and in some cases have reduced crime and recidivism. A randomized trial of a brief empathic supervision intervention for probation and parole officers produced a 13% reduction in recidivism among the people they supervised over 10 months. Jason A. Okonofua et al., "A Scalable Empathic Supervision Intervention to Mitigate Recidivism from Probation and Parole," Proceedings of the National Academy of Sciences 118, no. 14 (2021), https://doi.org/10.1073/pnas.2018036118. A randomized trial testing a situational decision-making training for police officers used classroom teaching and a simulator to teach officers to consider multiple interpretations of ambiguous situations before acting. Trained officers used non-lethal force 23% less and made 23% fewer discretionary arrests, with no decrease in other types of police activity and engagement and fewer officer injuries, though effects diminished over time. Oeindrila Dube et al., "A Cognitive View of Policing," The Quarterly Journal of Economics 140, no. 1 (2025): 745–91, https://doi.org/10.1093/qje/qjae039. Using a staggered roll-out evaluation with randomized training dates, a study of a one-day procedural justice training for police officers found evidence of reduced use of force. George Wood et al., (2021). Procedural justice training reduces police use of force and complaints against officers. Proceedings of the National Academy of Sciences, 118(27), https://doi.org/10.1073/pnas.1920671117. Another randomized trial of a more intensive (40-hour) procedural justice training for police officers found fewer arrests and 14% fewer crime incidents in the hot spots those officers patrolled. David Weisburd et al., "Reforming the Police Through Procedural Justice Training: A Multicity

Randomized Trial at Crime Hot Spots," Proceedings of the National Academy of Sciences 119, no. 14 (2022), https://doi.org/10.1073/pnas.2118780119. In addition, a number of randomized trials have demonstrated that institutional staff protocols and supports, as well as organizational climate, can improve staff wellbeing. See Jeon et al., "Staff Outcomes"; Elizabeth Linos et al., "Reducing Burnout and Resignations Among Frontline Workers: A Field Experiment," Journal of Public Administration Research and Theory 32, no. 3 (2022): 473–88, https://doi.org/10.1093/jopart/muab042; Catherine P. Bradshaw et al., "Altering School Climate through School-Wide Positive Behavioral Interventions and Supports: Findings from a Group-Randomized Effectiveness Trial," Prevention Science 10, no. 2 (2009): 100–115, https://doi.org/10.1007/s11121-008-0114-9; Kim Desmond et al., "Improving Well-Being through Social Support & Belonging: A Pilot Program with the Denver Sheriff Department," The People Lab (2024), https://peoplelab.hks.harvard.edu/policy-brief-improving-well-being-through-social-support-and-belonging.

8 See prior endnote 6 on impact of jail programming for a discussion on the significant impact on misconduct and recidivism of a tablet-based educational program. Alsan et al., "Something Works".

9 See prior endnote 2 on impact of pretrial detention for a discussion on impacts of diversion: Gupta et al., "Heavy Costs of High Bail"; Leslie and Pope, "Unintended Impact of Pretrial Detention on Case Outcomes"; Dobbie et al., "Effects of Pretrial Detention"; Loeffler and Nagin, "Impact of Incarceration on Recidivism"; Skemer et al., "Pursuing Pretrial Justice." In addition, recent rigorous studies have demonstrated that better screening at the outset of a case allows fewer people to be detained without a net increase in crime. A recent randomized trial of attorneys screening cases for legal sufficiency prior to the initial detention decision found faster case resolution, fewer convictions, with no increase in arrests. See "Timely Justice: How Case Screening Improves Efficiency, Effectiveness, and Fairness, Evidence from a Randomized Controlled Trial.," Justice Innovation Lab (2025), https://knowledgehub.justiceinnovationlab.org/reports/screening-results1-rct-charleston-sc. A forthcoming rigorous evaluation by the University of Chicago Crime Lab found that when the CJA Release Assessment was rolled out, it resulted in judges releasing significantly more people without bail, without an increase in rearrests or failure to appear in court.

10 Rigorous studies have found that diversion into ATIs, support services, and programming can in many cases safely keep more people in community with no or minimal impact on crime, avoid the high costs of incarceration, and reduce recidivism. One study using an instrumental variable analysis found a mandate into mental health counseling reduced recidivism by about 12 percentage points (36%), as well as reduced future incarceration sentences by 6 points (43%) and future sentence length by 55 days (57%), with a higher reduction of 20 percentage points for people with repeat justice involvement. Rachel Nesbit, "The Role of Mandated Mental Health Treatment in the Criminal Justice System," University of Maryland, Working Paper (2023), https://www.aeaweb.org/conference/2024/program/paper/F465Yk2A. A randomized trial diverting people with property convictions and substance use into a treatment program reduced recidivism compared with standard probation in one of two sites. Michael R. McCart et al., "Randomized Trial of a Diversion Program for Property Offenders with Drug Use," Journal of Criminal Justice 79 (2022), https://doi.org/10.1016/j.jcrimjus.2022.101900.

This is supported by a number of studies that have found that in many cases people can be diverted from incarceration without a net increase in crime—this effect requires careful monitoring as it has not always been consistent. See prior endnote 2 on impact of pretrial detention for a discussion on impacts of diversion. Gupta et al., "Heavy Costs of High Bail"; Leslie and Pope, "Unintended Impact of Pretrial Detention on Case Outcomes"; Dobbie et al., "Effects of Pretrial Detention"; Loeffler and Nagin, "Impact of Incarceration on Recidivism"; Skemer et al., "Pursuing Pretrial Justice." One rigorous study that tested the impact of judges sentencing people to longer or shorter incarceration or to probation found no significant net impact on rearrest, even accounting for the time incapacitated. Donald P. Green and Daniel Winik, "Using Random Judge Assignments to Estimate the Effects of Incarceration and Probation on Recidivism Among Drug Offenders," Criminology 48, no. 2 (2010): 357–87, https://papers.ssrn.com/sol3/Delivery.cfm?abstractid=1477673. See also Michael Mueller-Smith, "The Criminal and Labor Market Impacts of Incarceration," University of Michigan Department of Economics Working Paper (2015), https://sites.lsa.umich.edu/mgms/wp-content/uploads/sites/283/2015/09/incar.pdf. Rigorous studies have also found that electronic monitoring in place of incarceration can allow more people to remain in the community without increasing serious crime, and in several countries, it reduced reoffending compared with incarceration. Roman Rivera, "Release, Detain, or Surveil? The Effect of Electronic Monitoring on Defendant Outcomes," American Economic Journal: Applied Economics 18, no. 2 (2026): 299–329, https://doi.org/10.1257/app.20240517; Rafael Di Tella and Ernesto Schargrodsky, "Criminal Recidivism After Prison and Electronic Monitoring," Journal of Political Economy 121, no. 1 (2013): 28–73, https://doi.org/10.1086/669786; Anais Henneguelle et al., "Better at Home Than in Prison? The Effects of Electronic Monitoring on Recidivism in France," Journal of Law and Economics 59, no. 3 (2016): 629–67, https://doi.org/10.1086/690005; Jenny Williams and Don Weatherburn, "Can Electronic Monitoring Reduce Reoffending?" Review of Economics and Statistics 104, no. 2 (2022): 232–45, https://doi.org/10.1162/rest_a_00954; Julien Grenet et al., "The Effects of Electronic Monitoring on Offenders and Their Families," Journal of Public Economics 230 (2024) https://doi.

org/10.1016/j.jpubeco.2023.105051.

11 Studies have shown that proactive, coordinated efforts to reduce case delay or reduce time spent in jail can shorten the time people wait for a decision in their case. In Brooklyn, a pilot that set a formal case timeline, reduced adjournments, and added case conferences was associated with an 11-percentage-point increase in cases disposed within the six-month time standard and a 20-percentage-point increase in cases resolved within 10 months; see Joanna Weill et al., "Felony Case Delay in New York City: Lessons from a Pilot Project in Brooklyn," Center for Court Innovation (2021), https://www.innovatingjustice.org/wp-content/uploads/2021/03/Case_Delay_Policy_Brief_3.29.2021.pdf. A randomized controlled trial tested regular summaries of each court's adjournment rate, its top three reasons for adjournment, and predicted improvements if reason was addressed. Courts were randomly assigned to share the summaries with either no one, with judges only, or with a group of court representatives, including judges, attorneys, police, and correctional staff. Sharing them regularly with the full court team reduced case duration by 22%; see Matthieu Chemin et al., "Data Science for Justice: The Short-Term Effects of a Randomized Judicial Reform in Kenya," Toulouse School of Economics Working Paper No. 22-1391 (2022), https://hal.science/hal-03921938/document. A descriptive study of a systematic case review intervention, in which a team reviewed each case to identify people who could be released or whose cases could be moved forward, found it was associated with a significant decline in the number of people held in jail for more than 100 days; see Beth M. Huebner et al., "Systematic Case Review Strategies: An Application for Jail Population Reduction," Justice Quarterly 37, no. 7 (2020): 1261–76, https://doi.org/10.1080/07418825.2020.1819384. External reports have likewise identified reducing case delay as key to reducing jail populations; see Robert Callahan et al., "Ensuring Timely Trials", Office of the New York City Comptroller (2024), https://comptroller.nyc.gov/wp-content/uploads/documents/Ensuring-Timely-Trials.pdf. A variety of courts around the world have found different strategies that have worked to reduce case processing time. See Robert Bray et al., "Multitasking, Multiarmed Bandits, and the Italian Judiciary," Manufacturing & Service Operations Management, 18, no. 4 (2016): 545–58, https://doi.org/10.1287/msom.2016.0586; Florence Kondylis and Mattea Stein, "The Speed of Justice," Review of Economics and Statistics, 105, no. 3 (2023): 596–613, https://doi.org/10.1162/rest_a_01097.

12 Rigorous studies have found that reentry services, including housing, can reduce recidivism. A rigorous difference-in-differences study found that a brief jail screen for serious mental illness, followed by outreach to connect people with mental health services after release, reduced 6-month recidivism by 12 percentage points, or 32%. Mary Kate Batistich et al., "Reducing the Burden of Mental Illness on the Criminal Justice System: Evidence from Light-Touch Outreach." Journal of Urban Economics 146 (2025), https://doi.org/10.1016/j.jue.2024.103734. A rigorous randomized trial of a permanent supportive housing program for people experiencing homelessness who were caught in a cycle of frequent arrests (at least eight arrests over three years) housed 79% of those offered the program, and over three years reduced arrests by 40% and jail stays by 30%. Mary K. Cunningham et al., "Breaking the Homelessness Jail Cycle with Housing First: Results from the Denver Supportive Housing Social Impact Bond Initiative," Urban Institute (2021), https://www.urban.org/research/publication/breaking-homelessness-jail-cycle-housing-first-results-denver-supportive-housing-social-impact-bond-initiative. See also Elior Cohen, "Housing the Homeless: The Effect of Placing Single Adults Experiencing Homelessness in Housing Programs on Future Homelessness and Socioeconomic Outcomes," American Economic Journal: Applied Economics 16, no. 2 (2024): 130–75, https://doi.org/10.1257/app.20220014. There is also evidence that access to supports is important—a rigorous regression discontinuity study of people released from Florida prisons after drug trafficking convictions found that a ban on food stamps increased recidivism, driven by financially motivated crimes. Cody Tuttle, "Snapping Back: Food Stamp Bans and Criminal Recidivism," American Economic Journal: Economic Policy 11, no. 2 (2019): 301–27, https://doi.org/10.1257/pol.20170490. Not all reentry program studies have been effective, suggesting that the details of implementation are important and more research and development work is needed in this area. See Ronald D'Amico and Hui Kim, "Evaluation of Seven Second Chance Act Adult Demonstration Programs: Impact Findings at 30 Months," Social Policy Research Associates (2018), https://www.ojp.gov/pdffiles1/nij/grants/251702.pdf

13 Stuart Marques, "The Birth, Life and—Maybe—Death of Rikers Island," NYC Department of Records & Information Services (2019), https://www.archives.nyc/blog/2019/3/21/the-birth-life-and-maybe-death-of-rikers-island

14 Stephen Blank, "A Complex History that Replaced Blackwell's Island," Roosevelt Island Historical Society, (2022), https://rihs.us/2022/05/30/monday-may-30-2022-a-complex-history-that-replaced-blackwells-island/

15 Greenburger, Claire. "The Vision of a Renewable Rikers Island in NYC." Yes! Magazine, November 7, 2023. https://www.yesmagazine.org/social-justice/2023/11/07/nyc-criminal-rikers-pollution

16 Donovan, Liz. "As Conditions at Rikers Reach Crisis Levels, Concerns about Heat Persist." City Limits, April 9, 2022. https://citylimits.org/as-conditions-at-rikers-reach-crisis-levels-concerns-about-heat-persist/.

17 "A More Just New York," Independent Rikers Commission (2017), https://static1.squarespace.com/static/5b6de4731aef1de914f43628/t/5b96c6f81ae6cf5e9c5f186d/1536607993842/Lippman%2BCommission%2BReport%2BFINAL%2BSingles.pdf

18 Kaye, Jacob. "A Century of Violence, Chaos and Death: Inside the Troubled History of Rikers Island." Queens Daily Eagle, January 10, 2025. https://queenseagle.com/all/2025/1/10/a-century-of-violence-chaos-and-death-inside-the-troubled-history-of-rikers-island

19 Marques, "The Birth, Life and—Maybe—Death of Rikers Island."

20 Passed by the City Council in September 2025, Local Law No. 140 of 2025 established the Office for Coordination of the Transition to Borough-Based Jails and a Coordinator to lead the new Office and to serve as chair for an Interagency Working Group for the Closure of Rikers Island. The Coordinator and the Interagency Work Group is charged with submitting to the mayor and publishing for the public a Close Rikers Strategic Plan containing recommendations on the actions and policies required for the closure of the jails on Rikers Island and the transition to borough-based facilities, including programmatic and budgetary recommendations, a projected timeline for constructing and opening the borough-based facilities, and the prospective use of Rikers Island for environmental, sustainability, or resiliency purposes after the final closure of the jails.

21 A Path Forward: The Blueprint to Close Rikers Island (March 2025)
Closing Rikers Island: A Roadmap for Reducing Jail in NYC (July 2021)
A More Just New York City (2017)

22 The Indispensable Role of Judges... Campaign to Close Rikers (April 2025)
A New Path to Justice... Vera Institute of Justice (Nov 2018)

23 What to Do About Closing Rikers, Vital City (Sept 2021)
The Women's Center for Justice, Columbia Justice Lab (2022)

24 NYC Council's Response to the Blueprint to Close Rikers (2025)
A Pathway to Ending Mass Incarceration in New York City

25 Smaller Safer Fairer, NYC Mayor's Office of Criminal Justice (2017)
Ensuring Timely Trials, NYC Comptroller (July 2024)

26 Rigorous studies using distance of incarceration facility from home have demonstrated that barriers to visits can increase misconduct and, in some studies, recidivism—though this research has often been done with prisons. See Danielle Nemschoff, "Does Distance from Home Matter in Prison? Effects on Visitation and Recidivism" University of Chicago, Working Paper (2025), https://daniellenemschoff.github.io/files/nemschoff_JMP.pdf; Logan M. Lee, "Far from Home and All Alone: The Impact of Prison Visitation on Recidivism," American Law and Economics Review, 21 no. 2 (2019): 431–81, https://academic.oup.com/aler/article-abstract/21/2/431/5585862?redirectedFrom=fulltext; Yuki Otsu, "Does Visitation in Prison Reduce Recidivism?" Journal of Policy Analysis and Management 41, no. 1 (2024), https://doi.org/10.1002/pam.22529

Another rigorous study found that when barriers to communication were removed, including free video calls and removing barriers to visits, violent misconduct was reduced by 55%. See Nour Abdul-Razzak et al., "Calls and Conduct: The Impact of Free Communication on Prison Misconduct," University of Chicago, Working Paper (2024), https://legislature.vermont.gov/Documents/2026/Workgroups/Senate%20Institutions/Bills/H.294/Witness%20Documents/H.294~April%20Feng~Research%20Paper~5-22-2026.pdf.

27 DOC Census as of 8/24/26; Census Bureau Population Estimates, July 1, 2025, https://www.census.gov/quickfacts/fact/table/newyorkcitynewyork/PST045225#qf-headnote-b.

28 " The Community Well-Being & Public Safety Framework, Parts 1 and 3," New York City Criminal Justice Agency (2026), https://www.nycja.org/assets/downloads/CWBPS-Framework-4-7.pdf, https://www.nycja.org/assets/CWBPS-Framework-Part-3-Final.pdf

29 DOC Uniformed Staff Personnel Report, FY27

30 "NYC Department of Correction: FYs 2011-21 Operating Expenditures, Jail Population, Cost Per Incarcerated Person, Staffing Ratios, Performance Measure Outcomes and Overtime," Office of the New York City Comptroller, Budget Bureau (2021), https://comptroller.nyc.gov/wp-content/uploads/documents/DOC_Presentation_FY_2021.pdf

31 " A Path Forward: The Blueprint to Close Rikers," Independent Rikers Commission (2025), https://datacollaborativeforjustice.org/work/racial-justice/a-path-forward-a-blueprint-to-close-rikers/

32 "History of DOC," https://www.nyc.gov/site/doc/about/history-doc.page

33 Blank, "A Complex History that Replaced Blackwell's Island."

34 Marques, "The Birth, Life and—Maybe—Death of Rikers Island."

35 Judith Greene and Vincent Schiraldi, "Better by Half: The New York City Story of Winning Large-Scale Decarceration while Increasing Public Safety," Federal Sentencing Reporter 29, no. 1 (2016), https://www.hks.harvard.edu/centers/wiener/programs/criminaljustice/research-publications/incarceration-social-context-and-consequences/articles-publications/nyc-better-by-half.

36 Sahalie Donaldson, "A timeline on the closure of Rikers Island," City and State (2026), https://www.cityandstateny.com/politics/2026/01/timeline-closure-rikers-island/376662/.

37 "What's the justice system's role in driving the jail population up?" NYC Mayor's Office of Criminal Justice (2021), https://criminaljustice.cityofnewyork.us/wp-content/uploads/2021/10/Whats-the-justice-systems-role-in-driving-the-jail-population-up.pdf; "What's behind the jail population increase?" NYC Mayor's Office of Criminal Justice (2020), https://criminaljustice.cityofnewyork.us/wp-content/uploads/2020/12/Whats-behind-the-jail-population-increase-December-2020.pdf; "COVID-19 and the New York City Jail Population: Summary of Major Trends," Center for Justice Innovation (2020), https://www.innovatingjustice.org/wp-content/uploads/2020/10/COVID_NYC_jail-summary.pdf

38 Zhen Zeng, "Jail Inmates in 2023 – Statistical Tables," Bureau of Justice Statistics (2025), https://bjs.ojp.gov/library/publications/jail-inmates-2023-statistical-tables/web-report#average-daily-population-admissions-and-average-time-in-jail.

39 In a 2022 report, the Independent Rikers Commission and its partners outline a path for an even lower women's population—projecting an average of 100 women and gender expansive people in custody daily. Rev. Sharon White-Harrigan et al., "Path to Under 100: Strategies to Safely Lower the Number of Women and Gender-Expansive People in New York City Jails," Independent Rikers Commission (2022), https://datacollaborativeforjustice.org/work/diversion/path-to-under-100-strategies-to-safely-lower-the-number-ofwomen-and-gender-expansive-people-innew-york-city-jails/.
A 2018 Vera Institute of Justice report and a 2022 Columbia Justice Lab report detail women and gender expansive-specific strategies for both lowering the detained population and also better serving women in the community and carceral settings. See prior endnotes 22 and 23.

40 New York City's Borough-Based Jails Program incorporates design principles from established rehabilitative and normative correctional facility models. James Krueger, "Normative Design's Role in Reducing Recidivism Rates," HMC Architects (2018), https://hmcarchitects.com/blog/2018/09/05/normative-designs-role-in-reducing-recidivism-rates-2018-09-05. These approaches emphasize smaller residential-style housing units, natural light, communal spaces, family visitation, access to healthcare and educational programming, and stronger relationships between correctional staff and incarcerated individuals. The design philosophy represents a departure from traditional institutional environments that emphasize isolation and centralized surveillance. While these factors are directly correlated to the well-being of people housed in the facilities, the design alone cannot be isolated in any outcomes—staffing, culture, and programming are also crucial components in the success or failure of a jail unit.

41 Nicholas J. Deml et al., "The Remediation Action Plan," NYC Department of Correction Remediation Management Team (2026), https://legalaidnyc.org/wp-content/uploads/2026/07/2026.07.14-ECF-No.-988-RAP.pdf.

42 See prior endnote 6 for a discussion of the impact of in-custody programming. Arbour et al., "Prison Rehabilitation Programs"; Alsan et al., "'Something Works' in U.S. Jails"; Arbour, "Can Recidivism Be Prevented"; Eddy et al., "Randomized Controlled Trial."

43 See prior endnote 7 for a discussion of impacts of training on outcomes such as use of force, as well as staff wellbeing. Okonofua et al., "Scalable Empathic Supervision"; Dube et al., "Cognitive View of Policing"; Wood et al., "Procedural Justice Training"; Weisburd et al., "Reforming the Police"; Jeon et al., "Staff Outcomes"; Linos et al., "Reducing Burnout"; Bradshaw et al., "Altering School Climate"; Desmond et al., "Improving Well-Being."

44 See prior endnote 6 for a discussion on the significant impact on misconduct and recidivism of a tablet-based educational program. Alsan et al., "Something Works".

45 A study in New York County found that Black and Latino people were more likely than White defendants to be detained, to receive a custodial plea offer, and to be incarcerated. Besiki L. Kutateladze et al., "Cumulative disadvantage: Examining racial and ethnic disparity in prosecution and sentencing." Criminology 52, no. 3 (2014): 514-551, https://doi.org/10.1111/1745-9125.12047.

46 See prior endnote 1 for a discussion of the impact of pretrial detention on employment and other social ties. Rigorous studies have found pretrial detention reduces employment and earnings and related benefits, and increases bankruptcy and financial insolvency. See Dobbie et al., "Effects of Pretrial Detention"; Dobbie and Yang, "The Economic Costs of Pretrial Detention"; Grau et al., "The Effect of Pretrial Detention on Labor Market Outcomes"; Slutzky and Xu, "Financial Consequences of Pretrial Detention." Descriptive research in New York City has also linked pretrial detention and court involvement to job loss, housing instability, and strained family relationships. See Bergin et al., "Initial Collateral Consequences of Pretrial Detention"; Plummer and Davis, "Rikers Island Longitudinal Study." See also Noa Krawczyk et al., "Transitions of Care between Jail-Based Medications for Opioid Use Disorder and Ongoing Treatment in the Community: A Retrospective Cohort Study," Drug and Alcohol Dependence 261 (2024): 111377, https://doi.org/10.1016/j.drugalcdep.2024.111377, for descriptive information on treatment disruption. Rigorous research with juveniles finds that incarceration reduces high school graduate rates, although this was not focused on pre-trial detention. Anna Aizer and Joseph J. Doyle Jr., "Juvenile Incarceration, Human Capital, and Future Crime: Evidence from Randomly Assigned Judges," Quarterly Journal of Economics 130, no. 2 (2015): 759–803, https://doi.org/10.1093/qje/qjv003. It comports with another pretrial detention study that also finds a reduction in high school graduate rates, though this study was not as rigorously certain confounding factors are accounted for: E. Jason Baron, Brian Jacob, and Joseph P. Ryan, "Pretrial Juvenile Detention," Journal of Public Economics 217 (2023): 104798, https://doi.org/10.1016/j.jpubeco.2022.104798.

47 Rigorous studies have consistently found that pretrial detention increases the likelihood of conviction and the severity of sentences. One judge instrumental variable analysis found that pretrial release reduced the probability of being found guilty by 14 percentage points (24%). Dobbie et al., "Effects of Pretrial Detention." Another judge instrumental variable analysis found that detention increased the probability of conviction by 13 percentage points for felony defendants. Leslie and Pope, "Unintended Impact of Pretrial Detention." A third judge instrumental variable analysis found that detention increased the likelihood of conviction by 13% and the length of incarceration sentences by 42%. Megan Stevenson, "Distortion of Justice: How the Inability to Pay Bail Affects Case Outcomes," Journal of Law, Economics, and Organization 34, no. 4 (2018): 511–42, https://doi.org/10.1093/jleo/ewy019. A judge instrumental variable analysis of New York City cases found that any period of pretrial detention increased the likelihood of a guilty plea by 23 percentage points, conviction by 24 percentage points, and an incarceration sentence by 35 percentage points. Koppel et al., "Examining the Causal Effect of Pretrial Detention on Case Outcomes: A Judge Fixed Effect Instrumental Variable Approach," Journal of Experimental Criminology 20, no. 2 (2024): 439–56, https://doi.org/10.1007/s11292-022-09542-w. A study of misdemeanor cases using detailed controls, supported by a quasi-experimental analysis of case timing, found that detained defendants were 25% more likely to plead guilty, 43% more likely to be sentenced to jail, and received jail sentences more than twice as long on average. Heaton et al., "The Downstream Consequences of Misdemeanor Pretrial Detention," Stanford Law Review 69, no. 3 (2017): 711, https://www.stanfordlawreview.org/print/article/the-downstream-consequences-of-misdemeanor-pretrial-detention/. Another judge instrumental variable analysis of money bail found that assignment of money bail increased the likelihood of conviction by 12%. Gupta et al., "Heavy Costs of High Bail." A judge instrumental variable analysis of federal cases found that pretrial detention increased sentence length and the likelihood of receiving a mandatory minimum sentence. Stephanie Holmes Didwania, "The Immediate Consequences of Federal Pretrial Detention," American Law and Economics Review 22, no. 1 (2020): 24–74, https://doi.org/10.1093/aler/ahz012.

48 Sandra Susan Smith, "Pretrial Detention, Pretrial Release & Public Safety," Arnold Ventures (2022), https://web.archive.org/web/20250225021413/https:/craftmediabucket.s3.amazonaws.com/uploads/AVCJIReport_PretrialDetentionPretrialReleasePublicSafety_Smith_v3-1.pdf; "The Indispensable Role of Judges in Curtailing Excessive Pretrial Detention and Closing Rikers Island," Campaign to Close Rikers (2025), https://www.campaigntocloserikers.org/judicial-rikers-brief.

49 " Breaking the Frame: Remaking the Criminal Justice System in New York City," NYC Mayor's Office of Criminal Justice (2019), https://criminaljustice.cityofnewyork.us/reports/breaking-the-frame-july-2019/.

50 See prior endnote 2 on impact of pretrial detention for a discussion on impacts on recidivism: Gupta et al., "Heavy Costs of High Bail"; Leslie and Pope, "Unintended Impact of Pretrial Detention on Case Outcomes"; Dobbie et al., "Effects of Pretrial Detention"; Loeffler and Nagin, "Impact of Incarceration on Recidivism"; Skemer et al., "Pursuing Pretrial Justice."

51 See prior endnote 1 for a discussion on impacts of pretrial detention on employment and other stability factors. Rigorous studies have found pretrial detention reduces employment and earnings, as well as household financial solvency. See Dobbie et al., "Effects of Pretrial Detention"; Dobbie and Yang, "The Economic Costs of Pretrial Detention"; Grau et al., "The Effect of Pretrial Detention on Labor Market Outcomes," Slutzky and Xu, "Financial Consequences of Pretrial Detention." Descriptive research in New York City has also linked pretrial detention and court involvement to job loss, housing instability, and strained family relationships. See Bergin et al., "Initial Collateral Consequences of Pretrial Detention"; Plummer and Davis, "Rikers Island Longitudinal Study."

52 See prior endnote 47 for a discussion on impacts of pretrial detention on case outcomes. Rigorous studies have consistently found that pretrial detention increases the likelihood of conviction and incarceration sentences. Dobbie et al., "Effects of Pretrial Detention"; Leslie and Pope, "Unintended Impact of Pretrial Detention"; Koppel et al., "Examining the Causal Effect"; Heaton et al., "Downstream Consequences of Misdemeanor Pretrial Detention"; Stevenson, "Distortion of Justice"; Gupta et al., "Heavy Costs of High Bail"; Didwania, "Immediate Consequences."

53 89% complete their case waiting period without ever missing court or, if they do miss court, voluntarily return within 30 days without having to be arrested and brought in. From data analysis conducted by the NYC Criminal Justice Agency.

54 See prior endnote 1 for a discussion of the impact of pretrial detention on employment and other social ties. Rigorous studies have found pretrial detention reduces employment and earnings and related benefits, and increases bankruptcy and financial insolvency. See Dobbie et al., "Effects of Pretrial Detention"; Dobbie and Yang, "The Economic Costs of Pretrial Detention"; Grau et al., "The Effect of Pretrial Detention on Labor Market Outcomes"; Slutzky and Xu, "Financial Consequences of Pretrial Detention." Descriptive research in New York City has also linked pretrial detention and court involvement to job loss, housing instability, and strained family relationships. See Bergin et al., "Initial Collateral Consequences of Pretrial Detention"; Plummer and Davis, "Rikers Island Longitudinal Study."

55 See prior endnote 2 on impact of pretrial detention for a discussion on impacts on recidivism: Gupta et al., "Heavy Costs of High Bail"; Leslie and Pope, "Unintended Impact of Pretrial Detention on Case Outcomes"; Dobbie et al., "Effects of Pretrial Detention"; Loeffler and Nagin, "Impact of Incarceration on Recidivism"; Skemer et al., "Pursuing Pretrial Justice."

56 See prior endnote 2 for a discussion of rigorous studies that have found an increase in recidivism once someone is released due to the person being jailed pretrial, for marginal cases where some judges would detain and others would release the person. Gupta et al., "Heavy Costs of High Bail"; Leslie and Pope, "Unintended Impact of Pretrial Detention on Case Outcomes"; for a summary see Loeffler and Nagin, "Impact of Incarceration on Recidivism." See also Skemer et al., "Pursuing Pretrial Justice."

57 Li Sian Goh et al., "Alignment with New York City's Pretrial Release Assessment: Results for the Five Boroughs," Data Collaborative for Justice at John Jay College (2025), https://datacollaborativeforjustice.org/wp-content/uploads/2025/09/Release_Assessment_Report.pdf

58 See prior endnotes 12 and 10 for a discussion of impacts. Cunningham et al., "Breaking the Homelessness Jail Cycle"; Batistich et al., "Reducing the Burden of Mental Illness"; Elsa Augustine et al., "The Impact of Felony Diversion in San Francisco," Journal of Policy Analysis and Management 41, no. 3 (2022): 683–709, https://doi.org/10.1002/pam.22371; Nesbit, "Mandated Mental Health Treatment."

59 This initial model is designed based on a combination of existing rigorous studies and will be honed through a rigorous research and development process. Insights for the model included the Denver Supportive Housing study (Cunningham et al., "Breaking the Homelessness Jail Cycle"; see also Cohen, "Housing the Homeless."); mental health screening and connection to services (Batistich et al., "Reducing the Burden of Mental Illness"); and behavioral health treatment supports (Augustine et al., "Impact of Felony Diversion").

It will also draw on research on small mobile units equipped to deliver treatment for mental health and substance use. For example, a study of Forensic Assertive Community Treatment for frequent jail users with serious mental illness resulted in fewer jail and hospital stays. Karen J. Cusack et al., "Criminal justice involvement, behavioral health service use, and costs of forensic assertive community treatment: A randomized trial." Community mental health journal 46, no. 4 (2010): 356-363, https://doi.org/10.1007/s10597-010-9299-z. See J. Steven Lamberti et al., "A randomized controlled trial of the Rochester forensic assertive community treatment model." Psychiatric Services 68, no. 10 (2017): 1016-1024, https://doi.org/10.1176/appi.ps.201600329.

60 Numerous rigorous studies have demonstrated that voluntary referrals into support services can reduce missed court and arrests. Voluntary mental health outreach for justice-involved population reduced rearrests by 12 percentage points. Batistich et al., "Reducing the Burden of Mental Illness". Supportive Housing voluntarily engaged 79% of an acute rearrest population and reduced rearrest by 40% and jail stays by 30% over 3 years. Cunningham et al., "Breaking the Homelessness Jail Cycle"; see also Cohen, "Housing the Homeless."

In NYC, a randomized study found that a cognitive behavioral conversation with people at elevated risk of FTA immediately after arraignment to discuss their specific potential barriers to court appearance, and then a follow up reminder phone call, reduced FTA by 32%. Katie Bent-Koerick and Tiffany Bergin "The Court Appearance Pilot Project, A Randomized Evaluation of An Interactive Intervention to Encourage Court Date Attendance," New York City Criminal Justice Agency, (2022), https://www.nycja.org/publications/the-court-appearance-pilot-project.

61 While most people judges order onto Supervised Release are successfully able to wait for their court case decision in community without any noncompliance or rearrests, a smaller group is in an acute rearrest pattern and is not as successful. MOCJ and partners at MDRC, CJA, and CASES launched a Research & Development project to design enhanced services to better address this group's unmet needs and prevent noncompliance and rearrest during their wait to find out the outcome decision in their court case. The pilot uses additional peers and clinical staff, as well as proactive in-community outreach and treatment accompaniment. This pilot uses a developmental evaluation framework where rigorously measured impacts and staff/participant feedback are monitored in real time, compared to a rigorous comparison group, and results are fed back into the continuous improvement of the strategy, continuing to iterate to increase the effect over time. This project began in 2024 and to date over 4,000 people have gone through the ongoing evaluation. To date it has produced: a strong impact on improving engagement and retention (84% reduction in no-shows, 31% increase in number of supervision appointments successfully completed, and a 25% reduction in noncompliance on both sites); a 161% increase in the percentage of clients who engage in voluntary referrals into treatment services such as mental health, substance use, etc.; one site has produced significant and sustained reductions in rearrest, including an overall reduction in new felony arrests, drug arrests, and violent arrests over the year following their enrollment in the program, and an overall reduction in subsequent admissions to jail driven by improved success on Supervised Release for this population. The program is continuing to iterate to build on these successes and improve service delivery and impact. https://criminaljustice.cityofnewyork.us/wp-content/uploads/2026/11/Autumn-2026-Innovating-Pretrial-Services-to-Better-Meet.pdf

62 Some rigorous studies of ATIs have resulted in reductions in rearrest and jail usage. Nesbit, "Mandated Mental Health Treatment"; McCart et al., "Randomized Trial of a Diversion Program"; Denise C. Gottfredson et al., "Effectiveness of drug treatment courts: Evidence from a randomized trial," Criminology & Public Policy 2, no.2 (2003): 171–196, https://doi.org/10.1111/j.1745-9133.2003.tb00117.x; Brook Kearley and Denise Gottfredson, "Long term effects of drug court participation: Evidence from a 15-year follow-up of a randomized controlled trial," Journal of Experimental Criminology 16, no. 1 (2020): 27–47, https://doi.org/10.1007/s11292-019-09382-1; Cusack et al., "Criminal justice involvement"; Lamberti et al., "Rochester Forensic Assertive Community Treatment Model"; Ashna Arora and Panka Bencsik, "Policing Substance Use: Chicago's Treatment Program for Narcotics Arrests," University of Chicago Crime Lab (2021), https://crimelab.uchicago.edu/wp-content/uploads/sites/2/2023/10/UChicago-Crime-Lab-Arora-Bencsik-Policing-Substance-Use-11.06.21.pdf.

63 MOCJ analysis of ATI data. This improvement in outcomes is based on a comparison of a person's cases before and after ATI involvement, so the reduction is likely to be in part due to a combination of factors (e.g. the impact of the program, the person's own stabilizing resources, other factors about the case and services, natural return to baseline after a destabilizing event). However, it is aligned with rigorous studies that provide examples of ATIs resulting in reductions in rearrest and jail usage. Nesbit, "Mandated Mental Health Treatment"; McCart et al., "Randomized Trial of a Diversion Program"; Gottfredson et al., "Effectiveness of drug treatment courts"; Kearley and Gottfredson, "Long term effects of drug court participation"; Cusack et al., "Criminal justice involvement"; Lamberti et al., "Rochester Forensic Assertive Community Treatment Model."; Arora and Bencsik, "Policing Substance Use."

64 Rigorous studies have found that electronic monitoring can allow people to be released into community instead of jail without an increase in serious rearrests. Rivera, "Release, Detain, or Surveil?"; Di Tella and Schargrodsky, "Criminal Recidivism after Prison"; Henneguelle et al., "Better at Home"; Williams and Weatherburn, "Can Electronic Monitoring Reduce Reoffending?"; Grenet et al., "Effects of Electronic Monitoring."

65 This improvement in outcomes is based on a comparison of the same cases before and after the team's involvement, so the improvement may be in part due to other factors in the case's progression. However, the descriptive analysis is generally aligned with broader rigorous studies that have found that more focused, experienced, or specialized defender involvement at a variety of stages of the case significantly changes case outcomes, such as future arrests, bail violation, incarceration length, etc. See Paul Heaton, "Enhanced Public Defense Improves Pretrial Outcomes and Reduces Racial Disparities," Indiana Law Journal 96, no. 3 (2021): 701, https://www.repository.law.indiana.edu/ilj/vol96/iss3/2; David S. Abrams and Albert H. Yoon, "The Luck of the Draw: Using Random Case Assignment to Investigate Attorney Ability," University of Chicago Law Review 74, no. 4 (2007): 1145, https://chicagounbound.uchicago.edu/uclrev/vol74/iss4/1/; Aviv Caspi, "Overworking Public Defenders," Stanford University, Working Paper (2023), https://papers.ssrn.com/sol3/papers.cfm?abstract_id=4401227; Radha Iyengar, "An Analysis of the Performance of Federal Indigent Defense Counsel," National Bureau of Economic Research, Working Paper No. 13187 (2007), https://doi.org/10.3386/w13187; James M. Anderson and Paul Heaton, "How Much Difference Does the Lawyer Make? The Effect of Defense Counsel on Murder Case Outcomes," Yale Law Journal 122, no. 1 (2012): 154–217, https://yalelawjournal.org/pdf/1105_8izvsf8m.pdf; Yotam Shem-Tov, "Make or Buy? The Provision of Indigent Defense Services in the United States," Review of Economics and Statistics 104, no. 4 (2022): 819–27, https://doi.org/10.1162/rest_a_00976.

66 " Article 6A of the New York State Correctional Law permits the Commissioner to establish a work release program under which individuals sentenced to City time can serve the remainder of their sentence in the community, subject to eligibility." https://www.nyc.gov/assets/boc/downloads/pdf/2025.07.08-6A-Work-Release-Review-Committee-Report.pdf

"'Work release program' means a program in which the limits of place of confinement are extended for the purpose of seeking or engaging in employment or self-employment, attending an educational institution, participating in a training program, or obtaining medical treatment not otherwise available, caring for the prisoner's household and family or for some other compelling reason consistent with the public interest." https://www.nysenate.gov/legislation/laws/COR/150

67 Sandra van den Heuvel et al., "A Means to an End: Assessing the Ability to Pay Bail," Vera Institute (2019), https://vera-institute.files.svdcdn.com/production/downloads/publications/a-means-to-an-end-assessing-the-ability-to-pay-bail.pdf?dm=1576353073; Lauren Jones, "Ability to Pay: Closing the Access to Justice Gap with Policy Solutions for Unaffordable Fines and Fees," National Center for Access to Justice, Fordham Law School (2024), NCAJ's Ability to Pay Report, authored Spring 2024, https://ir.lawnet.fordham.edu/cgi/viewcontent.cgi?article=2984&context=ulj.

68 https://criminaljustice.ny.gov/system/files/documents/2026/07/dar-4q-2025-newyorkstate.pdf

69 Ostrom et al., "Timely Justice in Criminal Cases: What the Data Tells Us," National Center for State Courts (2021), https://napco4courtleaders.org/wp-content/uploads/2021/01/210121-Timely-Justice-in-Criminal-Cases-What-the-Data-Tells-Us.pdf.

70 Ostrom et al., "Timely Justice in Criminal Cases: What the Data Tells Us."

71 Chief Administrative Judge Zayas Announces Criminal Case Management Innovations. October 10, 2024. https://www.nycourts.gov/LegacyPDFS/press/pdfs/PR24-39.pdf

72 Chief Administrative Judge Zayas Announces Criminal Case Management Innovations. October 10, 2024. https://www.nycourts.gov/LegacyPDFS/press/pdfs/PR24-39.pdf

73 James M. Anderson et al., "The effects of holistic defense on criminal justice outcomes," Harvard Law Review, 132, no. 3 (2019): 819-893, https://www.academia.edu/download/58521504/819-893_Online.pdf.

74 From 2022 to 2025, the median number of days from disposition to sentencing for detained indicted felony cases ranged from 36 to 44 days. 2022: 4;12023: 36; 2024: 37; 2025: 44; Data source: MOCJ analysis of OCA data

75 A randomized controlled trial found that a permanent supportive housing initiative reduced rearrest by 40% and jail by 30%. Cunningham et al., "Breaking the Homelessness Jail Cycle"; see also Cohen, "Housing the Homeless." Programs such as Familiar Faces and Stepping Up operate in cities and states around the country and participants typically move into increased stability at high rates. In an evaluation of the Supportive Housing Impact Bond program in Denver, 79% were permanently housed, 40% reduction in recidivism, and 30% reduction in jail stays after three years in the program. In Louisville, KY's Familiar Faces program 93% of participants had fewer arrests and participants with behavioral health needs in Bernalillo County, NM's Stepping Up program had 58% fewer days in jail.

76 A randomized controlled trial found that a permanent supportive housing initiative reduced rearrest by 40% and jail by 30%. Cunningham et al., "Breaking the Homelessness Jail Cycle"; Cohen, "Housing the Homeless." See prior endnote 12 for more detail. Julian M. Somers et al., "Housing First reduces re-offending among formerly homeless adults with mental disorders: Results of a randomized controlled trial." PLoS ONE 8, no. 9 (2013): e72946, https://doi.org/10.1371/journal.pone.0072946. Leonard A. Jason et al., "Communal Housing Settings Enhance Substance Abuse Recovery," American Journal of Public Health 96, no. 10 (2006): 1727–29, https://doi.org/10.2105/AJPH.2005.070839.

77 See prior endnote 76 on housing for a discussion on impacts. A randomized controlled trial found that a permanent supportive housing initiative reduced rearrest by 40% and jail by 30%. Cunningham et al., "Breaking the Homelessness Jail Cycle"; Cohen, "Housing the Homeless"; Somers et al., "Housing First Reduces Re-offending"; Jason et al., "Communal Housing Settings."

78 See prior endnote 76 on housing for a discussion on impacts. A randomized controlled trial found that a permanent supportive housing initiative reduced rearrest by 40% and jail by 30%. Cunningham et al., "Breaking the Homelessness Jail Cycle"; Cohen, "Housing the Homeless"; Somers et al., "Housing First Reduces Re-offending"; Jason et al., "Communal Housing Settings."

79 Dozens of rigorous studies across different fields of research have found that training natural supporters (family, friends, neighbors, peers, etc.) in psychoeducation and/or quasi-therapeutic skills can improve wellbeing outcomes and reduce harm. For example, relapse prevention training for families of people with schizophrenia have consistently produced strong outcomes. Alessandro Rodolico et al., "Family interventions for relapse prevention in schizophrenia: A systematic review and network meta-analysis," The Lancet Psychiatry 9, no.3 (2022): 211–221, https://doi.org/10.1016/S2215-0366(21)00437-5. Similarly, trainings of family members of people with substance use disorder has significantly increased the loved ones' engagement in treatment. Hendrik G. Roozen et al., "Community reinforcement and family training: An effective option to engage treatment-resistant substance-abusing individuals in treatment," Addiction 105, no. 10 (2010): 1729–1738, https://doi.org/10.1111/j.1360-0443.2010.03016.x.

80 Rigorous studies have found that Forensic Assertive Community Treatment (FACT) has reduced admission to jail and hospital stays. Cusack et al., "Criminal Justice Involvement"; Lamberti et al., "Rochester Forensic Assertive Community Treatment Model." An observational study found that being on methadone or buprenorphine is associated with about half the odds of being rearrested over a 5-year follow-up period. Elizabeth A. Evans et al., "Criminal Justice Outcomes over 5 Years after Randomization to Buprenorphine-Naloxone or Methadone Treatment for Opioid Use Disorder," Addiction 114, no. 8 (2019): 1396–1404, https://doi.org/10.1111/add.14620.

81 Research has linked the reduction of public residential psychiatric hospital care with an increase in incarceration of people with serious mental illness, given that an adequate alternative infrastructure was not built. Steven Raphael and Michael A. Stoll, "Assessing the Contribution of the Deinstitutionalization of the Mentally Ill to Growth in the U.S. Incarceration Rate," Journal of Legal Studies 42, no. 1 (2013): 187-222, https://doi.org/10.1086/667773. Though the impact of residential mental health treatment on jail use has not been rigorously tested directly, randomized trials have tested the impact of residential community-based programs compared to psychiatric hospitals for seriously mentally ill patients, finding no decrease in effectiveness and improvements in some measures. William H. Sledge et al., "Day hospital/crisis respite care versus inpatient care, Part I: Clinical outcomes," American Journal of Psychiatry 153, no. 8 (1996): 1065–1073, https://doi.org/10.1176/ajp.153.8.1065; Wayne S. Fenton et al., "Randomized trial of general hospital and residential alternative care for patients with severe and persistent mental illness." American Journal of Psychiatry 155, no.4 (1998): 516–522, https://doi.org/10.1176/ajp.155.4.516. Thomas K. Greenfield, et al., "A randomized trial of a mental health consumer-managed alternative to civil commitment for acute psychiatric crisis." American Journal of Community Psychology 42, no. 1–2 (2008): 135–144, https://doi.org/10.1007/s10464-008-9180-1. This aligns with a variety of rigorous studies that show more generally that intensive community mental health treatment and housing with services reduce jail admissions for people with serious mental illness, and that expanding access to mental health care reduces crime. Cusack et al., "Criminal Justice Involvement"; Lamberti et al., "Rochester Forensic Assertive Community Treatment Model"; Cunningham et al., "Breaking the Homelessness Jail Cycle"; Somers et al., "Housing

First Reduces Re-offending"; Cohen, "Housing the Homeless"; Batistich et al., "Reducing the Burden of Mental Illness"; Monica Deza et al., "Local Access to Mental Healthcare and Crime," Journal of Urban Economics 129 (2022): 103410, https://doi.org/10.1016/j.jue.2021.103410; Erkmen G. Aslim et al., "The Effect of Public Health Insurance on Criminal Recidivism," Journal of Policy Analysis and Management 41, no. 1 (2022): 45–91, https://doi.org/10.1002/pam.22345; Fred E. Markowitz, "Psychiatric Hospital Capacity, Homelessness, and Crime and Arrest Rates," Criminology 44, no. 1 (2006): 45–72, https://doi.org/10.1111/j.1745-9125.2006.00042.x; Jason et al., "Communal Housing Settings."

82 See prior endnote 12 on housing for a discussion on impacts. Batistich et al., "Reducing the Burden of Mental Illness"; Cunningham et al., "Breaking the Homelessness Jail Cycle"; Cohen, "Housing the Homeless"; Tuttle, "Snapping Back."

83 This model would leverage a combination of interventions with rigorous support, and the pilot would use a research and development evaluation process to refine. Monica P. Bhatt et al., "Predicting and Preventing Gun Violence: An Experimental Evaluation of READI Chicago," Quarterly Journal of Economics 139, no. 1 (2024): 1–56, https://doi.org/10.1093/qje/qjad031; Sara B. Heller et al., "Thinking, Fast and Slow? Some Field Experiments to Reduce Crime and Dropout in Chicago," Quarterly Journal of Economics 132, no. 1 (2017): 1–54, https://doi.org/10.1093/qje/qjw033.

84 Improving quality of clinical care by increasing adherence to clinical standards has been tested in a randomized controlled trial and found to reduce mortality. Alsan and Yang, "Can Accreditation Improve Quality?" A number of rigorous studies have found that clinical care can be potent at reducing rearrest and readmission to jail. Batistich et al., "Reducing the Burden of Mental Illness"; Cusack et al., "Criminal Justice Involvement"; Lamberti et al., "Rochester Forensic Assertive Community Treatment Model." Other rigorous studies have found that adding clinical capacity can drive improved clinical outcomes in other institutional settings. Jürgen Unützer et al., "Collaborative Care Management of Late-Life Depression in the Primary Care Setting: A Randomized Controlled Trial," JAMA 288, no. 22 (2002): 2836–45, https://doi.org/10.1001/jama.288.22.2836; Benjamin U. Friedrich and Martin B. Hackmann, "The Returns to Nursing: Evidence from a Parental-Leave Program," Review of Economic Studies 88, no. 5 (2021): 2308–43, https://doi.org/10.1093/restud/rdaa082.

85 A rigorous study of access to food stamps demonstrated lack of food stamps increased rearrest. Tuttle, "Snapping Back." Other rigorous studies have similarly found that access to benefits and Medicaid improves wellbeing and reduces rearrest and reincarceration. Crystal S. Yang, "Does public assistance reduce recidivism?" American Economic Review 107, no. 5 (2017): 551-555, https://doi.org/10.1257/aer.p20171001; Aslim et al., "The effect of public health insurance on criminal recidivism"; Amanda Y. Agan and Michael D. Makowsky, "The minimum wage, EITC, and criminal recidivism," Journal of Human Resources 58, no. 5 (2023): 1712-1751, https://doi.org/10.3368/jhr.58.5.1220-11398R1. Benefits enrollment have not always worked on their own, suggesting that additional supports to access services may be needed. See Analisa Packham and David Slusky, "Accessing the safety net: how Medicaid affects health and recidivism" National Bureau of Economic Research, NBER Working Paper No. W31971 (2023), https://doi.org/10.3386/w31971.

86 See prior endnote 1 for a discussion of the impact of pretrial detention on employment and other social ties. Studies have found pretrial detention reduces employment and earnings, strains family relationships and contributes to housing instability. Dobbie et al., "Effects of Pretrial Detention"; Dobbie and Yang, "The Economic Costs of Pretrial Detention"; Grau et al. "The Effect of Pretrial Detention on Labor Market Outcomes"; Slutzky and Xu, "Financial Consequences of Pretrial Detention"; Bergin et al., "Initial Collateral Consequences of Pretrial Detention"; Plummer and Davis, "The Rikers Island Longitudinal Study."

See prior endnote 2 on impact of pretrial detention for a discussion on impacts on recidivism: Gupta et al., "Heavy Costs of High Bail"; Leslie and Pope, "Unintended Impact of Pretrial Detention on Case Outcomes"; Dobbie et al., "Effects of Pretrial Detention"; Loeffler and Nagin, "Impact of Incarceration on Recidivism"; Skemer et al., "Pursuing Pretrial Justice."

87 See prior endnote 10 on diversion into ATI, services, and programming for a discussion on impacts. Rigorous studies have found that diversion into ATIs and programming can in many cases safely keep more people in community with no or minimal impact on crime, avoid the high costs of incarceration, and reduce recidivism. Nesbit, "Mandated Mental Health Treatment"; McCart et al., "Randomized Trial of a Diversion Program"; Green and Winik, "Using Random Judge Assignments"; Mueller-Smith, "Impacts of Incarceration"; See prior endnote 2 on impact of pretrial detention for a discussion on impacts of diversion, which has implications for targeted reduction. Gupta et al., "Heavy Costs of High Bail"; Leslie and Pope, "Unintended Impact of Pretrial Detention on Case Outcomes"; Dobbie et al., "Effects of Pretrial Detention"; Loeffler and Nagin, "Impact of Incarceration on Recidivism"; Skemer et al., "Pursuing Pretrial Justice." Rigorous studies have also found that electronic monitoring in place of incarceration can allow more people to remain in the community

without increasing serious crime, and in several countries, it reduced reoffending compared with incarceration. Rivera, "Release, Detain, or Surveil?"; Di Tella and Schargrodsky, "Criminal Recidivism After Prison"; Henneguelle et al., "Better at Home"; Williams and Weatherburn, "Can Electronic Monitoring Reduce Reoffending?"; Grenet et al., "Effects of Electronic Monitoring."

88 See prior endnote 11 on reducing case delay for a discussion on impacts. Studies have shown that proactive, coordinated efforts to reduce case delay or reduce time spent in jail can shorten the time people wait for a decision in their case. Weill et al., "Felony Case Delay in New York City"; Chemin et al., "Short-Term Effects of a Randomized Judicial Reform in Kenya"; Huebner et al., "Systematic Case Review Strategies"; Callahan et al., "Ensuring Timely Trials"; Bray et al., "Multitasking, Multiarmed Bandits, and the Italian Judiciary"; Kondylis and Stein, "The speed of justice."

89 See prior endnote 12 on reentry services and housing for a discussion on impacts. Rigorous studies have found that reentry services, including housing, can reduce recidivism. Batistich et al., "Reducing the Burden of Mental Illness"; Cunningham et al., "Breaking the Homelessness Jail Cycle"; Cohen, "Housing the Homeless." There is also evidence that access to supports is important. Tuttle, "Snapping back."