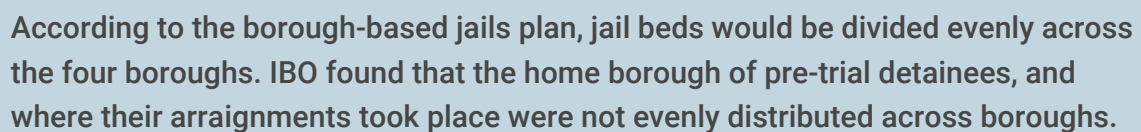


Borough-Based Jail Plan Seeks to House Detainees Closer to Their Communities and the Courts Where Their Cases Are Heard, How Do These Goals Overlap?

The city's borough-based jails plan, approved in 2019, envisions the development of jails located in four of the five boroughs (Manhattan, Brooklyn, Queens, and the Bronx) to replace Rikers Island. The plan aims to create smaller and safer jails, where people in custody are located closer to the courts where their cases are heard and closer to their communities. The new jails are designed for a combined daily population of 3,300—with 866 beds for 825 people in each jail. Under the plan, all women will be housed at the new Queens facility, with 126 of the 866 beds designated for them. Work is underway to prepare the sites for the new structures, with completion projected for August 2027.¹

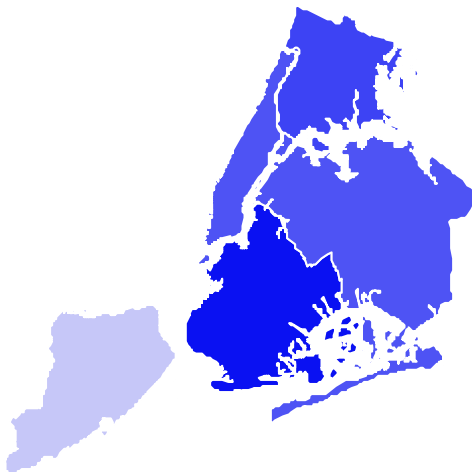
To examine how the borough-based jail plan may be able to meet the goals of keeping people detained in jails closer to both the courts and their communities, IBO analyzed the borough in which pre-trial detainees lived prior to detainment (self-reported at admission) and the borough where they were arraigned. Typically, arraignments take place in the borough where the crime was alleged to have occurred. Our analysis includes those admitted to jail pre-trial from 2017 through 2020 who were detained directly following a court arraignment—meaning they were unable to make bail or were remanded—as this is the largest segment of the city's jail population (about 80 percent on average).² There are currently no guidelines in the plan about how to determine jail placement for those detained.



According to the borough-based jails plan, jail beds would be divided evenly across the four boroughs. IBO found that the home borough of pre-trial detainees, and where their arraignments took place were not evenly distributed across boroughs.

Brooklyn Home to Highest Share of People Admitted Pre-Trial

Average annual pre-trial admission by home borough, 2017-2020



Brooklyn, the city's most populous borough, was also home to the most pre-trial detainees during our study period (8,580 on average each year or about 30 percent of annual admissions).

The Bronx was home to the second highest number of pre-trial detainees (6,605 detainees on average annually or 23 percent).

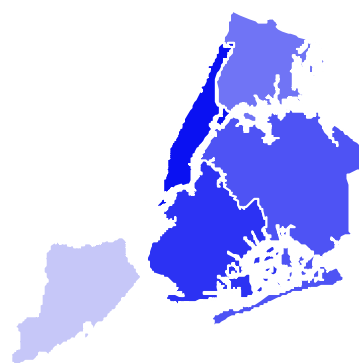
Similar shares of the city's pre-trial detainees were from Manhattan (21 percent or 5,950 on average annually) and Queens (20 percent or 5,525 on average annually).

Staten Island, the city's least populous borough was home to on average 6 percent of annual admissions (1,744), although there is no jail planned for this borough.

Manhattan has Highest Share of Arraignments

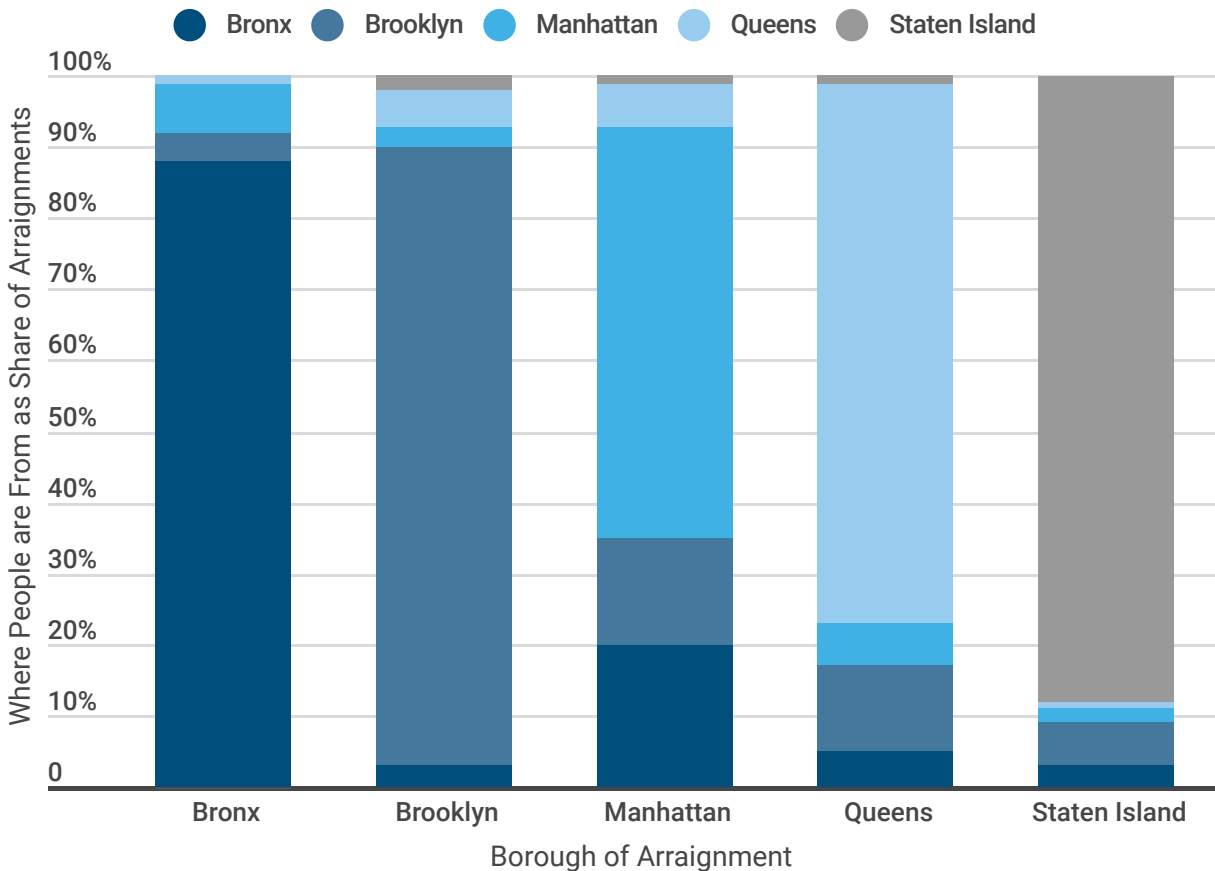
Average annual pre-trial admission by borough of arraignment, 2017-2020

While the highest share of detainees were from Brooklyn, the highest share of the jail population was arraigned in Manhattan (31 percent or 8,704 on average each year). This was followed by Brooklyn (25 percent or 7,173 on average) and Queens (21 percent or 5,975 on average).



Smaller shares of the jail population were arraigned in the Bronx and Staten Island. On average 17 percent (4,890) of the annual jail population was arraigned in the Bronx. About 6 percent (1,660) of the jail population was arraigned in Staten Island.

Most People in DOC Custody From the Same Borough Where They Were Arraigned; Although Less Likely For Those Arraigned in Manhattan



Despite these differences, overall IBO found if people in custody were to be housed according to borough of arraignment in the new system, the large majority would be housed in their home borough.

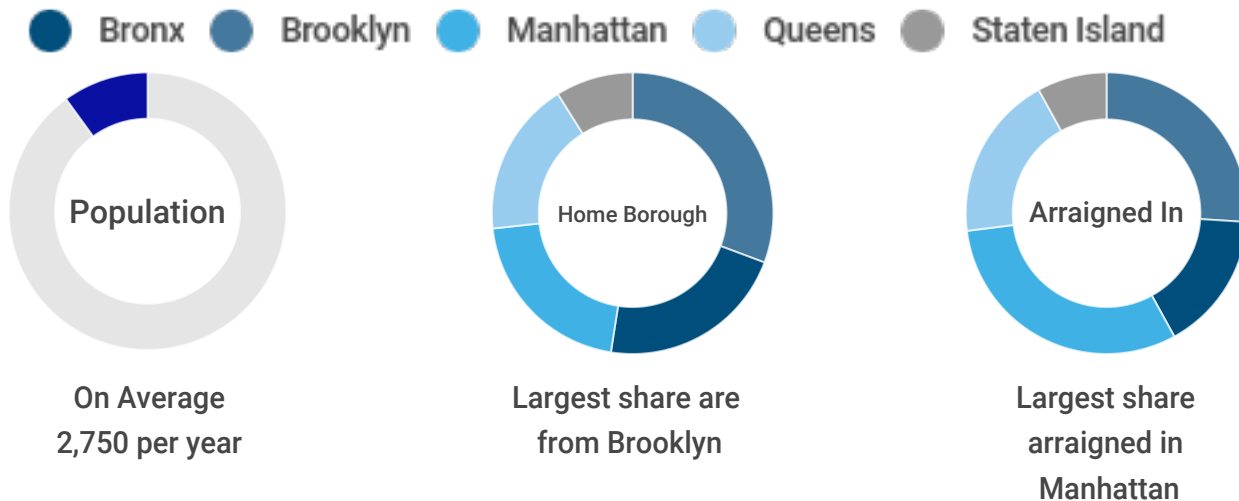
In the Bronx, Brooklyn, and Staten Island, the overwhelming majority of people arraigned in each borough were from that borough during the study period (88 percent, 87 percent, and 88 percent, respectively). The share was slightly lower for Queens, with 76 percent of those arraigned in Queens indicating they were from Queens, with 12 percent from Brooklyn.

Manhattan was an exception. On average, about 58 percent of those arraigned in Manhattan each year were from Manhattan, followed by the Bronx (20 percent), Brooklyn (15 percent), Queens (6 percent), and Staten Island (1 percent).

Staten Island also will not have its own jail, and 88 percent of those arraigned in Staten Island are from Staten Island. Although, as described above, only about 6 percent of the jail population on average is from Staten Island and about 6 percent of annual arraignments take place there.

Women in New York City Jails

Under the plan all women, who comprise only a very small share of admitted detainees, would be housed in Queens under the plan.



Print version available here.

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Endnotes

¹[NYC Borough-Based Jails - Rikers \(cityofnewyork.us\)](http://cityofnewyork.us)

²Those arraigned in a court but not taken into Department of Corrections (DOC) custody and detainees who were admitted directly into (DOC) custody (not arraigned) were excluded from our analysis.



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