

CIVILIAN COMPLAINT REVIEW BOARD

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WHAT WE DO

The Civilian Complaint Review Board (CCRB) is an independent agency empowered to receive, investigate, prosecute, mediate, hear, make findings and recommend action on complaints alleging the use of excessive or unnecessary force, abuse of authority, including biased-based policing and racial profiling, discourtesy, the use of offensive language and untruthful statements by New York City police officers. The Board's investigative staff, composed entirely of civilian employees, conducts investigations in an impartial fashion. The Board forwards its findings to the Police Commissioner.

FOCUS ON EQUITY

CCRB focuses on equitable service delivery by resolving civilian complaints impartially and speedily, conducting outreach to the diverse communities of the City and examining the policies and systemic practices that lead to misconduct and associated complaints. Toward that end, CCRB works to increase the percentage of complaints where findings on the merits are reached and, when officers are found to have committed misconduct, to recommend an effective level of discipline.

CCRB continues to extend its outreach to underserved communities. CCRB has provided greater access for individuals who cannot travel to Manhattan to meet with investigators and CCRB's investigative team regularly conducts field interviews throughout the five boroughs, as well as on Rikers Island. The Board also convenes evening public meetings across the City. CCRB's website, which contains materials in eight languages, allows the public to file complaints, track the status of their complaints and view up-to-date maps with the number of misconduct complaints filed in each police precinct. CCRB is in the process of building a new Civilian Assistance Unit (CAU) to serve and support complainants, victims and witnesses with special needs, particularly victims of sexual misconduct.

The CCRB Youth Advisory Council (YAC), a 19-member working committee made up of young leaders, ages 10–24, who are committed to criminal justice issues and improving police-community relations, launched in winter of 2018. The YAC meets quarterly and advises CCRB staff about their efforts to engage young New Yorkers to serve as CCRB ambassadors, which share information regarding the activities of the Board with their communities and join team-building activities.

OUR SERVICES AND GOALS

SERVICE 1 Investigate, prosecute and resolve claims of police misconduct.

- Goal 1a Improve the quality and timeliness of investigations.
 - Goal 1b Increase the use of mediation to resolve complaints.
 - Goal 1c Improve the quality and timeliness of prosecutions.
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SERVICE 2 Inform and educate the public about the agency.

- Goal 2a Increase outreach and education of City residents.

HOW WE PERFORMED IN FISCAL 2023

SERVICE 1 Investigate, prosecute and resolve claims of police misconduct.

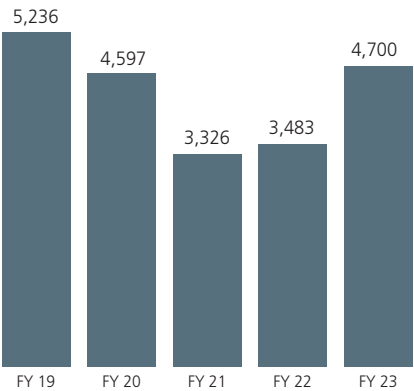
Goal 1a Improve the quality and timeliness of investigations.

In Fiscal 2023, complaints against uniformed members of the NYPD rose 35 percent from the previous year, from 3,483 in Fiscal 2022 to 4,700 complaints in Fiscal 2023. Complaints reached their highest point in May, with 545 complaints made to the Board. Case times continued to stabilize in Fiscal 2023 as the agency recovers from major delays to closing cases during the COVID-19 pandemic, with the average time to complete a full investigation dropping from 591 to 484 days (18 percent) and the average time to complete a substantiated investigation dropping from 614 days to 455 days (26 percent) between Fiscal 2022 and Fiscal 2023. The average age of an investigator's open docket similarly decreased from 218 days to 172 (21 percent). CCRB saw a small uptick in the number of cases in which the statute of limitations (SOL) expired, from one percent to six percent of cases going past their SOL date. CCRB has faced a backlog of cases since the COVID-19 pandemic which prevented the Board from engaging in its previously normal investigative practices. While a temporary suspension of SOL dates allowed the Board to avoid cases opened during the COVID-19 pandemic to go beyond their statute of limitations, this moratorium ended a month prior to the start of Fiscal 2023, which led some of these older cases to go past their SOL dates. Many of these cases passed their SOL dates because they were part of the backlog of cases that CCRB received during the COVID-19 pandemic.

The number of cases which resulted in non-concurrence with decisions made by NYPD increased by 82 percent, from 268 in Fiscal 2022 to 489 in Fiscal 2023. The number of cases that were not adjudicated with NYPD, due to factors such as an expiration in the SOL or the retirement of an officer, increased by 223 percent, from 62 in Fiscal 2022 to 200 in Fiscal 2023. The percent of officers disciplined (excluding pending and filed cases) dropped further from a five year low of 51 percent in Fiscal 2022 to 47 percent in Fiscal 2023. The percent of officers disciplined had been as high as 89 percent in Fiscal 2021. The Police Commissioner is the final arbiter of discipline for substantiated allegations of misconduct.

Between Fiscal 2022 and 2023, there was an 87 percent increase in investigations that could not be completed by CCRB investigators due to pending litigation, meaning that officers and/or civilians decided to take a case to court rather than pursue it with CCRB. Of the cases that were investigated, there was a 55 percent increase in complaints closed due to being unfounded, and a 41 percent increase in those closed within NYPD guidelines. The average number of days for CCRB to first interview an officer decreased by 19 percent from 245 to 199 as the agency returns to pre-pandemic operations.

Total Civilian Complaints



Performance Indicators	Actual					Target		Trend	
	FY19	FY20	FY21	FY22	FY23	FY23	FY24	5-Year	Desired Direction
● Total civilian complaints against uniformed members of the New York City Police Department	5,236	4,597	3,326	3,483	4,700	*	*	Down	*
Cases closed	4,795	3,991	2,703	3,593	4,247	*	*	Down	*
★ Closed allegations with findings on the merits (%)	51%	55%	57%	55%	66%	55%	55%	Up	Up
★ Full investigations as a percentage of total cases closed (%)	29%	34%	22%	52%	50%	40%	40%	Up	Up
Unable to investigate complaints closed	2,539	2,006	1,466	1,131	1,489	*	*	Down	*
Complaint Withdrawn complaints closed	622	437	379	258	328	*	*	Down	*
Closed Pending Litigation complaints closed	345	349	339	254	475	*	*	Up	*
Miscellaneous closure complaints closed	0	1	4	1	2	*	*	Up	*
Substantiated complaints closed	295	370	184	729	715	*	*	Up	*
Within NYPD Guidelines complaints closed	299	290	108	241	339	*	*	Neutral	*
Unfounded complaints closed	108	121	55	193	299	*	*	Up	*
Officer Unidentified complaints closed	295	370	184	729	715	*	*	Up	*
Unable to Determine complaints closed	607	491	156	517	570	*	*	Neutral	*
Average age of open docket (days)	109	142	263	218	172	*	*	Up	Down
★ Average time to complete a full investigation (days)	249	290	378	591	484	120	420	Up	Down
Average days to first officer interview	90	155	204	245	199	*	*	Up	*
Average days for response to BWC request	25	55	29	6	8	*	*	Down	*
★ Average time to complete a substantiated investigation (days)	269	326	433	614	455	140	480	Up	Down
★ Substantiated cases in which the statute of limitations expired (%)	1%	0%	2%	1%	6%	0%	0%	Up	Down
★ Officers disciplined (excluding pending and filed cases) (%)	75%	82%	89%	54%	47%	*	*	Down	*
Force allegations closed per month	3,645	3,416	2,426	4,362	4,556	*	*	Up	*
Abuse of authority allegations closed per month	10,020	9,186	4,960	10,269	9,949	*	*	Neutral	*
Discourtesy allegations closed per month	1,686	1,442	854	1,995	1,733	*	*	Up	*
Offensive language allegations closed per month	364	324	241	427	416	*	*	Up	*
Untruthful statement allegations closed per month	NA	NA	72	100	56	*	*	NA	*
Active MOS with greater than 5 complaints	3,444	3,575	3,317	3,280	3,228	*	*	Neutral	*
Active MOS with greater than 10 complaints	802	866	792	771	770	*	*	Neutral	*
Number of concurrence decisions returned	187	349	313	246	412	*	*	Up	*
Number of non-concurrence decisions returned	151	152	21	268	489	*	*	Up	*
Number of cases with discipline returned	270	428	331	285	441	*	*	Up	*
Number of cases without discipline returned	68	73	3	229	460	*	*	Up	*
Number of non-adjudicated cases returned	20	25	47	62	200	*	*	Up	*
★ Critical Indicator ● Equity Indicator "NA" Not Available ⬆️⬆️ Directional Target * None									

Goal 1b Increase the use of mediation to resolve complaints.

Due to the COVID-19 pandemic, mediators were only able to resume mediations during the second half of Fiscal 2022, which then started steadily increasing back to previous levels of activity. Fiscal 2023 saw mediations continue to recover, though cases successfully mediated dropped slightly from 119 in Fiscal 2022 to 91 in Fiscal 2023, partly the result of a backlog of cases closing after mediations resumed. However, the average mediation case completion time dropping from 434 days to 93 days in Fiscal 2023 (79 percent).

Performance Indicators	Actual					Target		Trend	
	FY19	FY20	FY21	FY22	FY23	FY23	FY24	5-Year	Desired Direction
Cases with mutual agreement to mediate	500	237	70	33	127	*	*	Down	Up
Officers who accepted mediation (%)	78%	59%	75%	85%	91%	*	*	Up	Up
Civilians who accepted mediation (%)	43%	36%	49%	37%	36%	*	*	Down	Up
Cases successfully mediated	202	126	44	119	91	*	*	Down	Up
★ Average mediation case completion time (days)	131	129	407	434	93	120	120	Up	Down
★ Mediation satisfaction rate (%)	88%	83%	94%	98%	93%	94%	94%	Up	Up
★ Critical Indicator ● Equity Indicator "NA" Not Available ⇅ Directional Target * None									

Goal 1c Improve the quality and timeliness of prosecutions.

The Administrative Prosecution Unit (APU) prosecutes members of the NYPD in departmental trials in front of the Deputy Commissioner of Trials. In 2023 the APU closed 187 cases, up from 63 the previous year, with the Board's adoption of the NYPD disciplinary matrix leading to a significant increase in the number of cases going to disciplinary trial. The disciplinary matrix standardized penalties for allegations, leading to categories of cases that automatically go to the APU and increasing the APU's overall caseload. The number of cases closed by plea rose from seven in Fiscal 2022 to 40 in Fiscal 2023, and the number of trials conducted rose from 24 in Fiscal 2022 to 28 in Fiscal 2023.

Performance Indicators	Actual					Target		Trend	
	FY19	FY20	FY21	FY22	FY23	FY23	FY24	5-Year	Desired Direction
Administrative prosecution cases closed	47	60	21	63	187	*	*	Up	*
– Cases closed by trial	19	39	10	24	28	*	*	Neutral	*
– Cases closed by plea	16	7	4	7	40	*	*	Up	*
★ Critical Indicator ● Equity Indicator "NA" Not Available ⇅ Directional Target * None									

SERVICE 2 Inform and educate the public about the agency.

Goal 2a Increase outreach and education of City residents.

CCRB's outreach unit continued to increase the number of New Yorkers it reaches each year, increasing the number of outreach presentations conducted from 853 in Fiscal 2022 to 1,039 in Fiscal 2023. CCRB continues to hold hybrid board meetings to accommodate those who need to participate from an alternate location.

Performance Indicators	Actual					Target		Trend	
	FY19	FY20	FY21	FY22	FY23	FY23	FY24	5-Year	Desired Direction
Outreach presentations conducted	805	749	452	853	1,039	*	*	Up	Up
★ Critical Indicator ● Equity Indicator "NA" Not Available ⇅ Directional Target * None									

AGENCY CUSTOMER SERVICE

Performance Indicators	Actual					Target		Trend	
	FY19	FY20	FY21	FY22	FY23	FY23	FY24	5-Year	Desired Direction
Customer Experience									
Completed requests for interpretation	576	660	256	299	268	*	*	Down	*
Letters responded to in 14 days (%)	57%	53%	70%	73%	63%	*	*	Up	Up
E-mails responded to in 14 days (%)	100%	100%	69%	69%	94%	*	*	Down	Up
CORE facility rating	NA	100	NA	98	95	*	*	NA	Up
★ Critical Indicator ● Equity Indicator "NA" Not Available ⬆️⬆️ Directional Target * None									

AGENCY RESOURCES

Resource Indicators	Actual ¹					Plan ²		
	FY19	FY20	FY21	FY22	FY23	FY23	FY24	5yr Trend
Expenditures (\$000,000) ³	\$18.5	\$19.7	\$20.9	\$21.5	\$23.3	\$22.8	\$25.4	Up
Personnel	178	203	191	217	230	265	265	Up
Overtime paid (\$000)	\$544	\$343	\$80	\$263	\$250	\$250	\$250	Down
¹ Actual financial amounts for the current fiscal year are not yet final. Final fiscal year actuals, from the Comptroller's Comprehensive Annual Financial Report, will be reported in the next PMMR. Refer to the "Indicator Definitions" at nyc.gov/mmr for details. ² Authorized Budget Level ³ Expenditures include all funds "NA" - Not Available * None								

SPENDING AND BUDGET INFORMATION

Where possible, the relationship between an agency's goals and its expenditures and planned resources, by budgetary unit of appropriation (UA), is shown in the 'Applicable MMR Goals' column. Each relationship is not necessarily exhaustive or exclusive. Any one goal may be connected to multiple UAs, and any UA may be connected to multiple goals.

Unit of Appropriation	Expenditures FY22 ¹ (\$000,000)	Modified Budget FY23 ² (\$000,000)	Applicable MMR Goals ³
001 - Personal Services	\$16.8	\$18.8	All
002 - Other Than Personal Services	\$4.7	\$4.5	All
Agency Total	\$21.5	\$23.3	
¹ Comprehensive Annual Financial Report (CAFR) for the Fiscal Year ended June 30, 2022. Includes all funds. ² City of New York Adopted Budget for Fiscal 2023, as of June 2023. Includes all funds. ³ Refer to agency goals listed at front of chapter. "NA" Not Available * None			

NOTEWORTHY CHANGES, ADDITIONS OR DELETIONS

- In 2021, the New York City Council passed legislation to clarify that the CCRB's jurisdiction included investigations of racial profiling and bias-based policing. The CCRB's Racial Profiling & Bias-Based Policing Unit (RPBP) was created in Fiscal 2022 and Fiscal 2023 saw the RPBP Unit open its first investigations into complaints of racial profiling and bias-based policing.
- 'CORE facility rating' includes CORE inspections that were conducted in July and August 2023.
- The target for 'Average time to complete a full investigation (days)' was changed from 120 to 420 days for Fiscal 2024 and the target for 'Average time to complete a substantiated investigation (days)' was changed from 140 to 480 days for Fiscal 2024. These targets in Goal 1a have been updated to reflect increases in the amount of time it takes CCRB to complete an investigation, due to several factors, including:
 - The implementation of the NYPD disciplinary matrix
 - Expansion into new categories of investigation, including sexual misconduct, untruthful statements and racial bias
 - Processing time required for body worn camera footage, which is now requested in almost every case

- The following indicators were added to Goal 1a:
 - 'Unable to investigate complaints closed'
 - 'Complaint Withdrawn complaints closed'
 - 'Closed Pending Litigation complaints closed'
 - 'Miscellaneous closure complaints closed'
 - 'Substantiated complaints closed'
 - 'Within NYPD Guidelines complaints closed'
 - 'Unfounded complaints closed'
 - 'Officer Unidentified complaints closed'
 - 'Unable to Determine complaints closed'
 - 'Average days to first officer interview'
 - 'Average days for response to BWC request'
 - 'Force allegations closed per month'
 - 'Abuse of authority allegations closed per month'
 - 'Discourtesy allegations closed per month'
 - 'Offensive language allegations closed per month'
 - 'Untruthful statement allegations closed per month'
 - 'Active MOS with greater than 5 complaints'
 - 'Active MOS with greater than 10 complaints'
 - 'Number of concurrence decisions returned'
 - 'Number of non-concurrence decisions returned'
 - 'Number of cases with discipline returned'
 - 'Number of cases without discipline returned'
 - 'Number of non-adjudicated cases returned'

ADDITIONAL RESOURCES

For additional information go to:

- Monthly statistics:
<http://www1.nyc.gov/site/ccrb/policy/monthly-statistical-reports.page>
- File complaints online:
<https://www.nyc.gov/site/ccrb/complaints/file-complaint.page>
- Status of complaints:
<https://apps.nyc.gov/ccrb-status-lookup/>
- Administrative trials:
<https://www.nyc.gov/site/ccrb/complaints/complaint-process/prosecutionnew.page>
- Maps of complaints in each precinct:
<http://www1.nyc.gov/site/ccrb/policy/complaint-activity-map.page>
- The Social Indicators and Equity Report, EquityNYC:
<http://equity.nyc.gov/>

For more information on the agency, please visit: www.nyc.gov/ccrb.