

# CIVILIAN COMPLAINT REVIEW BOARD

Dr. Mohammad Khalid, Interim Chair



## WHAT WE DO

The Civilian Complaint Review Board (CCRB), also referred to as the Board, is an independent agency empowered to receive, investigate, prosecute, mediate, hear, make findings, and recommend action based on complaints alleging the use of excessive or unnecessary force, abuse of authority, 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 and recommendations for disciplinary action to the Police Commissioner who has final say over officer discipline.

## FOCUS ON EQUITY

CCRB focuses on equitable service delivery by resolving civilian complaints of police officer misconduct impartially and speedily, conducting outreach to the diverse communities of the City, and examining the policies and systemic practices that lead to officer misconduct and associated complaints. CCRB thoroughly investigates complaints, establishes findings on the merits when present, and recommends an effective level of discipline when officers commit misconduct.

CCRB continues to extend its outreach to underserved communities. CCRB has provided greater access for individuals who cannot travel to headquarters in Manhattan to meet with investigators. Additionally, 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 to provide an opportunity for community members to learn more about CCRB and share questions or concerns about police-community relations in their neighborhood. 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 of the 78 police precincts of New York City. Additionally, CCRB created the Civilian Assistance Unit (CAU) in Calendar 2021 to serve and support complainants, victims, and witnesses with special needs, particularly victims of sexual misconduct.

CCRB seeks to ensure that communities and constituent groups most likely to be impacted by police misconduct are included in how CCRB conducts its work. 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, who then share information regarding the activities of the Board with their communities.

## 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.
- 

### **SERVICE 2 Inform and educate the public about the agency.**

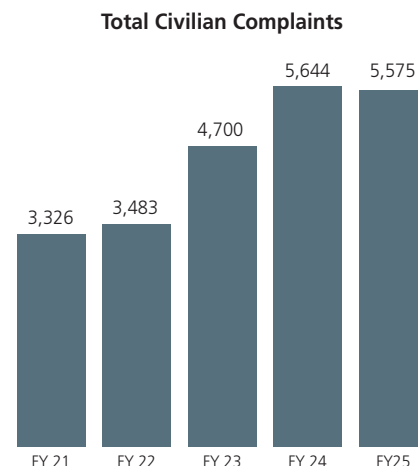
- Goal 2a Increase outreach and education of City residents.

# HOW WE PERFORMED IN FISCAL 2025

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

**Goal 1a** Improve the quality and timeliness of investigations.

In Fiscal 2025, the public filed 5,575 complaints against uniformed members of the New York Police Department (NYPD) with CCRB. Fiscal 2025 was the second consecutive year with more than 5,000 complaints filed, a level not reached previously since Fiscal 2014—but marked the first decrease in total complaints since Fiscal 2021. This follows the 35 percent rise in police misconduct complaints filed between Fiscal 2022 and 2023, as well as the 20 percent increase between Fiscal 2023 and Fiscal 2024. When CCRB receives more complaints, the Board opens and closes more cases. There was a 16 percent increase in total cases closed to 6,732, the highest level since Fiscal 2010. CCRB also increased closure of cases by various allegation types in Fiscal 2025: force allegations closed rose 40 percent (from 2,815 to 3,951), abuse of authority allegations closed rose 39 percent (from 7,861 to 10,929), discourtesy allegations closed rose 12 percent (from 1,468 to 1,645), offensive language allegations closed rose 27 percent (from 310 to 393), and untruthful statement allegations closed rose 47 percent (from 42 to 62).



The rate of closed cases classified as full investigations decreased to 40 percent in Fiscal 2025, representing the third consecutive year with a decline. An investigation is classified as “full” when CCRB can gather evidence and conduct all required interviews. Partially driving this decline was the 43 percent increase in complaints that CCRB was unable to investigate, which rose to 2,882 in Fiscal 2025. CCRB is unable to investigate a complaint when limited by budgetary constraints or when relevant parties (complainants, victims, witnesses) are unavailable, uncooperative, or unidentified.

CCRB substantiated 39 percent more complaints in Fiscal 2025 than in Fiscal 2024 (from 768 to 1,064). This is the highest total on record with data going back to Fiscal 2019, and the first instance above 1,000. A complaint is substantiated when a three-member panel of members of the Board reviews the complaint file from a full investigation and certifies that there is sufficient evidence to support that the subject officer committed the alleged act without legal justification. The panel can also certify that there is not sufficient evidence that the officer committed the alleged act (referred to as unfounded complaints) or that the officer’s actions were determined to be lawful (referred to as within NYPD guidelines complaints). Despite the significant increase in overall complaint closures and substantiations, there was a six percent decrease in unfounded complaints closed and an 18 percent decrease in complaint closures where an officer was determined to have acted within NYPD guidelines.

Progress toward completing full investigations in less than a year stagnated in Fiscal 2025 because of the sustained increase in complaints filed. After decreasing significantly for two consecutive fiscal years, the average time to complete a full investigation rose from 404 days to 424 days in Fiscal 2025. Additionally, the time to complete a substantiated investigation increased from 437 days to 489 days in Fiscal 2025. This followed two consecutive years of progress and brought the average back above the target of 480 days.

For the second consecutive fiscal year, the number of substantiated complaints in which the statute of limitations (SOL) expired remained under one percent in Fiscal 2025. This represents a decrease from a rate of six percent during Fiscal 2023, when a higher proportion of complaints that were a part of COVID-19 Pandemic-related backlog had their SOL dates expire. Further, complaints returned without adjudication decreased 49 percent to 73 in Fiscal 2025. A complaint is returned to CCRB without adjudication when the SOL expires or an officer retires.

The rate of officers disciplined decreased to 53 percent in Fiscal 2025 from 55 percent in Fiscal 2024. This rate excludes pending and filed cases. For comparison, the rate of officers disciplined was as high as 89 percent in Fiscal 2021. If the Board substantiates an allegation of misconduct, it makes a disciplinary recommendation to the Police Commissioner who has final authority over what penalty, if any, should be imposed on the officer. The Board uses the NYPD’s Disciplinary System Penalty Guidelines, often referred to as the Disciplinary Matrix, to determine its disciplinary recommendations. Despite making recommendations in accordance with the Disciplinary Matrix, NYPD returned slightly more non-concurrence decisions (783) than concurrence decisions (751) in Fiscal 2025. Concurrence decisions are cases for which the Police Commissioner imposes discipline as recommended by CCRB for substantiated allegations of misconduct by a member of service.

There are currently a historically high number of active members of service with greater than five or ten misconduct complaints made against them. The number of active members of service with greater than five complaints rose seven percent to 3,841, which is the highest level since reporting began in Fiscal 2019. Similarly, the number of officers with greater than ten complaints rose 13 percent to 841. This is the second highest total on record. There are approximately 34,000 uniformed members of the NYPD.

Performance Indicators	Actual					Target		Trend	
	FY21	FY22	FY23	FY24	FY25	FY25	FY26	5-Year	Desired Direction
● Total civilian complaints against uniformed members of the New York City Police Department	3,326	3,483	4,700	5,644	5,575	*	*	Up	*
Force allegations closed	669	2,830	2,346	2,815	3,951	*	*	Up	*
Abuse of authority allegations closed	1,657	7,231	6,609	7,861	10,929	*	*	Up	*
Discourtesy allegations closed	337	1,486	1,298	1,468	1,645	*	*	Up	*
Offensive language allegations closed	92	293	288	310	393	*	*	Up	*
Untruthful statement allegations closed	6	100	56	42	62	*	*	Up	*
★ Closed allegations with findings on the merits (%)	57%	55%	66%	72%	73%	55%	55%	Up	Up
Cases closed	2,703	3,593	4,247	5,505	6,372	*	*	Up	*
Unable to investigate complaints closed	1,466	1,131	1,489	2,013	2,882	*	*	Up	*
Complaint withdrawn complaints closed	379	258	328	366	239	*	*	Down	*
Closed Pending Litigation complaints closed	339	254	475	560	641	*	*	Up	*
Miscellaneous closure complaints closed	4	1	2	33	32	*	*	Up	*
Substantiated complaints closed	184	729	715	768	1,064	*	*	Up	*
Within NYPD guidelines complaints closed	108	241	339	410	338	*	*	Up	*
Unfounded complaints closed	55	193	299	530	497	*	*	Up	*
Officer Unidentified complaints closed	184	729	715	143	126	*	*	Down	*
Unable to determine complaints closed	156	517	570	602	504	*	*	Up	*
★ Full investigations as a percentage of total cases closed (%)	22%	52%	50%	45%	40%	40%	40%	Up	Up
★ Average time to complete a full investigation (days)	378	591	484	404	424	420	420	Neutral	Down
Average days to first officer interview	204	245	199	151	161	*	*	Down	*
Average days for response to body-worn camera request	29	6	8	8	9	*	*	Down	*
★ Average time to complete a substantiated investigation (days)	433	614	455	437	489	480	480	Neutral	Down
Average age of open docket (days)	263	218	172	193	185	*	*	Down	Down
★ Substantiated cases in which the statute of limitations expired (%)	2%	1%	6%	1%	1%	0%	0%	Down	Down
Concurrence decisions returned	313	246	412	565	751	*	*	Up	*
Non-concurrence decisions returned	21	268	489	639	783	*	*	Up	*
Cases with discipline returned	331	285	441	637	815	*	*	Up	*
Cases without discipline returned	3	229	460	567	719	*	*	Up	*
Non-adjudicated cases returned	47	62	200	142	73	*	*	Up	*
★ Officers disciplined (excluding pending and filed cases) (%)	89%	54%	47%	55%	53%	*	*	Down	*
Active members of service with greater than 5 complaints	3,317	3,280	3,228	3,576	3,841	*	*	Up	*
Active members of service with greater than 10 complaints	792	771	770	743	841	*	*	Neutral	*
★ Critical Indicator	● Equity Indicator	"NA" Not Available	↕↔ Directional Target	* None					

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

Only 16 percent of civilians accepted mediation in Fiscal 2025, representing a record low since reporting began in Fiscal 2022. The previous historic low of 20 percent was set in Fiscal 2024. At the same time, members of service who accepted mediation rose five percentage points to 89 percent. Overall, there was a 34 percent drop in the number of cases with a mutual agreement to mediate. The number of complaints mediated successfully dropped from 74 to 43 in Fiscal 2025, due in part to the low acceptance of mediation by civilians. Despite mediating fewer cases, average days to complete mediations rose nearly 12 percent to 85 days. Overall, the mediation satisfaction rate fell five percentage points to 63 percent in Fiscal 2025. The mediation satisfaction was as high as 93 percent in Fiscal 2023 and 98 percent in Fiscal 2022.

Performance Indicators	Actual					Target		Trend	
	FY21	FY22	FY23	FY24	FY25	FY25	FY26	5-Year	Desired Direction
Cases with mutual agreement to mediate	70	33	127	94	62	*	*	Up	Up
Officers who accepted mediation (%)	75%	85%	91%	84%	89%	*	*	Up	Up
Civilians who accepted mediation (%)	49%	37%	36%	20%	16%	*	*	Down	Up
Cases successfully mediated	44	119	91	74	43	*	*	Down	Up
★ Average mediation case completion time (days)	407	434	93	76	85	120	120	Down	Down
★ Mediation satisfaction rate (%)	94%	98%	93%	69%	63%	94%	94%	Down	Up
★ Critical Indicator      ● Equity Indicator      "NA" Not Available      ↑↓ Directional Target      * None									

**Goal 1c** Improve the quality and timeliness of prosecutions.

When the Board recommends Charges and Specifications, the highest level of discipline, CCRB’s Administrative Prosecution Unit (APU) prosecutes the case against the subject officer in a departmental trial in front of NYPD’s Deputy Commissioner of Trials. In Fiscal 2025, the APU closed a total of 310 cases against members of service. While this represents an 18 percent decrease from 380 in Fiscal 2024, 310 is still significantly higher than recent fiscal years. This overall increase is due in part to the Board’s adoption of the NYPD Disciplinary Matrix in Fiscal 2024. The Disciplinary Matrix standardized penalties for allegations and sets forth categories of cases that automatically go to the APU which subsequently increased the APU’s overall caseload. The number of cases closed by plea stayed steady at 159 cases in Fiscal 2025, while the number of trials conducted dropped from 59 in Fiscal 2024 to 36 in Fiscal 2025. If the subject officer is found guilty in these trials, penalties range from loss of vacation days, suspension without pay, dismissal probation, to termination from NYPD. After the Trial Commissioner reaches a decision on the case, the Police Commissioner has the authority to decide the nature of discipline and if it is imposed.

Performance Indicators	Actual					Target		Trend	
	FY21	FY22	FY23	FY24	FY25	FY25	FY26	5-Year	Desired Direction
★ Administrative prosecution cases closed — Total	21	63	187	380	310	*	*	Up	*
– By trial	10	24	28	59	36	*	*	Up	*
– By plea	4	7	40	157	159	*	*	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 Outreach conducted 920 presentations on CCRB rules and processes during Fiscal 2025, down from an all-time high of 1,134 outreach presentations in Fiscal 2024. CCRB continues to hold hybrid board meetings to accommodate those who need to participate from an alternate location.

Performance Indicators	Actual					Target		Trend	
	FY21	FY22	FY23	FY24	FY25	FY25	FY26	5-Year	Desired Direction
★ Outreach presentations conducted	452	853	1,039	1,134	920	↑	↑	Up	Up
★ Critical Indicator	● Equity Indicator	"NA" Not Available	↑↓ Directional Target	* None					

## AGENCY CUSTOMER SERVICE

Performance Indicators	Actual					Target		Trend	
	FY21	FY22	FY23	FY24	FY25	FY25	FY26	5-Year	Desired Direction
Customer Experience									
Completed requests for interpretation	256	299	268	251	176	*	*	Down	*
Letters responded to within 14 days (%)	70%	73%	63%	63%	64%	*	*	Down	Up
E-mails responded to within 14 days (%)	69%	69%	94%	97%	87%	*	*	Up	Up
CORE facility rating	NA	98	95	NA	100	*	*	NA	Up
★ Critical Indicator	● Equity Indicator	"NA" Not Available	↑↓ Directional Target	* None					

## AGENCY RESOURCES

Resource Indicators	Actual <sup>1</sup>					Plan <sup>2</sup>		5yr Trend
	FY21	FY22	FY23	FY24	FY25	FY25	FY26	
Expenditures (\$000,000) <sup>3</sup>	\$20.9	\$21.5	\$23.7	\$25.9	\$27.4	\$27.8	\$29.2	Up
Personnel	191	217	230	227	235	257	278	Up
Overtime paid (\$000)	\$80	\$263	\$293	\$386	\$639	\$547	\$600	Up

<sup>1</sup>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](http://nyc.gov/mmr) for details. <sup>2</sup>Authorized Budget Level <sup>3</sup>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 FY24 <sup>1</sup> (\$000,000)	Modified Budget FY25 <sup>2</sup> (\$000,000)	Applicable MMR Goals <sup>3</sup>
001 - Personal Services	\$21.1	\$22.2	All
002 - Other Than Personal Services	\$4.8	\$5.2	All
Agency Total	\$25.9	\$27.4	

<sup>1</sup>Comprehensive Annual Financial Report (CAFR) for the Fiscal Year ended June 30, 2024. Includes all funds. <sup>2</sup> City of New York Adopted Budget for Fiscal 2025, as of June 2025. Includes all funds. <sup>3</sup> Refer to agency goals listed at front of chapter. "NA" Not Available \* None

## NOTEWORTHY CHANGES, ADDITIONS OR DELETIONS

None.

## 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](http://www.nyc.gov/ccrb).

