



**BOARD OF CORRECTION
CITY OF NEW YORK
BOROUGH-BASED JAIL REPORT¹
JULY 2026**

Introduction

The New York City Board of Correction (“BOC” or “the Board”) is a non-mayoral independent oversight agency created under Section 626 (c) of Chapter 25 of the New York City Charter. This is the Board’s second report of 2026, as well as the seventh report in the past six years describing the progress made by the Department of Correction (“DOC” or “the Department”) in partnership with the City of New York to close Rikers Island and transition to borough-based facilities. The Board’s Borough-Based Jails (“BBJ”) reports are mandated by Local Law 192 for the year 2019.

Jail Population

Since the Board’s last BBJ report, the Department’s average daily population has declined. Between January 2026 and May 2026, the population declined by 2.09%. The average daily population is 6,747.

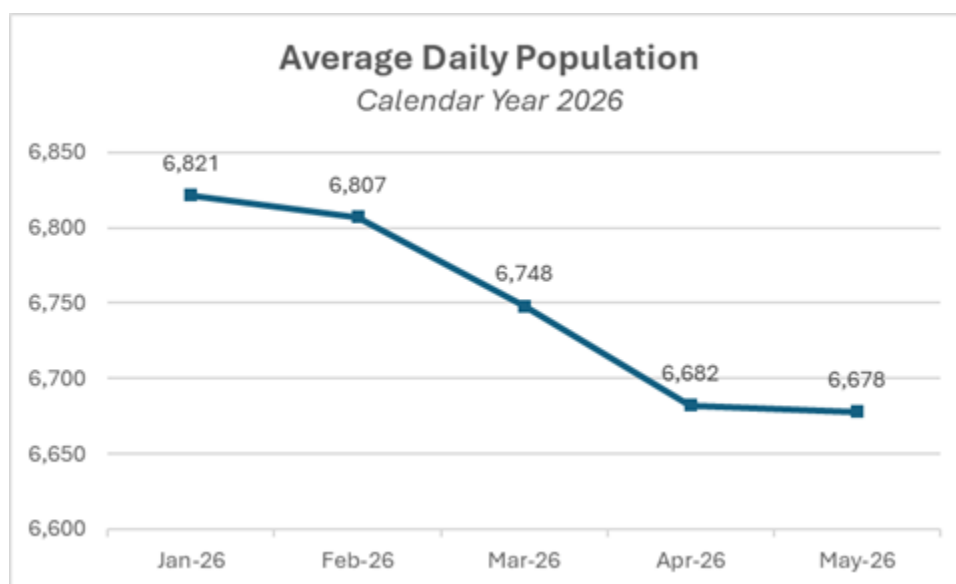
To further lower the jail population and overall incarcerated individuals’ rate, alternative to incarceration (“ATI”) programs are critical to support the effort. Supporting and funding programs would and can decrease the population to facilitate the transition from Rikers Island to BBJs. In the City’s February 2026 Points

¹ In 2019, the City Council passed legislation—Local Law 192 for the year 2019—requiring the Board of Correction to publish semi-annual reports on the impact of closing jails on Rikers Island and constructing new facilities to replace them on: (1) people in custody, and (2) on the Department’s and Correctional Health Service’s compliance with the Minimum Standards.

of Agreement² update³, the Mayor’s Office on Criminal Justice (“MOCJ”) reported achieving the participation of 8,000 people per year in ATI programming, surpassing the original goal of 7,300, for the last three fiscal years.

There has also been an increased focus on reentry and discharge planning services for individuals leaving jails. Community Justice Reentry Network⁴ (“CJRN”) is a citywide reentry initiative that offers paid transitional employment, discharge planning, job training, and other support services to justice-involved individuals. MOCJ and DOC are the lead agencies for the network of service providers that provide city- and state-level individuals in custody with discharge planning services.

Figure 1. Average Daily Population in Calendar Year 2026



Source: DOC Data File

² Refers to a specific matter, condition, or principle on which two or more parties share a mutual understanding, consensus, or concurrent viewpoint.

³ NYC Criminal Justice Closing Rikers Points of Agreement February 2026 Update: https://www.nyc.gov/assets/borojails/downloads/pdf/POA/Points_of_Agreement-February_2026.pdf

⁴ Community Justice Reentry Network has 10 programs and organizations partnered within the initiative. CJRN was launched in 2018.

Outposted Therapeutic Housing Units

In 2019, CHS received approval to proceed with the Outposted Therapeutic Housing Units (“OTxHU”) project. This initiative was developed independently of the Borough-Based Jails plan and was created by CHS to address a gap in the clinical care continuum between jail-based health care and acute inpatient hospitalization. The units are as secure areas within three NYC Health + Hospital community hospitals. CHS is responsible for patient care in coordination with hospital specialists, while DOC manages security and custody.

In July 2025, the New York City Comptroller wrote an open letter⁵ to the mayor of New York City, urging the administration to submit the Final Commissioning Report for Bellevue’s OTxHU to the New York State Commission of Correction (“SCOC”). The letter stated, “this is a critical and overdue administrative step needed to move the unit toward full operation.”

Initially, the OTxHU project cost was estimated at \$130 million. By January 2025, the cost had increased to an estimated \$241 million.

The OTxHU at New York City’s Bellevue Hospital opened on April 8, 2026. As part of the Department’s correctional facilities, the units are appropriately named Bellevue Hospital Outposted Therapeutic Housing Units (“BHTU”). The long-awaited housing areas focus on treatment and immediate clinical access. Incarcerated individuals housed in the OTxHU receive direct access to care. Currently, there are seven housing areas at the Bellevue location, including cells and dormitories, with a capacity of 104 beds. At the Board’s May 2026 public meeting,⁶ the Department’s commissioner stated, “that facility represents a different model of correctional care. One grounded in dignity and clinical support and access to specialized health care.”

Facility Updates

⁵ Letter to Mayor Adams Re: Urgent Need to Submit Final Commission Report and Expedite Activation of Outposted Therapeutic Housing Units: <https://comptroller.nyc.gov/reports/letter-to-mayor-adams-re-urgent-need-to-submit-final-commissioning-report-and-expedite-activation-of-outposted-therapeutic-housing-units/>

⁶ NYC Board of Correction May 12, 2026, Public Meeting: <https://youtu.be/xi6TcbBiQnU>

People in custody are no longer housed in the North Infirmity Command (“NIC”) as of June 2026. NIC was permanently closed on June 29, 2026⁷, and transferred to the Department of Citywide Administrative Services (“DCAS”) after the remaining incarcerated individuals were transferred out of NIC by May 2026.

The Brooklyn borough-based facility is the farthest along in construction of all the BBJ locations. Between 2025 and 2026, the design-build team⁸ submitted Issued for Construction (“IFC”) documents to the City and also received conditional approval from SCOC and the Public Design Commission (“PDC”) on their final designs. The Brooklyn jail is 15 stories tall and has a zoning floor area of 712,150 square feet with over 30,00 square feet of that designated to community space with separate entrances on Atlantic Avenue.⁹ The construction firm placed its last structural steel in April 2026.

The Queens borough-based facility¹⁰ has a projected cost of almost four billion dollars. Preliminary site activities have commenced. The design-build team¹¹ for the Queens jail is currently coordinating sewer tie-ins, installing monitoring devices, and erecting construction fencing.

The Queens project was submitted to PDC on May 22 for final review. The design-build team anticipates presenting the final design at the PDC meeting scheduled for June 22. The fourth and final Community Design Workshop was held on April 28, 2026, to present design updates to the public and to review feedback received from prior workshops.

⁷ Mayor Mamdani Permanently Closes a Rikers Facility, Marking a Major Milestone Toward Closing the Jail Complex: <https://www.nyc.gov/mayors-office/news/2026/06/mayor-mamdani-permanently-closes-a-rikers-facility--marking-a-ma?ref=hellgatenyc.com>

⁸ Tutor Perini and HOK.

⁹ New Brooklyn Jail Reaches the Top, in the Latest Step Toward Closing Rikers Island: <https://www.nyc.gov/site/ddc/about/press-releases/2026/pr-042326-Brooklyn-BBJ-Facility.page>

¹⁰ The Queens facility is the only jail that will house women with 450 total beds including medical facilities for pregnant women, mothers, and a nursery.

¹¹ STV and DeMatteis Construction Corp

The Manhattan borough-based facility has a projected cost of 3.7 billion dollars. The design-build team submitted a preliminary design package to PDC on May 22, 2026. The design-build team¹² also held the first Construction Working Group meeting and presented construction updates to Manhattan Community Board 2 on June 15, 2026.

The Bronx borough-based facility has a projected cost of 2.9 billion dollars. The design-build team¹³ intends to submit 100% of their construction documents in July 2026 for review by the City. The fourth and final Community Design Workshop was held on March 10, 2026, during which the design-build team presented the final design updates to the public.

Board Inquiries

During quarterly meetings between the Department and the Board, Board members and staff received further clarification or substantial updates on periodic topics. For the second quarterly meeting, the Board requested discussions on the following topics:

- Young Adult Housing in BBJs
- Continuing Education and Workforce Development Plans
- Mesh in the Recreation Areas
- De-escalation Units

Young Adult Housing in the BBJs

People in DOC's care are intended to be housed within their respective boroughs of residence.

The BBJs will feature smaller, single-cell housing units, with consideration for grouping young adult populations together. Each facility will include academic education and vocational training suites to promote successful re-entry, as well as interview and multipurpose rooms adjacent to each housing unit, and additional

¹² HOK, O&G Industries, and Tutor Perini.

¹³ Urbahn Architects and TRG.

program and service-provider spaces within housing-area clusters, intended to increase accessibility to services and service providers.

Continuing Education and Workforce Development Plans

Academic education for incarcerated individuals aged 18 to 21 is administered by the Department of Education¹⁴ (“DOE”), which is responsible for delivering the required academic curriculum. Programming includes instruction that prepares students for GED testing and administers high school equivalency certifications. While the primary focus is on the young adult population, the DOE also offers educational opportunities to any interested individuals. Adult education may take place in classrooms after regular school hours or in multipurpose and other designated programming rooms. DOE offices and educational support spaces, such as counseling offices and administrative areas, are also provided.

Each BBJ facility is equipped with five academic education classrooms designed to meet a range of educational needs. At least one classroom is required to include library shelving for 300 textbooks and other reading materials. Another classroom must contain a sink to accommodate the arts program. A third classroom is configured with flexible furnishings, electrical and IT infrastructure, and network routing devices to support both computer-based and traditional instruction. Additionally, a State-certified testing classroom is provided, featuring flexible desk seating for up to 10 students and a teacher’s desk.

A variety of vocational programs will be offered at the BBJ facilities, administered by DOC and DOE staff and external trainers and providers. These programs will take place in workshop settings designed to facilitate on-site instruction and hands-on learning across various trades. The facilities will include six multi-use vocational training rooms, as well as specialized spaces such as indoor and outdoor horticulture classrooms, a culinary arts classroom, a driving simulation training room, a personal grooming training room, and a music recording and control room.

Mesh in the Recreation Areas

¹⁴ Currently known as New York City Public Schools.

The use of mesh in recreation areas and the definition of “outdoors” pursuant to the Board’s Minimum Standards¹⁵ in BBJs have been significant topics of discussion since the plans were introduced three years ago. At that time, DOC and the Department of Design and Construction (“DDC”) asserted that they considered the recreation areas as “outdoors” under our Standards.

According to the Department, each design-build team has developed a mesh system for the outdoor recreation areas that ensures ample access to daylight and fresh air, fulfills all necessary security requirements, and creates a normative exterior design that harmonizes each facility with the architectural context of the surrounding neighborhood. This system consists of two layers of mesh: an inner layer of anti-climb mesh extending up to 8 feet with additional security mesh from 8 feet to the deck above, designed to prevent climbing, contraband exchange, and "fishing"; and an outer layer of architectural mesh that spans the full height of the space to limit visibility to and from the recreation area and neighboring buildings.

*De-escalation Units*¹⁶

While most of § 6-05 is in effect, except for § 6-05 (h) and (j), which are suspended by a Temporary Restraining Order in the matter of Nunez v. NYC Department of Correction, these units must be utilized properly and humanely, within Rikers and in the planned BBJs.

¹⁵ **§ 1-06 Recreation.**

(a) *Policy.* Recreation is essential to good health and contributes to reducing tensions within a facility. People in custody shall be provided with adequate indoor and outdoor recreational opportunities.

(b) *Recreation areas.* Indoor and outdoor recreation areas of sufficient size to meet the requirements of this section shall be established and maintained by each facility. An outdoor recreation area must allow for direct access to sunlight and air.

¹⁶ **§ 6-05 Confinement for De-Escalation Purposes.**

(a) The Department may only confine a person in custody for de-escalation purposes immediately following an incident where the person has caused physical injury or poses a specific risk of imminent serious physical injury to staff, themselves or other incarcerated persons.

The full text of these rules are available here:

<https://codelibrary.amlegal.com/codes/newyorkcity/latest/NYCrules/0-0-0-128973>

According to the Department, there are designated spaces in the BBJs for de-escalation and post-incident management. The Department continues to work with the design-build teams, City partners, and other stakeholders to ensure that the design and operation of the BBJ facilities align with state and local regulations.

Conclusion

The Board is pleased with the opening of the OTxHU at Bellevue Hospital and looks forward to 2029 when additional OTxHU operations at Woodhull and North Central Bronx Hospitals are slated to open.

The Board looks forward to ongoing discussions regarding these important topics and to receiving additional updates on operations. We remain committed to supporting the development of smaller, safer, and more humane jails in New York City.