

extent to which pedestrian operations would be disrupted as a result of construction activity cannot be made at this time. However, an assessment of pedestrian conditions would be included in the CTMP described above. In the event it is found that measures fully mitigating such temporary impacts are infeasible, then unmitigable significant adverse impacts could occur at the identified pedestrian elements.

### **CONSTRUCTION NOISE**

Construction of the proposed project would have the potential to result in a significant adverse construction noise impact at the Queens County Criminal Court. Source or path controls were considered for feasibility and effectiveness in reducing the level of construction noise at the receptors that have the potential to experience significant adverse construction noise impacts. These measures may include enclosing the concrete pump and concrete mixer trucks at any time that the mixer barrels would be spinning in a shed or tunnel including two or three walls and a roof, with the opening or openings facing away from receptors. Additionally, selecting quieter equipment models for cranes, generators, compressors, and lifts may result in a reduction in noise levels from construction during superstructure and subsequent phases. This is subject to the availability of quieter equipment in the quantities necessary to complete the proposed project in the projected timeframe. These measures, if implemented would partially mitigate the predicted construction noise impacts, because there would still be times when construction of the proposed project would result in exceedances of acceptable noise levels at these receptors. Therefore, construction of the proposed project would result in the potential for unmitigated significant adverse noise impacts at the Queens County Criminal Court.

### **UNAVOIDABLE ADVERSE IMPACTS**

#### *TRANSPORTATION*

The proposed project would have the potential to result in significant adverse traffic impacts at four (three signalized and one stop-controlled) study area intersections during one or more analyzed peak hours. Implementation of signal timing changes are being proposed and would provide mitigation for some of the anticipated traffic impacts. These proposed traffic engineering improvements are subject to review and approval by DOT. In the absence of the application of mitigation measures, the potential impacts would remain unmitigated.

With implementation of all the proposed mitigation measures, potential unmitigated significant adverse traffic impacts would remain during the analyzed weekday AM peak hour at five lane groups at four analyzed intersections, during the analyzed weekday midday peak hour at two lane groups at two analyzed intersections, and during the analyzed Saturday peak hour at three lane groups at three analyzed intersections. These unmitigated impacts would constitute unavoidable adverse impacts.

#### *CONSTRUCTION TRANSPORTATION*

##### *Traffic*

Traffic conditions during the period when construction-related traffic is anticipated to be highest were evaluated. The analysis determined that construction traffic associated with peak construction period activity would have the potential to result in significant adverse traffic impacts at seven study area intersections during one or more analyzed construction period peak hours.

Although these impacts would be temporary, measures to address these temporary impacts were considered. Implementation of signal-timing changes are being proposed and would provide mitigation for some of the potential temporary traffic impacts. These proposed traffic engineering improvements are subject to review and approval by DOT. In the absence of the application of mitigation measures, the potential temporary impacts would remain unmitigated.

With the implementation of all of the proposed mitigation measures, potential unmitigated impacts would remain at nine lane groups at six analyzed intersections during the construction AM peak hour and, during the midday peak hour, potential impacts would remain at two lane groups at two analyzed intersections. These unmitigated impacts would constitute unavoidable adverse impacts.

#### *Pedestrians*

According to a preliminary assessment of construction generated pedestrian activity, six pedestrian elements were identified as potential impact locations. In the event it is found that measures fully mitigating such temporary impacts are infeasible, then unmitigable significant adverse impacts could occur at the identified pedestrian elements.

#### *CONSTRUCTION NOISE*

Construction of the proposed project would have the potential to result in a significant adverse construction noise impact at the Queens County Criminal Court. Source or path controls were considered for feasibility and effectiveness in reducing the level of construction noise at the receptors that have the potential to experience significant adverse construction noise impacts. These measures may include enclosing the concrete pump and concrete mixer trucks at any time that the mixer barrels would be spinning in a shed or tunnel including two or three walls and a roof, with the opening or openings facing away from receptors. Additionally, selecting quieter equipment models for cranes, generators, compressors, and lifts may result in a reduction in noise levels from construction during superstructure and subsequent phases. This is subject to the availability of quieter equipment in the quantities necessary to complete the proposed project in the projected timeframe. These measures, if implemented would partially mitigate the predicted construction noise impacts, because there would still be times when construction of the proposed project would result in exceedances of acceptable noise levels at these receptors. Therefore, the significant adverse construction-period noise impacts would be considered partially mitigated, resulting in unavoidable significant adverse construction-period noise impacts.

## **N. GREENHOUSE GASES (GHG) AND CLIMATE CHANGE**

### **GREENHOUSE GAS EMISSIONS**

The building energy use and vehicle use associated with the proposed project sites would result in up to approximately 38 to 39 thousand metric tons of carbon dioxide equivalent (CO<sub>2</sub>e) emissions per year.

The *CEQR Technical Manual* defines five goals by which a project's consistency with the City's emission reduction goal is evaluated: (1) efficient buildings; (2) clean power; (3) sustainable transportation; (4) construction operation emissions; and (5) building materials carbon intensity.

Specific energy efficiency measures and design elements that may be implemented have been evaluated, and are required at a minimum to achieve the energy efficiency requirements of the New York City Building Code. Furthermore, design elements that may be implemented as part of

the proposed project would reduce the energy demand by up to 44 percent below this requirement. Therefore, the proposed project would support the goal identified in the *CEQR Technical Manual* of building efficient buildings.

The inclusion of a 200 to 400 ton capacity ground source heating and cooling system (Design Option 1) is under consideration for each of the project sites. The system would reduce on-site natural gas consumption required for heating through the use of ground source heat pumps (GSHP) to transfer heat to and from onsite ground bores. Furthermore, electric boilers would be used for supplemental heating in order to eliminate the demand for on-site natural gas consumption. Implementation of Design Option 1 could decrease net building energy GHG emissions by approximately 6.3 percent, representing approximately 3.4 percent of the total potential GHG emissions for the proposed project.

Additionally, the inclusion of a cogeneration system (Design Option 2) is under consideration for each of the project sites. If included, the system would produce electricity on-site while providing heat as a byproduct, and would reduce the electricity demand from the grid while burning natural gas on-site. The heat produced would offset some or all of the natural gas required to provide heat and hot water. Implementation of Design Option 2 could decrease net building energy GHG emissions by approximately 2.2 percent, representing approximately 1.2 percent of the total potential GHG emissions for the proposed project.

The proposed project would also support the other GHG goals by virtue of their proximity to public transportation, reliance on natural gas, commitment to construction air quality controls, and the fact that as a matter of course, construction in New York City uses recycled steel and includes cement replacements. All of these factors demonstrate that the proposed project would support the GHG reduction goal.

Therefore, based on the commitment to energy efficiency and by virtue of location and nature, the proposed project would be consistent with all of the City's emissions reduction goals, as defined in the *CEQR Technical Manual*.

## **RESILIENCE TO CLIMATE CHANGE**

The Bronx, Brooklyn, and Queens Sites are not within projected future flood hazard areas and therefore are not evaluated for resilience to climate change.

The Manhattan Site is located within the Coastal Zone Boundary and is within projected future flood hazard areas identified by New York City.<sup>16</sup>

Based on conceptual plans, it is expected that the ground-floor elevation of the proposed project on the Manhattan Site would be approximately 18 feet NAVD88, which would be higher than the New York City Panel on Climate Change (NPCC)'s "high" future 2100 base flood elevation (BFE) of 16.25 feet. In addition, to the extent feasible, future design development for the building on the Manhattan Site would account for future flood levels and locate critical mechanical features such as heating, cooling, electrical, and telecommunication on building floors above NPCC's "high" future 2080s BFE of 14.8 feet or 2100 BFE of 16.25 feet. Those critical features that require an elevation below the BFE (such as water/sewer service and potentially other features conveyed below ground to a building's cellar level) could be dry-floodproofed either from the outset of the building's construction or at such time as the BFE reaches the proposed site, projected to be the

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<sup>16</sup> NYC. *NYC Flood Hazard Mapper*. Accessed 6/13/2018.

2080s or later. Similarly, vulnerable features (habitable space above the building's lowest floor, such as detention housing) would be located above the future BFEs by the 2080s or 2100. In addition, the proposed detention facilities would be equipped with emergency electrical generators and fuel storage to provide power for several days of power outages, as well as food supplies for seven days of operation. In the event of a power loss, the proposed facilities are intended to remain fully operational.

## **O. ALTERNATIVES**

The conclusion of the alternatives analysis is that the No Action Alternative and No Unmitigated Significant Adverse Impacts Alternatives would not substantively meet the goals and objectives of the proposed project. Each of the alternatives is summarized briefly below, followed by a more detailed analysis in the following sections.

### **NO ACTION ALTERNATIVE**

The No Action Alternative assumes the proposed project is not implemented and that each of the proposed project sites would remain in their current condition. Therefore, under the No Action condition, the existing DOC borough facilities would not be rebuilt or closed and are assumed to remain at the current capacity of approximately 2,500 people in detention. It is assumed that the City would continue to implement strategies to reduce the number of people in jail to 5,000, but would use the current facilities. At the Bronx Site, this alternative would avoid the proposed project's significant adverse impacts related to transportation, construction-period traffic, and construction-period noise. At the Brooklyn Site, this alternative would avoid the proposed project's significant adverse impacts related to historic and cultural resources, transportation, construction-period traffic, and construction-period noise. At the Manhattan Site, this alternative would avoid the proposed project's significant adverse impacts related to historic and cultural resources and transportation. At the Queens Site, this alternative would avoid the proposed project's significant adverse impacts related to transportation, construction-period traffic, and construction-period noise.

The No Action Alternative would not create any new detention capacity, nor would it create new humane detention facilities. Although the City is implementing strategies to ultimately reduce the average daily jail population to 5,000 persons, existing facilities apart from Rikers Island can accommodate only about 2,500 people and therefore this alternative would not allow the City to close the jails on Rikers Island. Furthermore, this alternative would not accomplish the objectives of the proposed project. It would not improve access to natural light and space for therapeutic programming; offer quality recreational, health, education, visitation and housing facilities; strengthen connections to families and communities; or enhance the well-being of uniformed staff and civilian staff.

Overall, the No Action Alternative would fail to meet the proposed project's principal goals.

### **NO UNMITIGATED SIGNIFICANT ADVERSE IMPACTS**

The No Unmitigated Significant Adverse Impacts Alternative considers several modifications of the proposed project to eliminate its significant adverse impacts on historic and cultural resources, transportation, construction-period traffic, and construction-period noise. The alternative identified to eliminate the potential significant adverse impacts to the Brooklyn Central Courthouse due to the potential construction of pedestrian bridges could meet the goals and



objectives of the proposed project. To eliminate the other unmitigated significant adverse impacts, the proposed project would have to be modified to such a point that its principal goals and objectives would not be realized.

## **P. GROWTH-INDUCING ASPECTS OF THE PROPOSED PROJECT**

The term “growth-inducing aspects” generally refers to the potential for a proposed project to trigger additional development in areas outside the project site that would otherwise not have such development without the proposed project. According to the *CEQR Technical Manual*, an analysis of the growth-inducing aspects of a proposed project is appropriate when the project adds substantial new land use, new residents, or new employment that could induce additional development of a similar kind or of support uses, such as retail establishments to serve new residential uses; and/or introduces or greatly expands infrastructure capacity.

The proposed project would be limited to the four project sites and would not induce additional growth beyond the project sites. The following sections evaluate the growth-inducing aspects of the proposed project at each site.

### **BRONX SITE**

The proposed project would change the land use of the Bronx Site from the current parking use to institutional, community facility, residential, and retail uses. The proposed project would be compatible with the predominantly industrial uses in the northern, southern, and eastern portions of the study area, and would be buffered from adjacent residential uses by the proposed mixed-use buildings on the western portion of the project site. Overall, the proposed project would be consistent with surrounding land uses. While the proposed project would include a future mixed-use building with residential units, which could add a new population with a higher average household income as compared with existing study area households, there is a high concentration of rent-regulated housing as well as a readily observable trend toward higher market rents in the study area. According to the 2012–2016 ACS, median gross rents have been increasing in the study area since 2010. The proposed project is not expected to accelerate these trends because it is likely that all of the proposed DUs would be affordable to low-, moderate-, and/or middle-income residents, and would serve to maintain a more diverse range of household incomes within the study area.

The proposed project would result in a mix of public facility, affordable residential, and retail uses, all of which are currently found in the study area. The proposed project would also be the first justice and correction facility in the area, so it would not cause an undue concentration of similar facilities. Finally, the proposed project would promote positive trends within the study area by developing new, LEED-gold standard community and retail facilities. The proposed project would thus not substantially change business conditions within the socioeconomic study area.

The proposed project at the Bronx Site would not include the introduction or expansion of infrastructure capacity (e.g., sewers, central water supply) that would result in indirect development. The proposed project would involve the relocation of an existing sewer main at the Bronx Site, but any such infrastructure improvements would be made to support development of the proposed project.

**BROOKLYN SITE**

The proposed project would not change the land use of the Brooklyn Site, as it would remain as a detention facility. The proposed project would be compatible with the predominantly higher-density institutional and mixed-use buildings to the north of the study area and Downtown Brooklyn, and would be buffered from adjacent residential uses to the south by Atlantic Avenue. Overall, the proposed project would be consistent with surrounding land uses. While the proposed project includes the demolition of the existing Brooklyn Detention Complex, the proposed project would include facilities similar to those found in existing and No Action conditions. There are no private businesses on the site; therefore, the proposed project would not result in the displacement of any private businesses or employment associated with private businesses. As the proposed project is a replacement of the existing detention facility use, the economic activities associated with the proposed project would be similar to those found in the future without the proposed project. The proposed project would not substantially change business conditions within the socioeconomic study area.

The proposed project at the Brooklyn Site would not include the introduction or expansion of infrastructure capacity that would result in indirect development. Any proposed infrastructure improvements would be made to support development of the proposed project.

**MANHATTAN SITE**

The proposed project would result in an expansion and increase in density of the existing detention facility use on the Manhattan Site. The proposed project would be compatible with the predominantly institutional and court uses surrounding the site. The facility would also be buffered from adjacent residential uses in the Chinatown neighborhood to the east. Overall, the proposed project would be consistent with surrounding land uses. As the proposed project is a replacement of the existing detention facility use, the economic activities associated with the proposed project would be similar to those found in the future without the proposed project. The proposed project would not substantially change business conditions within the socioeconomic study area.

The proposed project at the Manhattan Site would not include the introduction or expansion of infrastructure capacity that would result in indirect development. Any proposed infrastructure improvements would be made to support development of the proposed project.

**QUEENS SITE**

The proposed project would not change the land use of the Queens Site, as it would remain as a detention facility use. The proposed project would be compatible with the predominantly institutional uses surrounding the site, within the Queens Criminal Court complex. The facility would also be buffered from adjacent residential uses to the west by Queens Boulevard and to the residential uses to the east by the Van Wyck Expressway. The density would be consistent with the higher-density mixed-use buildings along Queens Boulevard. Overall, the proposed project would be consistent with surrounding land uses.

The proposed project is located on the site of the existing Queens Detention Complex site, a disused public detention facility. There are no private businesses on the site. As the proposed project is a replacement of the existing disused detention facility use, the economic activities associated with the proposed project would be similar to those found in the future without the proposed project. The proposed project would not substantially change business conditions within the socioeconomic study area.

The proposed project at the Queens Site would not include the introduction or expansion of infrastructure capacity that would result in indirect development. The proposed project would involve the relocation of two water mains at the Queens Site, but any such infrastructure improvements would be made to support development of the proposed project.

## **Q. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES**

Resources, both natural and built, would be expended in the construction and operation of the proposed project. These resources are considered irretrievably committed because their reuse for some purpose other than the proposed project would be highly unlikely. The proposed project constitutes an irreversible and irretrievable commitment of the project sites as land resources, thereby rendering land use for other purposes infeasible, at least in the near term.

These commitments of land resources and materials are weighed against the benefits of the proposed project. The proposed project would establish a system of four new, modern borough-based detention facilities to house a total population of 5,000 to no longer detain people in the jails at Rikers Island. One facility would be located in each of the Bronx, Brooklyn, Manhattan, and Queens. Each of the proposed facilities would provide approximately 1,437 beds to house people in detention, while allowing space for population-specific housing requirements, such as those related to safety, security, physical and mental health, among other factors, and fluctuations in the jail population. The new buildings would be integrated into the neighborhoods, providing connections to courts and service providers and offering community benefits. The proposed project is intended to strengthen connections between people who are detained to families and communities by allowing people to remain closer to their loved ones, which allows better engagement of detained individuals with attorneys, social service providers, and community supports so that they will do better upon leaving and be less likely to return to jail. The detention facilities under proposed project are intended to provide sufficient space for effective and tailored programming, appropriate housing for those with medical, behavioral health and mental health needs, and the opportunity for a more stable reentry into the community. The community facility and/or retail space at each site is intended to provide useful community amenities, such as community facility programming or street-level retail space.

**Table S-24**  
**Summary of Potential Significant Adverse Impacts and Mitigation Table**

<b>Environmental Analysis Area</b>	<b>Bronx</b>	<b>Brooklyn</b>	<b>Manhattan</b>	<b>Queens</b>
Land Use, Zoning and Public Policy	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts
Socioeconomic Conditions	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts
Community Facilities	No significant adverse impacts	No analysis warranted – no residential use	No analysis warranted – no residential use	No analysis warranted – no residential use
Open Space	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts
Shadows	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts
Historic and Cultural Resources	No significant adverse impacts	<p><b>Impact:</b> Potential construction effects on historic resources within 90 feet of site</p> <p><b>Impact:</b> Construction of pedestrian bridges to S/NR-eligible 120 Schermerhorn Street</p> <p><b>Mitigation:</b> Construction protection plan, consultation with LPC regarding design of pedestrian bridges</p>	<p><b>Impact:</b> Demolition of S/NR-eligible 125 White Street</p> <p><b>Impact:</b> Potential construction effects on historic resources within 90 feet of site</p> <p><b>Impact:</b> Potential archaeological sensitivity at 124 White and White Street streetbed.</p> <p><b>Mitigation:</b> HABS recordation, additional archaeological investigations (e.g., review of soil borings, Phase 1B, etc.), construction protection plan, consultation with LPC regarding design and pedestrian bridges</p>	No significant adverse impacts
Urban Design and Visual Resources	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts
Hazardous Materials	Standard remediation (i.e., implementation of DEP-approved RAP/CHASP)	Standard remediation (i.e., implementation of DEP-approved RAP/CHASP)	Standard remediation (i.e., implementation of DEP-approved RAP/CHASP)	Standard remediation (i.e., implementation of DEP-approved RAP/CHASP)
Water and Sewer Infrastructure	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts

**Table S-24**  
**Summary of Potential Significant Adverse Impacts and Mitigation Table**

Traffic	<b>Impact:</b> Impacts at 8 of 18 analysis intersections for one or more lane groups during one or more peak hours  <b>Mitigation:</b> Signal timing changes	<b>Impact:</b> Impacts at 10 of 12 analysis intersections for one or more lane groups during one or more peak hours  <b>Mitigation:</b> Signal timing changes	<b>Impact:</b> Impacts at 1 of 4 analysis intersections during the midday peak hour  <b>Mitigation:</b> Signal timing changes	<b>Impact:</b> Impacts at 4 of 7 analysis intersections for one or more lane groups during one or more peak hours  <b>Mitigation:</b> Signal timing changes
Transit	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts
Pedestrian	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts
Parking	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts
Air Quality	<b>Stationary Source</b> No significant adverse impacts, restrictions on heat and hot water system exhaust <b>Mobile Source</b> No significant adverse impacts	<b>Stationary Source</b> No significant adverse impacts, restrictions on heat and hot water system exhaust <b>Mobile Source</b> No significant adverse impacts	<b>Stationary Source</b> No significant adverse impacts, restrictions on heat and hot water system exhaust <b>Mobile Source</b> No significant adverse impacts	<b>Stationary Source</b> No significant adverse impacts, restrictions on heat and hot water system exhaust <b>Mobile Source</b> No significant adverse impacts
Noise	No significant adverse impacts Window-wall attenuation to meet interior noise level requirements	No significant adverse impacts Setback of recreation yards from north lot line Window-wall attenuation to meet interior noise level requirements	No significant adverse impacts Setback of recreation yards from north lot line Window-wall attenuation to meet interior noise level requirements	No significant adverse impacts Window-wall attenuation to meet interior noise level requirements
Public Health	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts
Neighborhood Character	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts

**NYC Borough-Based Jail System EIS**

<p>Construction</p>	<p>No significant adverse air quality impacts  <b>Impact:</b> Noise impact on residences at 359 Southern Blvd  <b>Impact:</b> Traffic impacts 8 of 18 analyzed intersections during one or more construction period peak hours; potential pedestrian impacts  <b>Noise Minimization/Mitigation:</b> Compliance with NYC Noise Control Code; use of quieter equipment than required by code; use of shielding/barriers/enclosures for noisy equipment  <b>Air Quality Minimization:</b> Dust control plan, idling restriction, use of ultra-low sulfur diesel, use of best available tailpipe reduction technologies (all as required by code and Local Law 77), use of equipment that meets the USEPA's Tier 4 emission standards and electrification of equipment  <b>Transportation Mitigation:</b> Construction Transportation Monitoring Plan, signal timing changes  <b>Other options to reduce transportation impacts:</b> remote parking and shuttle service; transit incentives; use of flaggers to facilitate circulation; staged deliveries; staggered work hours.</p>	<p>No significant adverse air quality impacts  <b>Impact:</b> Noise impacts on south and west facades of residences at 239 State Street and south and east facades of 120 Schermerhorn/Kings County Criminal Court  <b>Impact:</b> Traffic impacts 14 of 15 analyzed intersections during one or more construction period peak hours; potential pedestrian impacts  <b>Noise Minimization/Mitigation:</b> Compliance with NYC Noise Control Code; use of quieter equipment than required by code; use of shielding/barriers/enclosures for noisy equipment  <b>Air Quality Minimization:</b> Dust control plan, idling restriction, use of ultra-low sulfur diesel, use of best available tailpipe reduction technologies (all as required by code and Local Law 77), use of equipment that meets the USEPA's Tier 4 emission standards and electrification of equipment  <b>Transportation Mitigation:</b> Construction Transportation Monitoring Plan, signal timing changes  <b>Other options to reduce transportation impacts:</b></p>	<p>No significant adverse air quality or noise impacts  <b>Impact:</b> Potential pedestrian impacts  <b>Noise Minimization:</b> Compliance with NYC Noise Control Code; use of quieter equipment than required by code; use of shielding/barriers/enclosures for noisy equipment  <b>Air Quality Minimization:</b> Dust control plan, idling restriction, use of ultra-low sulfur diesel, use of best available tailpipe reduction technologies (all as required by code and Local Law 77), use of equipment that meets the USEPA's Tier 4 emission standards and electrification of equipment  <b>Transportation Mitigation:</b> Construction Transportation Monitoring Plan  <b>Other options to reduce transportation impacts:</b> remote parking and shuttle service; transit incentives; use of flaggers to facilitate circulation; staged deliveries; staggered work hours.</p>	<p>No significant adverse air quality impacts  <b>Impact:</b> Noise impact on 125-01 Queens Blvd/Queens County Criminal Court Building  <b>Impact:</b> Traffic impacts 7 of 11 analyzed intersections during one or more construction period peak hours; potential pedestrian impacts  <b>Noise Minimization/Mitigation:</b> Compliance with NYC Noise Control Code; use of quieter equipment than required by code; use of shielding/barriers/enclosures for noisy equipment  <b>Air Quality Minimization:</b> Dust control plan, idling restriction, use of ultra-low sulfur diesel, use of best available tailpipe reduction technologies (all as required by code and Local Law 77), use of equipment that meets the USEPA's Tier 4 emission standards and electrification of equipment  <b>Transportation Mitigation:</b> Construction Transportation Monitoring Plan, signal timing changes  <b>Other options to reduce transportation impacts:</b> remote parking and shuttle service; transit incentives; use</p>
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**Table S-24  
Summary of Potential Significant Adverse Impacts and Mitigation Table**

		remote parking and shuttle service; transit incentives; use of flaggers to facilitate circulation; staged deliveries; staggered work hours.		of flaggers to facilitate circulation; staged deliveries; staggered work hours.
Greenhouse Gas Emissions and Climate Change	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts	No significant adverse impacts

\*

**A. INTRODUCTION**

The City of New York, through the New York City Department of Correction (DOC) and the Mayor’s Office of Criminal Justice (MOCJ), is proposing to implement a borough-based jail system (the proposed project) as part of the City’s continued commitment to create a modern, humane, and safe justice system. The proposed project would develop four new detention facilities to house individuals who are in the City’s correctional custody with one detention facility located in each borough for the Bronx, Brooklyn, Manhattan, and Queens. The sites under consideration consist of the following (see **Figure 1-1**):

- Bronx Site—745 East 141st Street<sup>1</sup>
- Brooklyn Site—275 Atlantic Avenue
- Manhattan Site—124-125 White Street<sup>2</sup>
- Queens Site—126-02 82nd Avenue

Given the City’s success in reducing both crime and the number of people in jail, coupled with the current physical and operational deficiencies at the correctional facilities located on Rikers Island (Rikers Island), the City committed to closing the jails on Rikers Island. The 2017 report *Smaller, Safer, Fairer*<sup>3</sup> provides the City’s roadmap for creating a smaller, safer, and fairer criminal justice system. Central to this effort is the City’s goal to provide a system of modern borough-based detention facilities while reducing the number of people in the City’s jails to a total average daily population of 5,000 persons.

Under the proposed project, all individuals in DOC’s custody would be housed in the new borough-based detention facilities and the City would close the jails on Rikers Island. Each proposed facility location is City-owned property, but requires a number of discretionary actions that are subject to the City’s Uniform Land Use Review Procedures (ULURP) including, but not limited to, site selection for public facilities, zoning approvals, and for certain sites, changes to the City map.

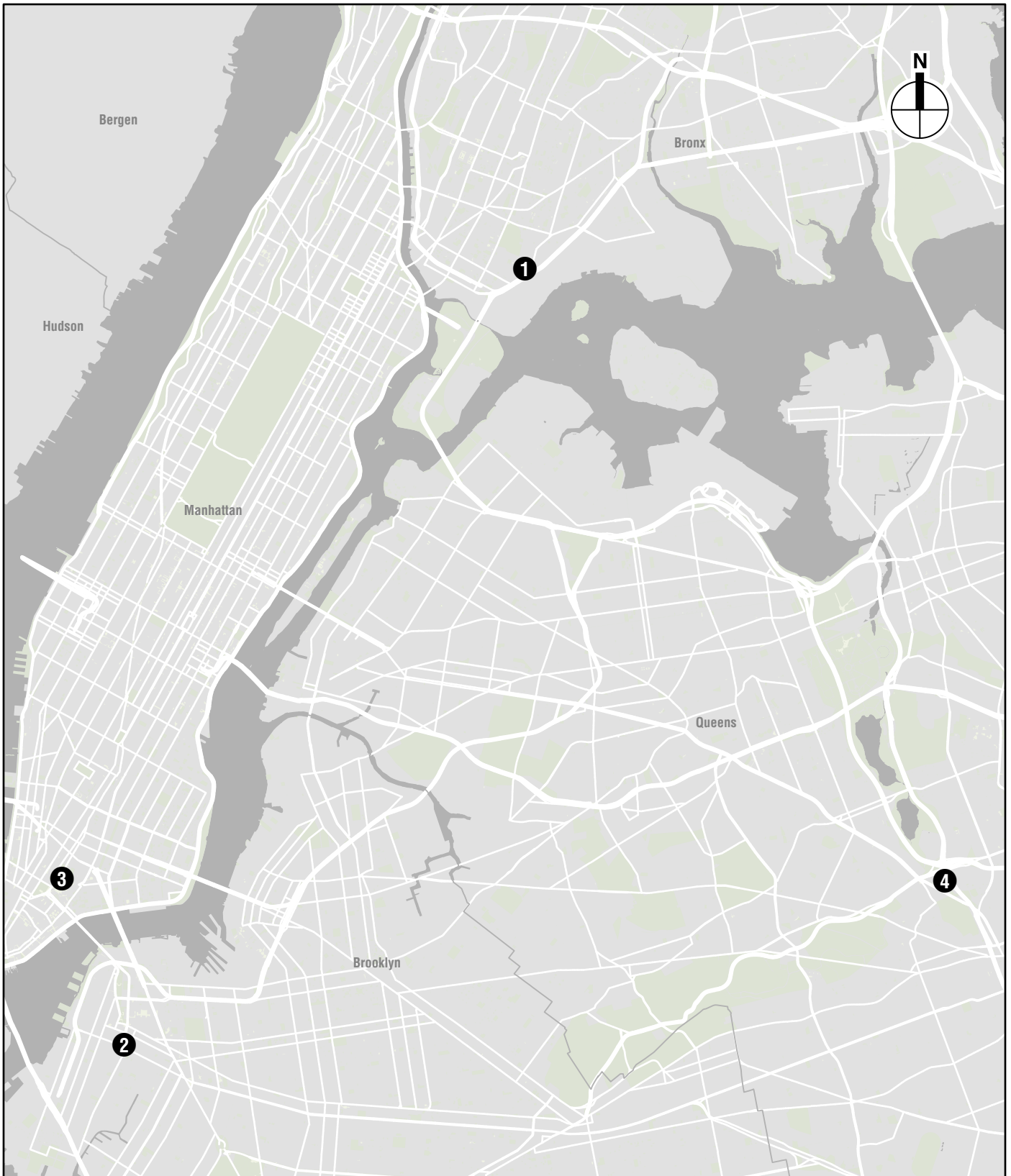
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<sup>1</sup> In previous documents such as the Draft Scope of Work, this site was identified as 320 Concord Avenue; the address 745 East 141st Street is the same site as 320 Concord Avenue. It is expected that the Bronx detention facility address would be 745 East 141st Street and the proposed mixed-use building address would be 320 Concord Avenue.

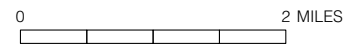
<sup>2</sup> 80 Centre Street was also evaluated as a potential site for the proposed detention facility in Manhattan and was identified as the site in the Draft Scope of Work. Refer to Section H, “Site Selection,” for further discussion of this site.

<sup>3</sup> New York City Mayor’s Office of Criminal Justice. *Smaller, Safer, Fairer: A Roadmap to Closing Rikers Island*. Available: <https://rikers.cityofnewyork.us/the-plan/>. Last accessed March 20, 2019.





- ❶ *Bronx Site - 745 East 141st Street*
- ❷ *Brooklyn Site - 275 Atlantic Avenue*
- ❸ *Manhattan Site - 124-125 White Street*
- ❹ *Queens Site - 126-02 82nd Avenue*



## B. BACKGROUND

### HISTORICAL CHANGES IN THE CRIMINAL JUSTICE SYSTEM

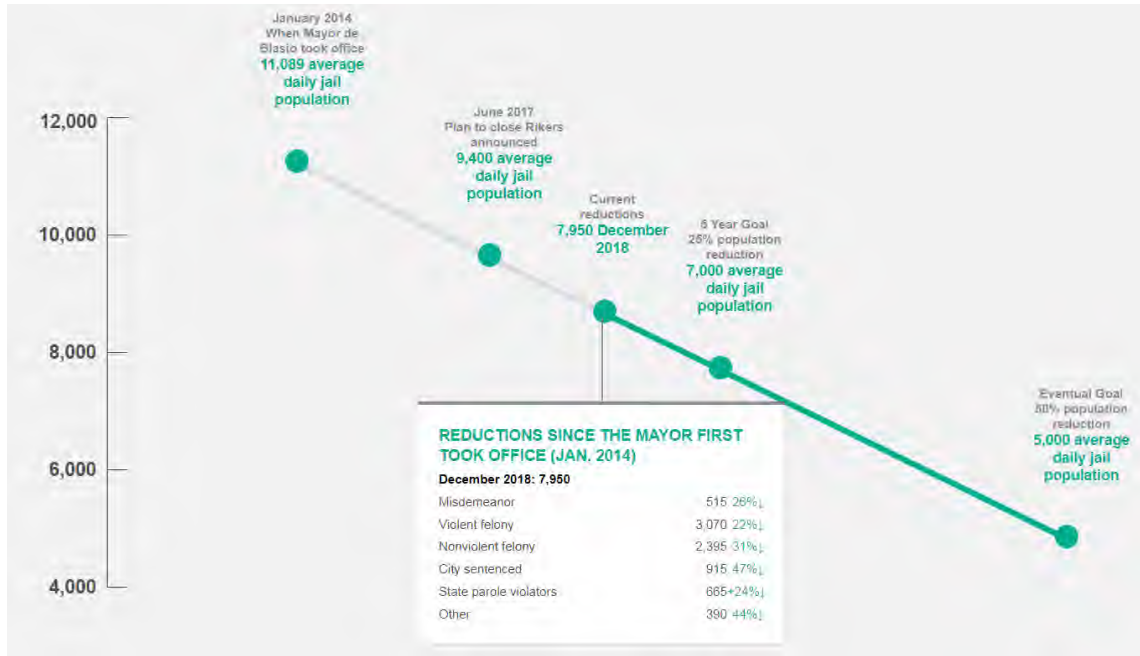
In the last four years, New York City has experienced an acceleration in the trends that defined the City's public safety landscape over the last three decades. While jail and prison populations around the country have increased, New York City's jail population has fallen by half since 1990, and declined by 30 percent since Mayor de Blasio took office. Indeed, in the last four years, the City experienced the steepest four-year decline in the jail population since 1998. This decline in jail use has occurred alongside record-low crime. Major crime has fallen by 78 percent in the last 25 years (since 1993) and by 14 percent in the last five (since 2013). 2018 was the safest year in CompStat<sup>4</sup> history. New York City's historic and durable decline in crime rates are continued and unique proof that we can increase safety while shrinking the jail population.

*Smaller, Safer, Fairer*, the City's roadmap to closing Rikers Island, was released in June 2017 and includes 18 strategies to ultimately reduce the jail population to 5,000, allow for the closure of the jails on Rikers Island, and the transition to the proposed borough-based jail system. Progress on these strategies is underway with the partnership of New Yorkers, the courts, district attorneys, defenders, mayoral agencies, service providers, City Council, and others within the justice system. When New York City released its roadmap in June 2017, the City's jails held an average of 9,400 people on any given day. In December 2018, the population dropped to approximately 8,000, a 15 percent decline (see **Chart 1-1**).

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<sup>4</sup> CompStat, short for Compare Statistics, is an organizational management tool for police departments that is used to reduce crime.

**Chart 1-1**  
**NYC Average Daily Population in Detention**



Source: New York City Mayor’s Office of Criminal Justice.

A number of factors have contributed to the decline in jail population, including:

- **Reduced crime and arrest rates.** Major crime decreased by 14 percent in the City in the last five years and arrests have fallen by 37 percent. The City has invested in reducing crime through the Mayor’s Action Plan for Neighborhood Safety (MAP) and the Office to Prevent Gun Violence (OPGV), among other initiatives.
- **Fewer people enter jail.** Among other system dynamics, interventions aimed at reducing the number of low- and medium-risk people entering jail contributed to about 35 percent of the total reduction of people in jail to date. These include major investments in diversion (preventing over 11,000 people from entering jail); alternatives to jail sentences; making it easier to pay bail through funding bail expeditors; expanding the charitable bail fund citywide and implementing online bail payment; and targeted initiatives focused on the unique needs of specific groups such as women, adolescents, and those with mental/behavioral health issues.
- **Cases resolved faster.** Reductions in unnecessary case delays have resulted in fewer defendants’ cases extending beyond one year. For example, since the start of Justice Reboot<sup>5</sup>

<sup>5</sup> Justice Reboot is the City’s initiative aimed at reducing unnecessary case delays. The City created a centralized coordinating body, run through the Mayor’s Office of Criminal Justice, that conducts deep analytical dives into borough-specific case processing problems and provides targeted solutions.

in April 2015, the number of Supreme Court cases pending for more than one year has declined 22 percent (746 cases, as of January 5, 2019).

A full copy of *Smaller, Safer, Fairer* is provided in **Appendix A**.

## **FACILITIES AT RIKERS ISLAND**

Currently, the majority of the people held in the City’s jail system are held at Rikers Island. Rikers Island is a 413-acre City-owned property located in the East River and is part of the Bronx, although it is accessed from Queens. It has a capacity for approximately 11,300 people in detention in eight active jail facilities.<sup>6</sup> Most facilities on Rikers Island were built more than 40 years ago and create serious challenges to the safe and humane treatment of those in detention. In addition, Rikers Island’s isolation limits accessibility to both staff and visitors, as described in the report, *A More Just New York City*, issued by the Independent Commission on New York City Criminal Justice and Incarceration Reform (the Lippman Commission).

While the City now offers free, express shuttle bus service to and from Rikers Island designed to facilitate visits for family and friends of people in custody, Rikers Island is still geographically isolated from the rest of New York City. It is accessed by a small, narrow bridge that connects it with Queens. This isolation makes it difficult for DOC staff, family members, defense attorneys, social service providers, and other service providers and visitors to access their jobs, loved ones, and clients. As noted in *A More Just New York City*, visiting a person in detention on Rikers Island can take an entire day, forcing people to miss work and make costly arrangements for child care.

Additionally, the location of Rikers Island results in inefficient transportation and an increase in related costs to the City, as DOC must expend substantial time and resources transporting people in detention off the Island for court appearances and appointments. The Mayor’s Office of Criminal Justice continuously works with DOC and the State Office of Court Administration (OCA) to find ways to further improve on-time court production and reduce case delays associated with late production. All defendants, regardless of incarcerated status, are required to be present at court at 9:30 am. DOC must transport more than 1,000 people on and off the Island each day for court appearances and an additional number of people to hospital care appointments, and this inevitably causes some to miss court appearances. If defendants are produced late, it may result in their appearance being rescheduled for a later date (or ‘delayed’), which can contribute to delayed resolution and longer length of stay in DOC custody. Missed court appearances can further draw out case timelines and cause other disruptions to court schedules.

Finally, the transformative vision contemplated under the City’s proposal cannot be achieved through renovations of the current facilities on Rikers Island due to its physical isolation.

## **OTHER CITY JAIL FACILITIES**

DOC currently operates four other detention facilities not located on Rikers Island. These facilities are the Brooklyn Detention Complex, Manhattan Detention Complex, Queens Detention Complex (currently decommissioned), and the Vernon C. Bain Center. These facilities can accommodate a total of about 2,500 people in detention.<sup>7</sup> The Brooklyn Detention Complex, Manhattan Detention Complex, and Queens Detention Complex are located on sites that are proposed for redevelopment

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<sup>6</sup> “People in detention” refers to all those in the custody of the New York City Department of Correction, regardless of legal status, including but not limited to pretrial detainees, City-sentenced individuals and people held on State parole violations.

<sup>7</sup> Not including the existing capacity in the Queens Detention Complex, which is no longer used as a detention facility.

with modern detention facilities under the proposed project and are described in Section C, “Project Description.” The Vernon C. Bain Center is a five-story barge that provides medium to maximum security detention facilities and serves as the Bronx detention facility for admissions. It is located in the East River near the Hunts Point neighborhood of the Bronx.

These existing facilities cannot be expanded to meet the needs of the contemporary facilities envisioned. The existing facilities are limited with regard to capacity and inefficient in design; many of them date back to the 1960s, 1970s, and 1980s and have not been renovated since the early 1990s. Facility layouts are outdated and do not provide for the quality of life sought in more modern detention facilities, with regard to space needs, daylight, and social spaces.

### **PROJECTED REDUCTIONS IN THE NUMBER OF PEOPLE IN THE CITY’S JAILS**

The number of people who enter and the length of time they stay determine the size of the population in the City’s jails. The City is in the process of implementing the strategies laid out in *Smaller, Safer, Fairer*, which are expected to reduce the average daily jail population to approximately 7,000 people over the next three years, with the goal of achieving a total average population of 5,000 by 2027.<sup>8</sup> Eighteen months after the release of *Smaller, Safer, Fairer*, the City’s jail population fell to below 8,000 for the first time in almost 40 years, a decrease of almost 15 percent that puts the City ahead of schedule in its efforts to reduce the population.

### **C. PROJECT DESCRIPTION**

The City’s success in reducing crime and lowering the number of people in jail, coupled with grassroots support for closing the jails on Rikers Island, has facilitated the City of New York, through DOC and MOCJ, to propose implementing a borough-based jail system as part of the City’s continued commitment to create a modern, humane, and safe justice system.

Under the proposed project, the City would establish a system of four new modern borough-based detention facilities to house a total population of 5,000 in order to no longer detain people in the jails on Rikers Island. One facility will be located in each of the boroughs of the Bronx, Brooklyn, Manhattan, and Queens. Each of the proposed facilities would provide approximately 1,437 beds to house people in detention. In total, the proposed project would provide approximately 5,748 beds to accommodate an average daily population of 5,000 people in a system of four borough-based jails, while allowing space for population-specific housing requirements, such as those related to safety, security, physical and mental health, among other factors, and fluctuations in the jail population.

A guiding urban design principle for the proposed project is neighborhood integration. This includes promoting safety and security, designing dignified environments, leveraging community assets, and providing added value and benefits to the surrounding neighborhoods. The new facilities would be designed with the needs of the communities in mind. They will be designed to encourage positive community engagement and serve as civic assets in the neighborhoods. The new buildings would be integrated into the neighborhoods, providing connections to courts and service providers and also offering community benefits. The proposed project is intended to strengthen connections between people who are detained to families and communities by allowing people to remain closer to their loved ones and other people, which allows better engagement of

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<sup>8</sup> New York City Mayor’s Office of Criminal Justice. *Smaller, Safer, Fairer: A Roadmap to Closing Rikers Island*. p. 11. Available: <https://rikers.cityofnewyork.us/the-plan/>.

## NYC Borough-Based Jail System EIS

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incarcerated individuals with attorneys, social service providers, and community supports so that they will do better upon leaving and be less likely to return to jail. In addition, the proposed project would implement streetscape improvements at each site. The specific improvements at each site would vary, but in general would include sidewalk improvements, new benches, landscaping features, improved lighting, and signage and wayfinding features.

The proposed project would ensure that each borough facility has ample support space for quality educational programming, recreation, therapeutic services, publicly accessible community space, and staff parking. The support space would also include a public-service-oriented lobby, visitation space, space for robust medical screening for new admissions, medical and behavior health exams, health/mental health care services, medical clinics and therapeutic units, and administrative space. The community space is intended to provide useful community amenities, such as community facility programming or street-level retail space.

Each facility would be designed to integrate with the surrounding neighborhood while also achieving efficient and viable floorplans that optimize access to program space, outdoor space, and natural light. The borough facilities would be designed to be self-sufficient buildings, with more manageable housing units (i.e., a standardized module consisting of cells with a common dayroom, support spaces, and recreation yard) that allow officers to better supervise as a result of the improved floorplans. The proposed project contemplates implementing new borough-based facilities that provide sufficient space for effective and tailored programming, appropriate housing for those with medical, behavioral health and mental health needs, and the opportunity for a more stable reentry into the community. Additionally, the facilities would provide a normalized environment of operations that supports the safety and well-being of both staff and those who are detained in the City's correctional custody. People who are detained would have access to recreation yards in their housing unit and recreation space would be provided in each facility for staff.

The program components for each site are summarized in **Table 1-1. Appendix B** provides illustrative renderings of the proposed project at each project site.

**Table 1-1  
Program Components by Project Site**

Site Name	Address	Housing for People in Detention <sup>1</sup>	Support Services <sup>2</sup>	Community Facility Space and/or Retail <sup>3</sup>	Centralized Care Services <sup>5</sup>	Court/Court-Related Facilities <sup>6</sup>	Parking	Residential Use	Maximum Zoning Height (in feet) <sup>4</sup>
Bronx	745 East 141st Street	870,000 gsf (1,437 beds)	350,000 gsf	40,000 gsf (community and/or retail) 31,000 gsf (community and/or retail)	0	10,000 gsf	575 (accessory)	178,025 gsf (approx. 235 units)	245
Brooklyn	275 Atlantic Avenue	900,000 gsf (1,437 beds)	260,000 gsf	30,000 gsf (community and/or retail)	0	0	292 (accessory)	0	395
Manhattan	124-125 White Street	910,000 gsf (1,437 beds)	340,000 gsf	20,000 gsf (community and/or retail)	0	0	125 (accessory)	0	450
Queens	126-02 82nd Avenue	875,000 gsf (1,437 beds)	233,000 gsf	25,000 gsf (community)	125,000 gsf	0	1,281 (605 accessory and 676 public)	0	270

**Notes:**

- 1) Includes beds for the general population as well as for persons who are detained with medical or mental health conditions (i.e., "therapeutic units").
- 2) Support services include public entrance and lobby, visitation space, space for quality educational programming and services for people in detention, health services and therapeutic unit support, and administrative space.
- 3) At the Bronx Site, for analysis purposes, it is assumed that 13,000 gsf will be allocated for retail use and 27,000 gsf will be allocated for community facility use. In addition, it is assumed that 15,500 gsf will be allocated for retail use and 15,500 gsf will be allocated for community facility use in connection with the adjacent proposed mixed-use development.
- 4) As measured from ground-floor base plane. Maximum height is based on conceptual designs for each facility and does not include possible rooftop mechanical penthouses. Actual building height above grade would include an additional 40 feet at each location for rooftop mechanical space.
- 5) Centralized infirmary and maternity ward services for the entire borough-based jail system.
- 6) The court facilities would be a parole court in the Bronx.

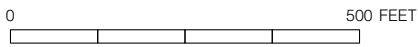
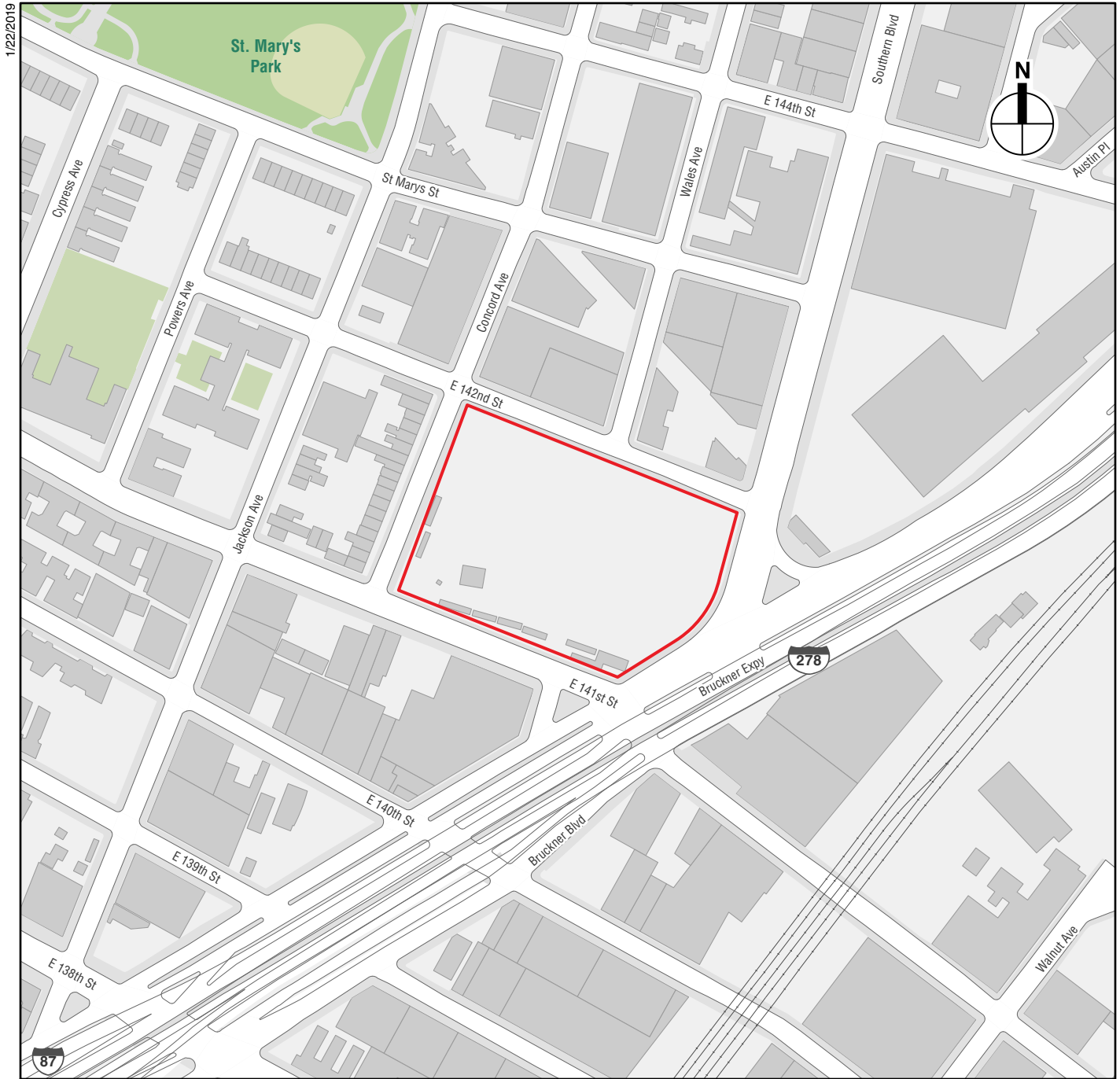
**Source:** Perkins Eastman.

**BRONX SITE**

The Bronx Site is located at 745 East 141st Street (Block 2574, Lot 1) in the Mott Haven neighborhood of the Bronx Community District 1 (see **Figure 1-2**). The site is within the block bounded by East 142nd Street, Southern Boulevard, Bruckner Boulevard, East 141st Street, and Concord Avenue. The site is within an M1-3 zoning district.

The site is currently occupied by the New York City Police Department (NYPD) Bronx Tow Pound. The site contains a small office structure, storage sheds, space for vehicle storage, and is surrounded by a fence and trees. The City intends to relocate the tow pound prior to completion of the proposed detention facility on the Bronx site. The relocation of the tow pound would be subject to a future planning and public review process, including separate approvals and environmental review as warranted.

The proposed project would redevelop the eastern portion of the site with a new detention facility containing approximately 1,270,000 gsf of above-grade floor area, including approximately 1,437 beds for people in detention; support space; community facility and/or retail space; and court/court-related facilities. This site would also provide approximately 575 below-grade accessory parking spaces. Access to the court facilities space would be from East 141st Street.



 Project Site



Bronx Site  
 Project Location - 745 East 141st Street  
**Figure 1-2**



Loading and the sallyport<sup>9</sup> entrance would be on the western portion of the building (see **Figures 1-3 and 1-4**). The maximum zoning height for the purposes of analysis would be approximately 245 feet (see **Figures 1-5 through 1-7**).

With the proposed project, the western portion of the site (to a depth of 100 feet from Concord Avenue) would be rezoned from the existing M1-3 zoning district to a Special Mixed Use M1-4/R7-X district (see **Figure 1-8**). The Special Mixed Use M1-4/R7-X district allows a broad mix of uses including residential, commercial, and manufacturing uses. In addition, the re-zoned portion of the site would be mapped as a mandatory inclusionary housing (MIH) area. The rezoning is intended to facilitate a future development on the site. The program for this development has not yet been identified, but for the purposes of analysis and based on a conceptual design, the future mixed-use building is assumed to contain approximately 209,025 gsf of floor area, with approximately 31,000 gsf of ground-floor retail and community facility use and approximately 235 dwelling units. For the purposes of the EIS analysis, it is assumed that all of the dwelling units would be affordable. The proposed zoning would permit a maximum zoning height of 145 feet and a maximum floor area ratio (FAR) of 6.0.

## **BROOKLYN SITE**

The Brooklyn Site is located at 275 Atlantic Avenue (Block 175, Lot 1) in the Downtown Brooklyn neighborhood of Brooklyn Community District 2 (see **Figure 1-9**). The site occupies the entire block bounded by Atlantic Avenue, Smith Street, State Street, and Boerum Place. A tunnel below State Street connects this site to the Brooklyn Central Courts Building at 120 Schermerhorn Street. The site would also involve the demapping of above- and below-grade volumes of State Street between Boerum Place and Smith Street to facilitate the construction of pedestrian bridges and/or tunnels connecting the proposed detention facility to existing court facilities to the north and allow the potential placement of accessory space below the street. These connections would facilitate the efficient movement of staff and people in detention in a secure enclosed environment between the proposed facility and the existing courts. State Street would remain as a mapped public street open to vehicular and pedestrian traffic with utilities in the streetbed. The site is within a C6-2A zoning district in the Special Downtown Brooklyn District.

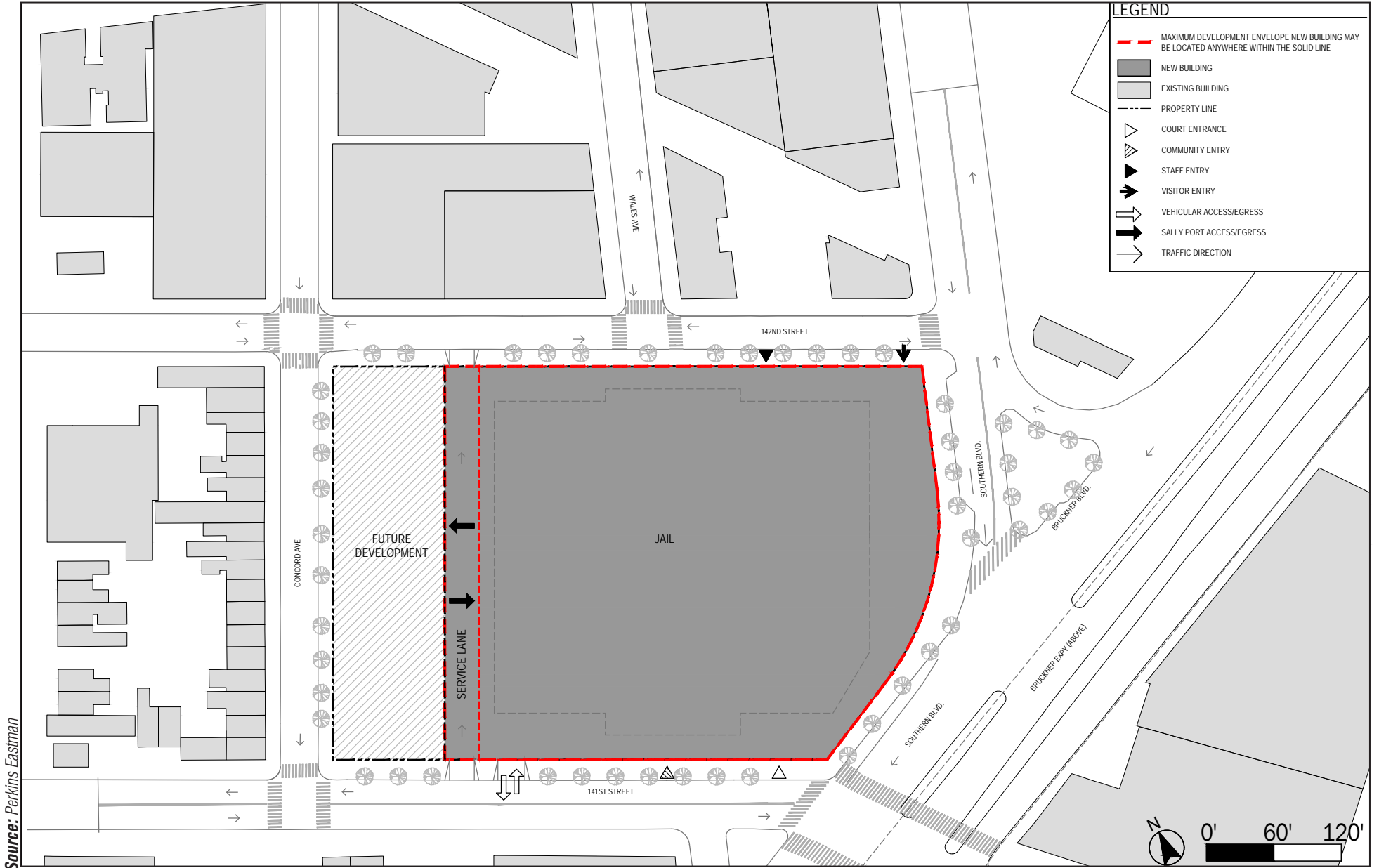
The site contains the existing Brooklyn Detention Complex.<sup>10</sup> Opened in 1957, this detention facility has 815 beds.

The proposed project would replace the existing Brooklyn Detention Complex with a new detention facility containing approximately 1,190,000 gsf of above-grade floor area, including approximately 1,437 beds for people in detention; support space; and community facility and/or retail space. This site would also provide approximately 292 below-grade accessory parking spaces. The community facility and/or retail space would be located along Boerum Place, Atlantic Avenue, and Smith Street. Loading functions would be located along State Street and sallyport access would be located on Smith Street and State Street (see **Figures 1-10 and 1-11**). The maximum zoning height for the purposes of analysis would be approximately 395 feet (see **Figures 1-12 through 1-14**).

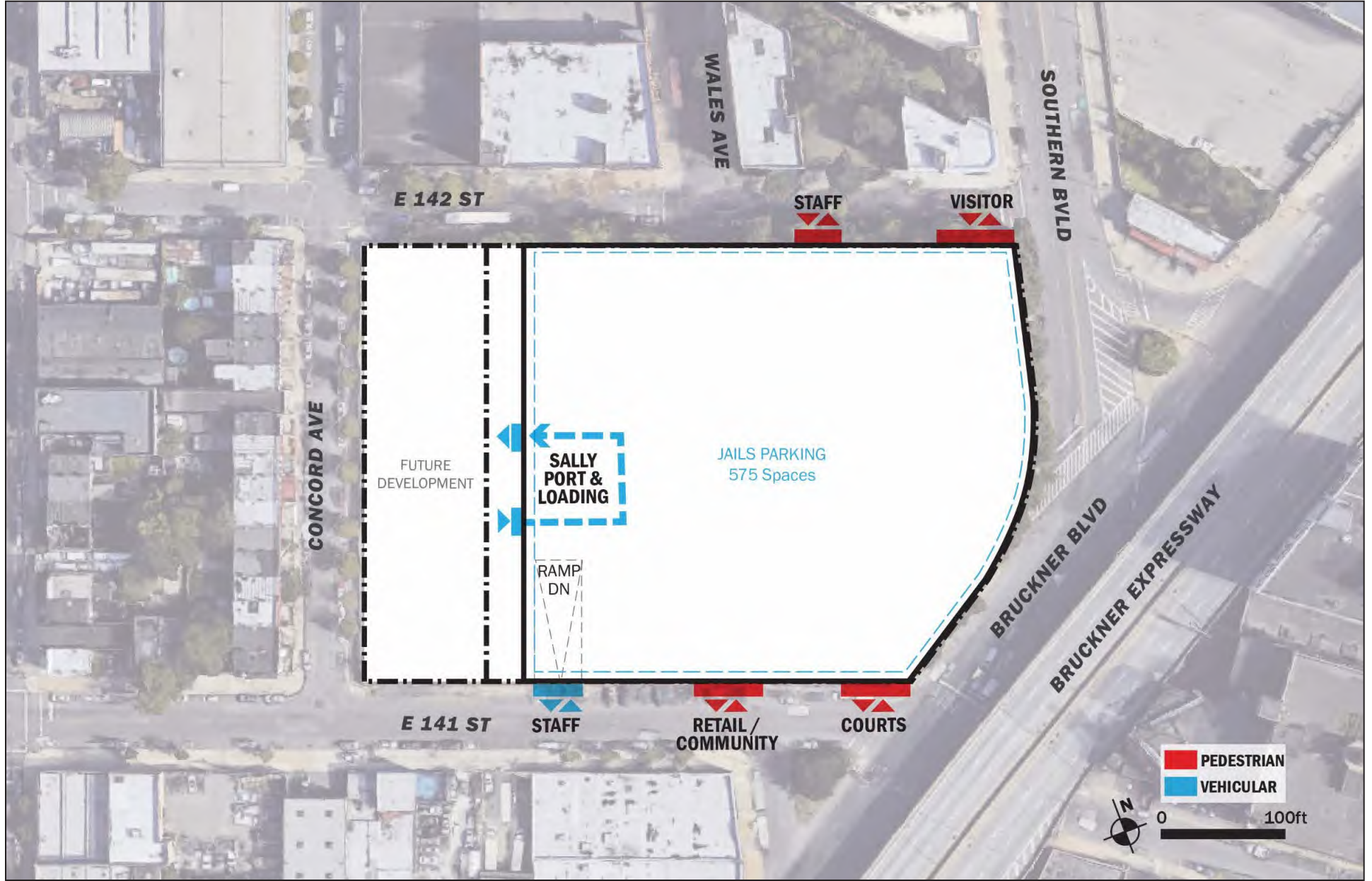
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<sup>9</sup> A sallyport is a secured, controlled entryway.

<sup>10</sup> The Brooklyn Detention Complex is different from the Metropolitan Detention Center, the federal prison located on 29<sup>th</sup> Street in Brooklyn.



Bronx Site - 745 East 141st Street  
 Site Plan  
 Figure 1-3

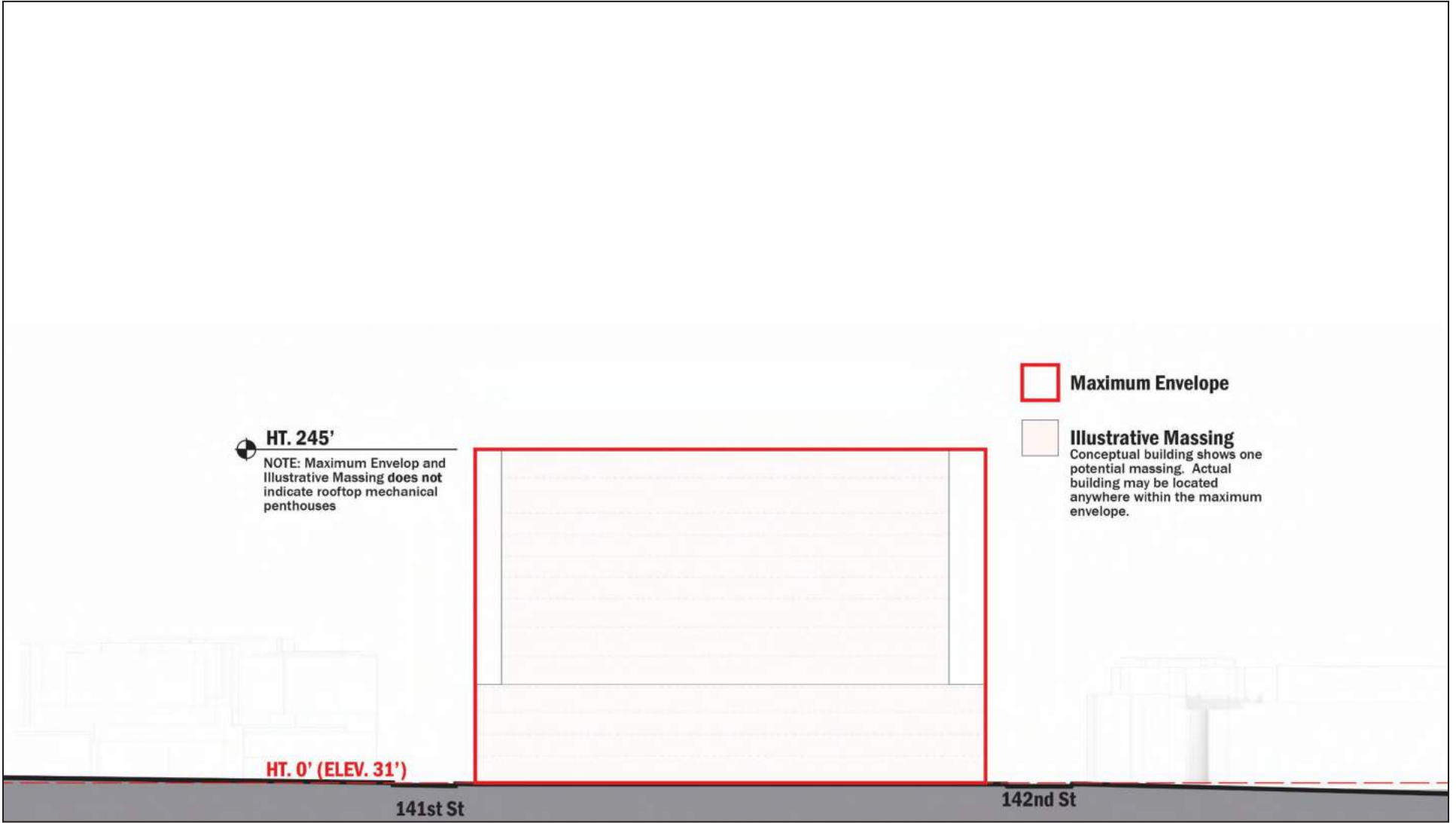


Source: Perkins Eastman

Bronx Site - 745 East 141st Street  
Access/Circulation Plan

Figure 1-4

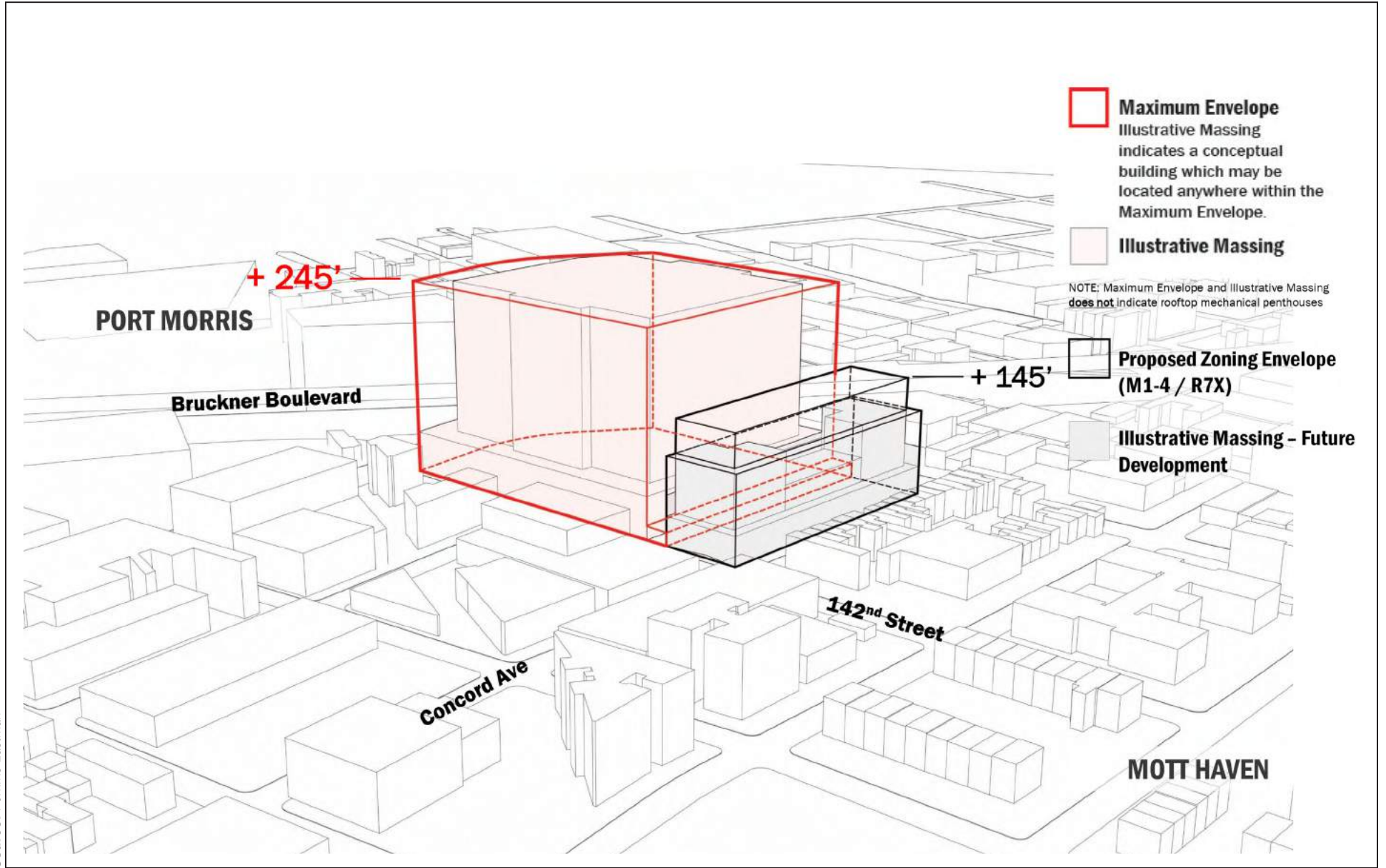
Source: Perkins Eastman



Bronx Site - 745 East 141st Street  
Elevation  
**Figure 1-5**



Source: Perkins Eastman



Bronx Site - 745 East 141st Street  
3D Massing  
Figure 1-6

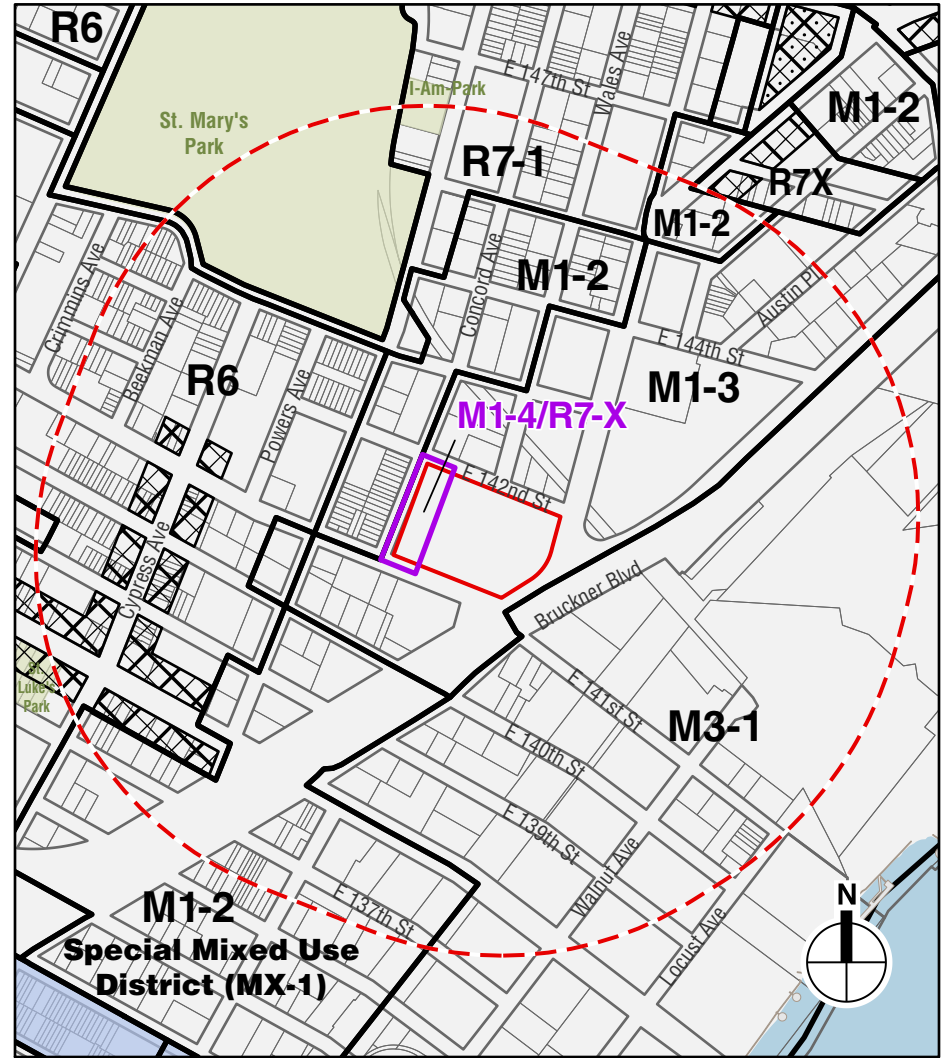
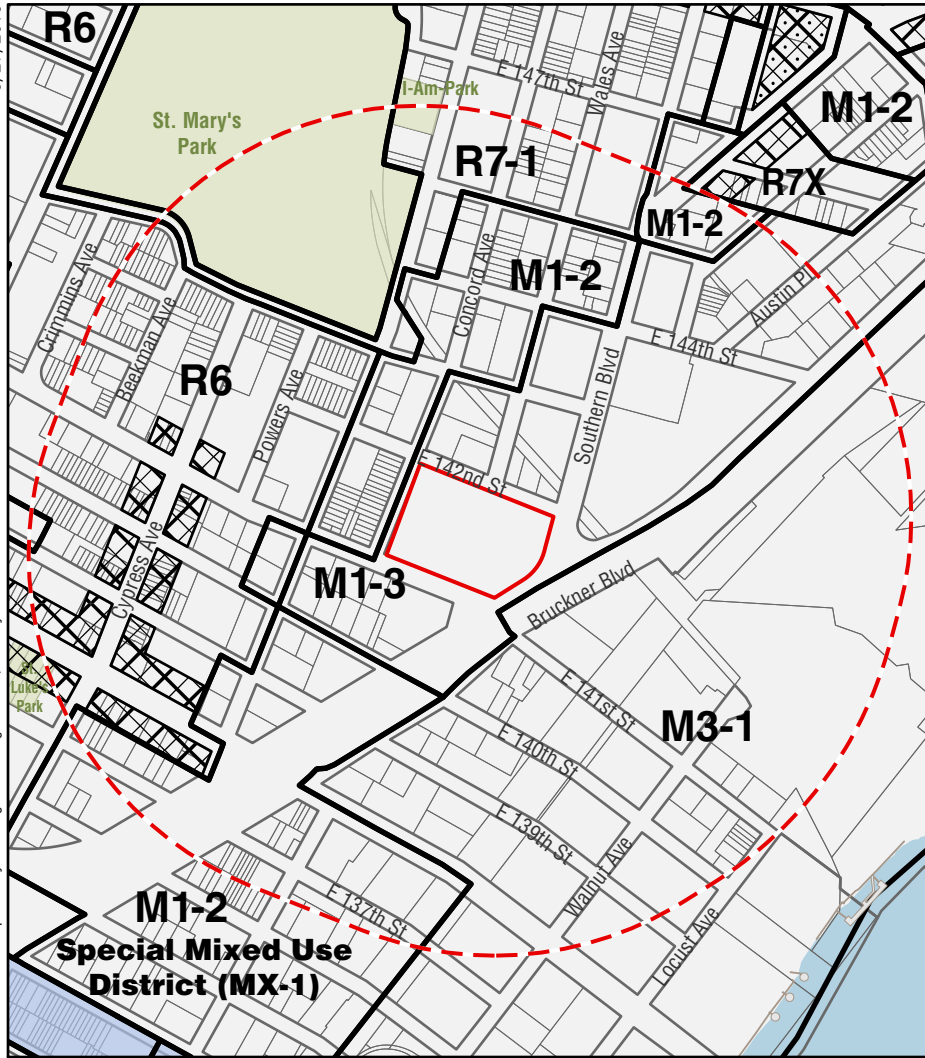


Source: Perkins Eastman











Bronx Site - 745 East 141st Street  
Illustrative Street Level Rendering  
**Figure 1-7**





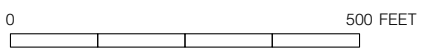
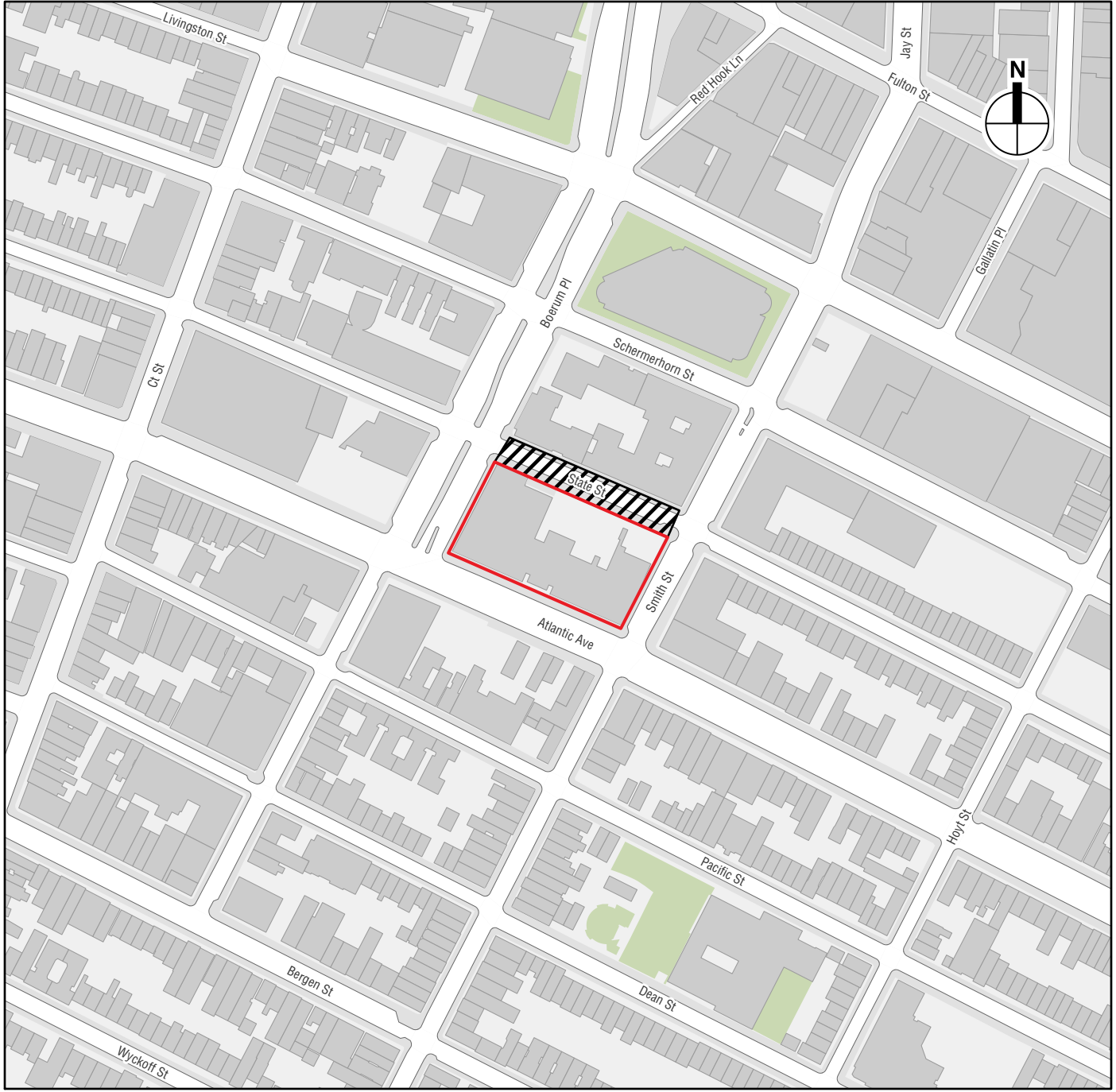
**Existing Zoning**

-  Project Site Boundary
-  Study Area Boundary (Quarter-mile perimeter)
-  Rezoning Area
-  Zoning District Boundaries
-  C1-4 Commercial Overlay District
-  C2-4 Commercial Overlay District
-  Special Purpose District
-  Park Boundary

**Proposed Zoning**

0 500 FEET

11/19/2018



- Project Site
- Proposed Demapped Area

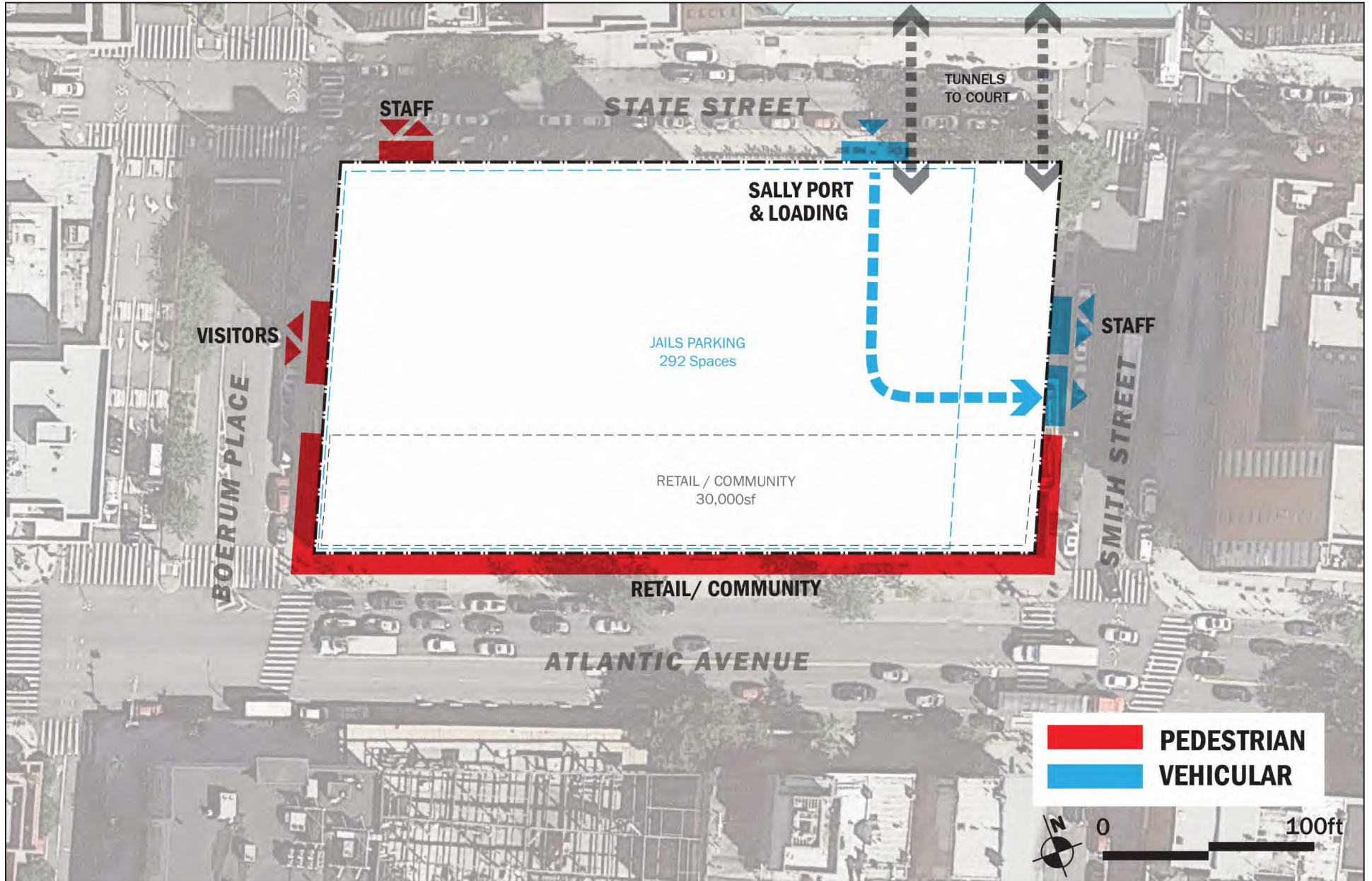


Brooklyn Site  
Project Location - 275 Atlantic Avenue  
**Figure 1-9**





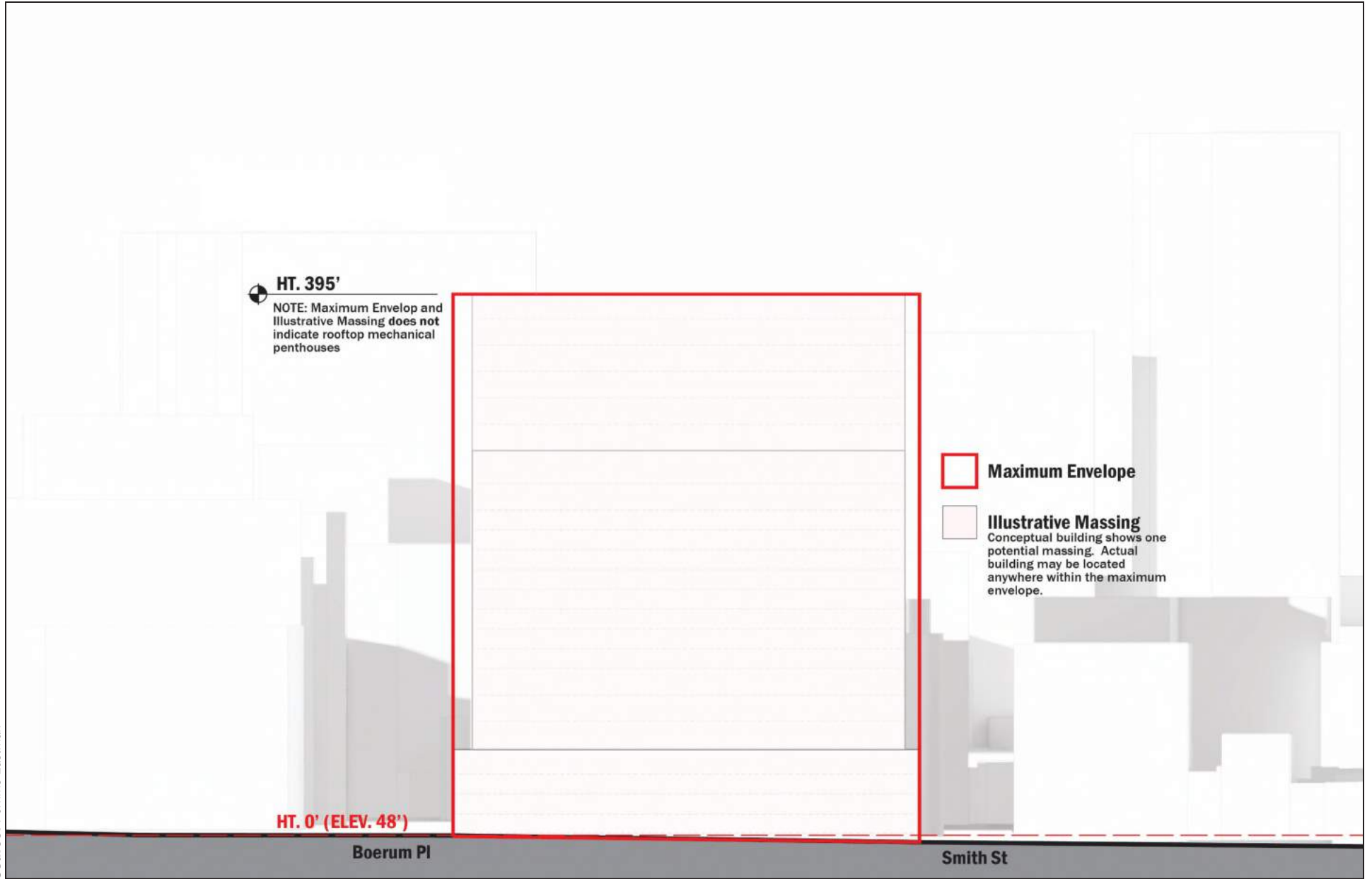
Brooklyn Site - 275 Atlantic Avenue  
 Site Plan  
 Figure 1-10



Source: Perkins Eastman

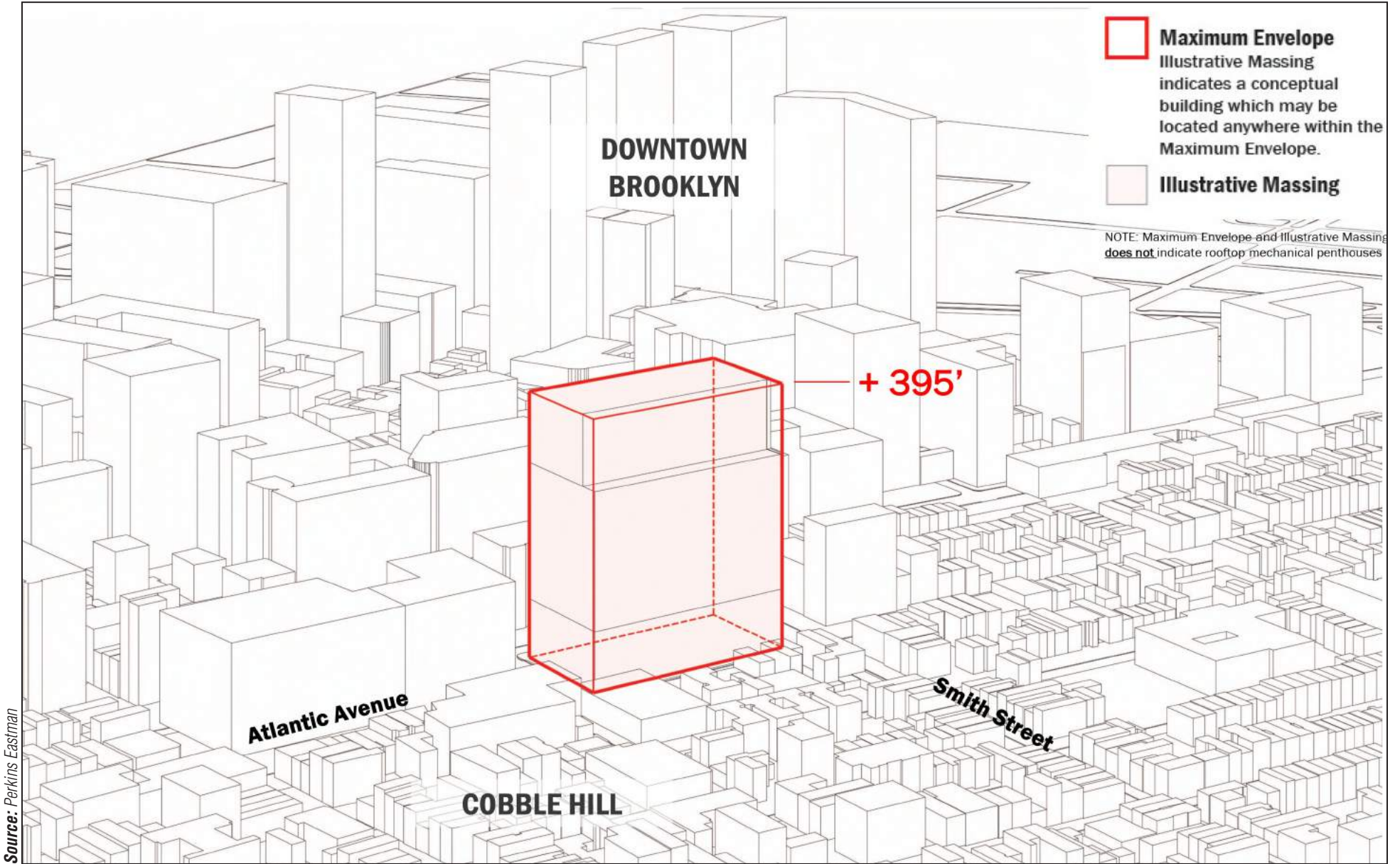
Brooklyn Site - 275 Atlantic Avenue  
Access/Circulation Plan

Figure 1-11



Brooklyn Site - 275 Atlantic Avenue  
Elevation  
**Figure 1-12**





Brooklyn Site - 275 Atlantic Avenue  
3D Massing  
Figure 1-13





Source: Perkins Eastman

Brooklyn Site - 275 Atlantic Avenue  
Illustrative Street Level Rendering

**Figure 1-14**



## MANHATTAN SITE

The Manhattan Site is located at 124-125 White Street (Block 198, Lot 1 and part of Block 167, Lot 1) in the Civic Center neighborhood of Manhattan Community District 1 (see **Figure 1-15**). The site is the block generally bounded by Centre Street, Hogan Place (the extension of Leonard Street) Walker Street, and Baxter Street. The site would also involve the demapping of above- and below-grade volumes of White Street between Centre Street and Baxter Street to facilitate the construction of the structure above the streetbed and a cellar below the streetbed. The site is within a C6-4 zoning district.

The Manhattan Site is currently occupied by the Manhattan Detention Complex (MDC),<sup>11</sup> which consists of a 9-story North Tower (124 White Street) and a 14-story South Tower (125 White Street) with approximately 435,000 gross square feet (gsf) of court and detention center uses and 898 beds for people in detention. MDC's two towers operate largely as one facility and are connected to the Manhattan Criminal Court at 100 Centre Street by two bridges and a tunnel at the cellar level. An aerial walkway above White Street connects the North Tower to the South Tower. The South Tower, formerly the Manhattan House of Detention was opened in 1983, after a complete remodeling. The North Tower was opened in 1990. The complex houses men in detention who cannot make bail or whose sentence is three years or less or facing sentencing in Manhattan. The complex contains ground floor retail in the base of the North Tower.

The proposed project would redevelop the site with a new detention facility containing approximately 1,270,000 gsf of above-grade floor area, including approximately 1,437 beds for people in detention; support space; and community facility and/or retail space. This site would also provide approximately 125 below-grade accessory parking spaces. The community facility space would be located along Baxter Street and White Street. Loading functions and a sallyport would be reestablished and abut 100 Centre Street (see **Figures 1-16 and 1-17**). The proposed detention facility would cover most of the site and would provide streetwalls along the Centre and Baxter Street frontages. With the proposed project, White Street would function as a pedestrian-only right-of-way between Baxter Street and Centre Street. This pedestrian corridor would be covered by the building above, extending the full width of the block between Centre and Baxter streets, and would be unenclosed at the portals and publicly accessible.

The proposed project would be connected to the Manhattan Criminal Court at 100 Centre Street at the ground level and via upper level pedestrian bridges, with the expectation that the pedestrian bridges would attach to 100 Centre Street at the same points as is the current condition of the pedestrian bridges connecting the South Tower at 125 White Street and 100 Centre Street. The pedestrian bridges would facilitate the efficient movement of staff and people in detention in a secure, enclosed environment. The maximum zoning height for the purposes of analysis would be approximately 450 feet (see **Figures 1-18 through 1-20**).

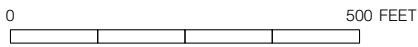
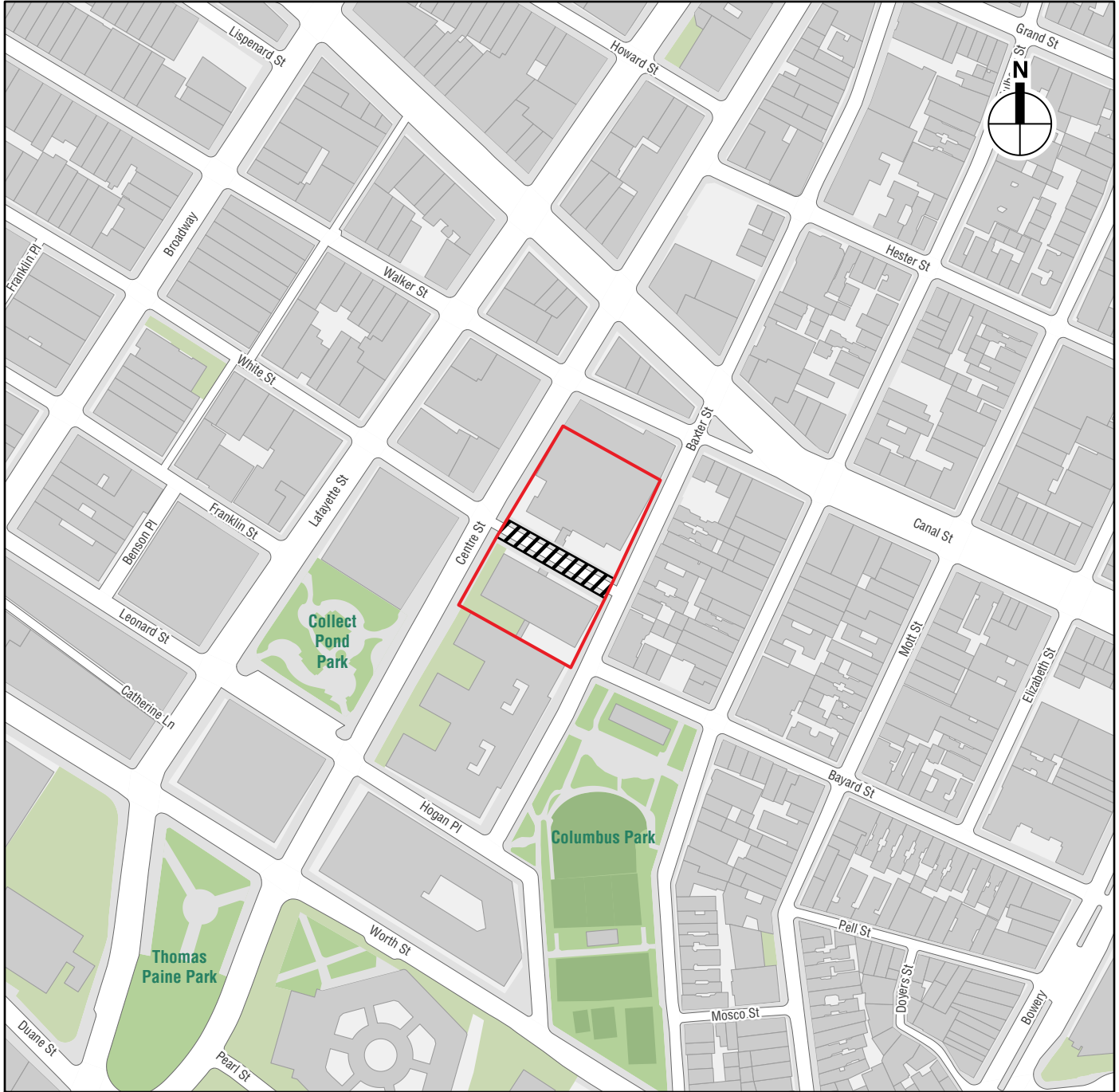
## QUEENS SITE

The Queens Site is located at 126-02 82nd Avenue and 80-25 126th Street (Block 9653, p/o Lot 1; Block 9657, Lot 1) in the Queens Civic Center area of the Kew Gardens neighborhood of Queens Community District 9 (see **Figure 1-21**). The site occupies the northern portion of an irregularly shaped parcel bounded by 132nd Street, 82nd Avenue, Queens Boulevard, and Hoover

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<sup>11</sup> The existing Manhattan Detention Complex is different from the Metropolitan Correctional Center, a federal prison located on Park Row in Manhattan.

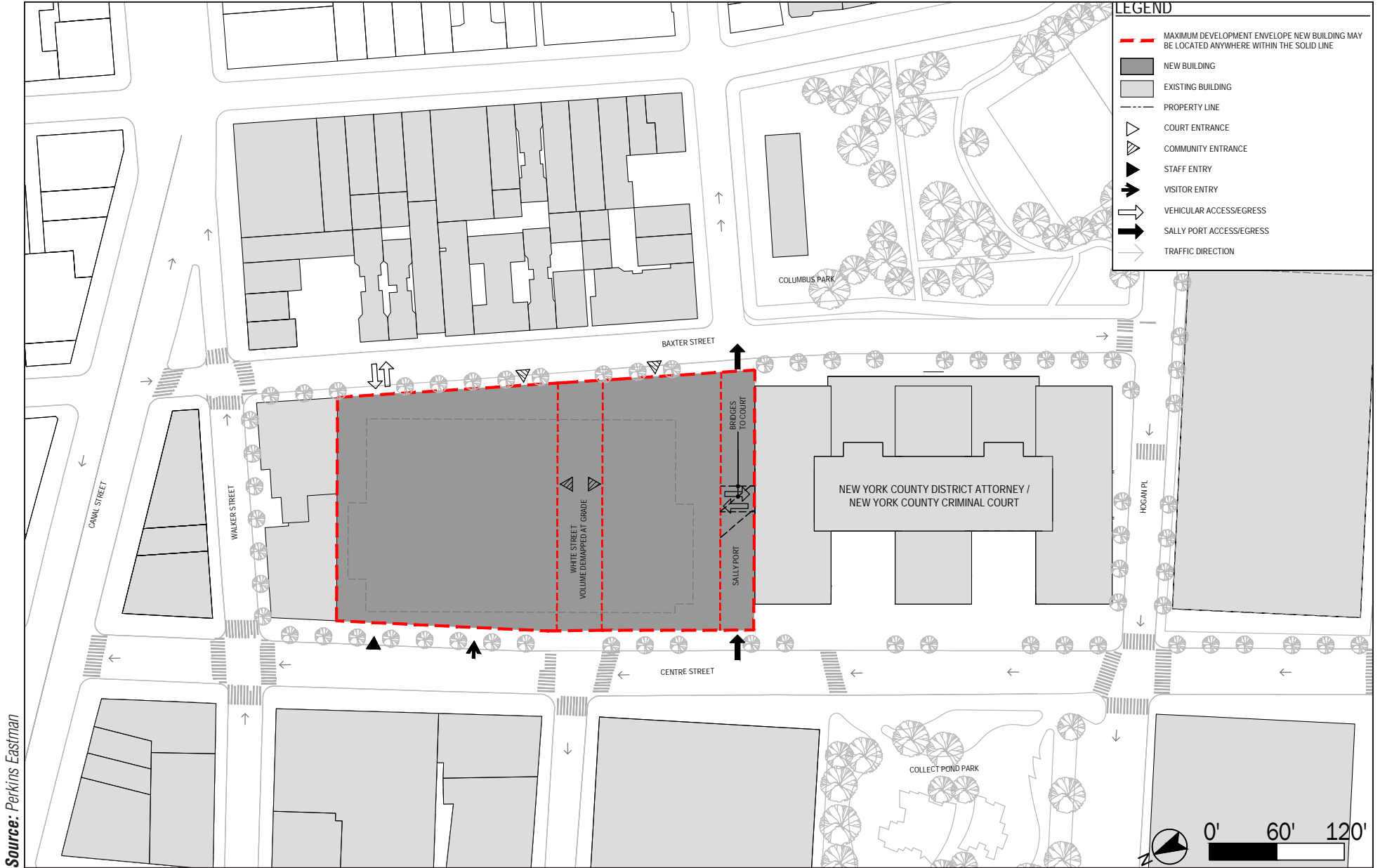
1/22/2019



- Project Site
- Proposed Demapped Area



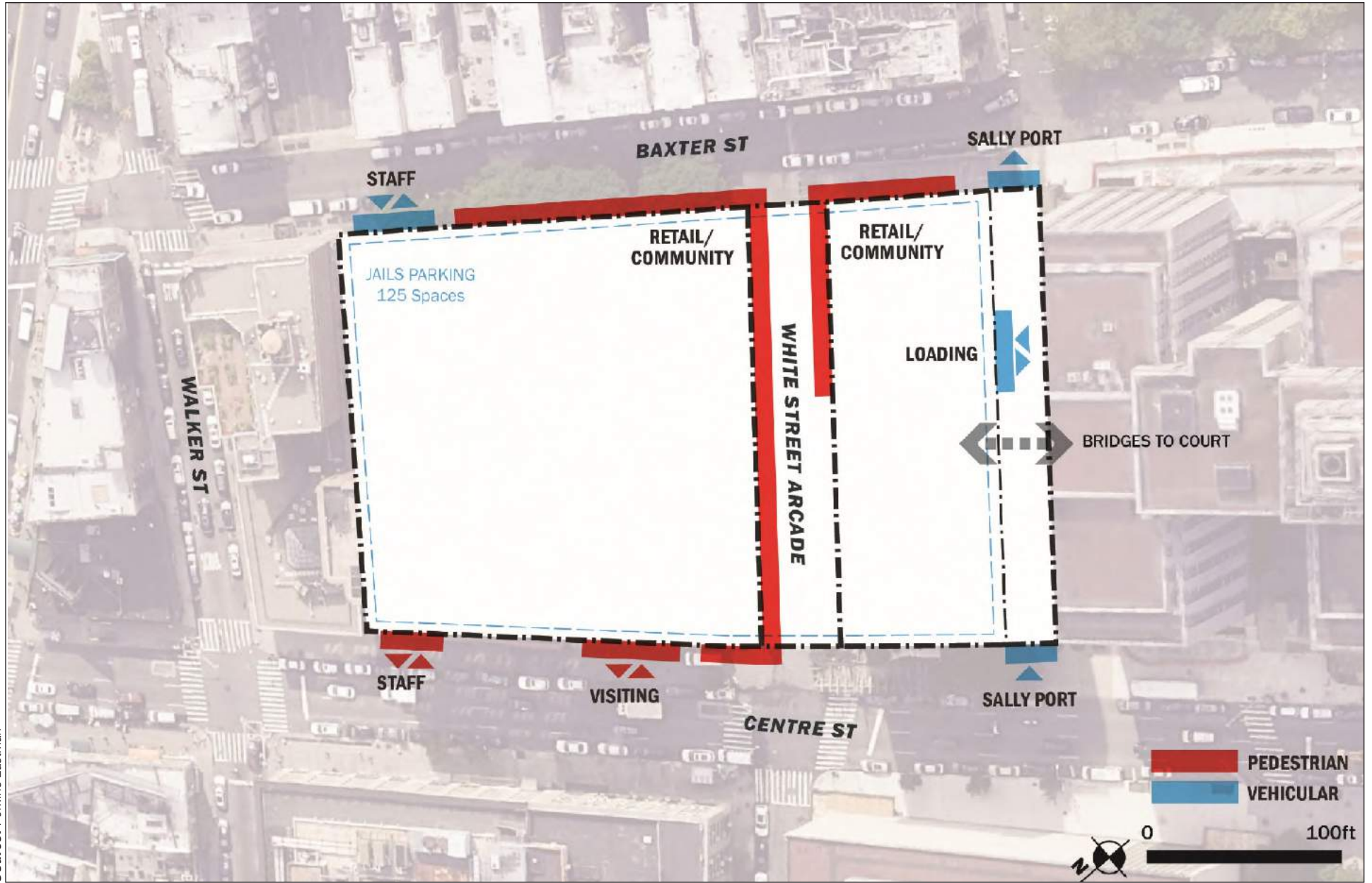
Manhattan Site  
 Project Location - 124-125 White Street  
**Figure 1-15**



Manhattan Site - 124-125 White Street  
 Site Plan  
 Figure 1-16



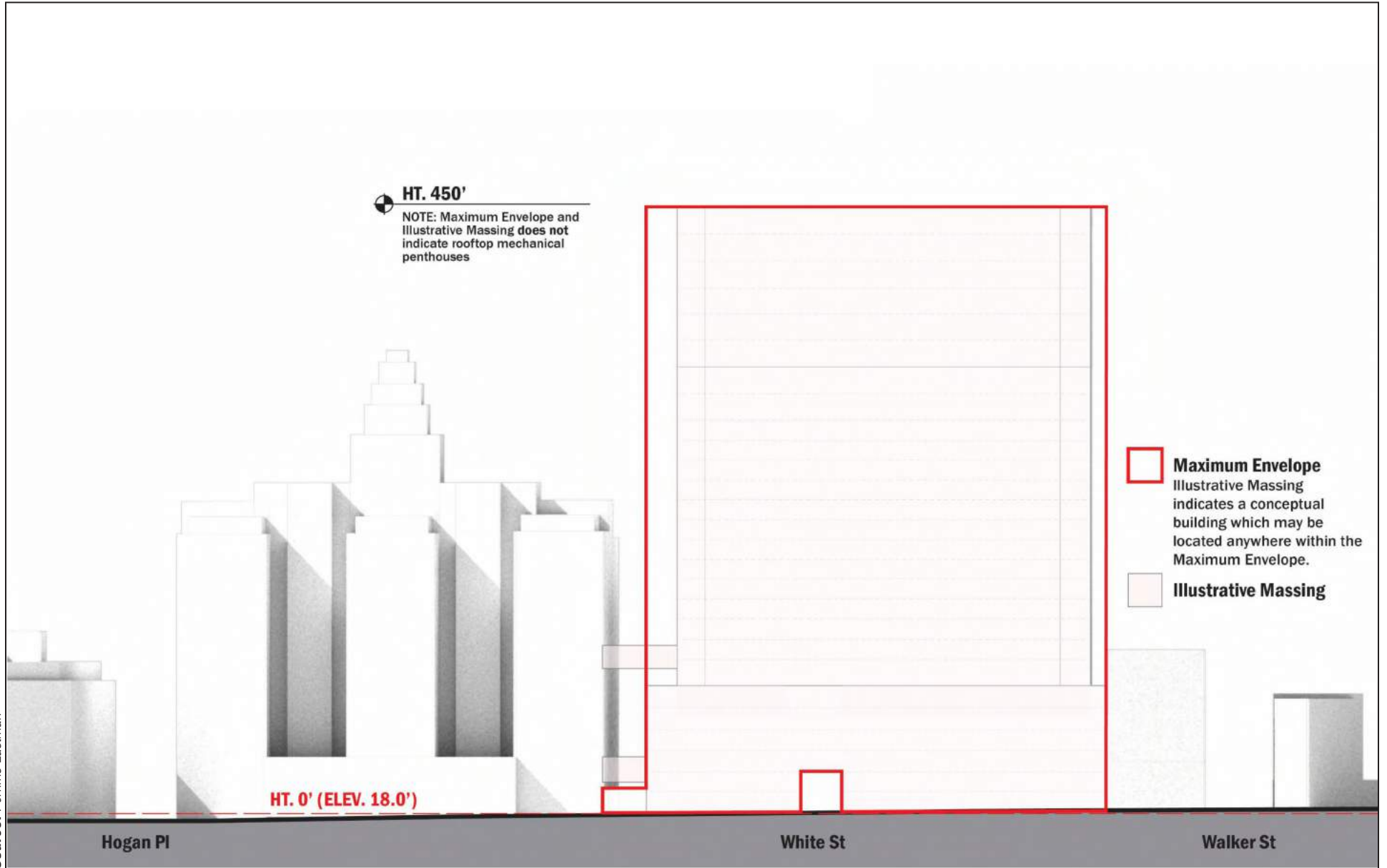
Source: Perkins Eastman



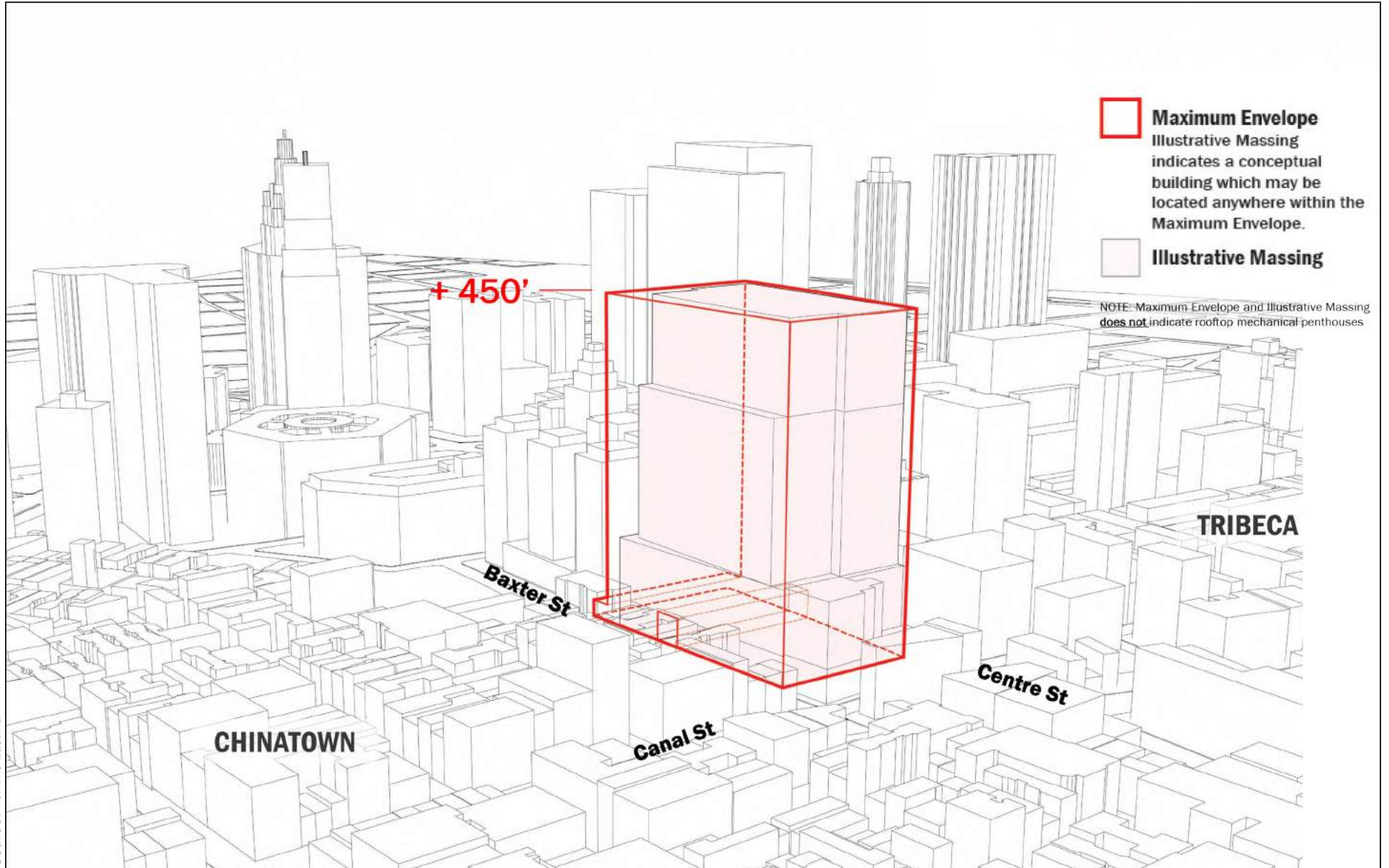
Manhattan Site - 124-125 White Street  
Access/Circulation Plan

Figure 1-17

Source: Perkins Eastman



Manhattan Site - 124-125 White Street  
Elevation  
**Figure 1-18**



Manhattan Site - 124-125 White Street  
 3D Massing  
**Figure 1-19**

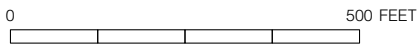
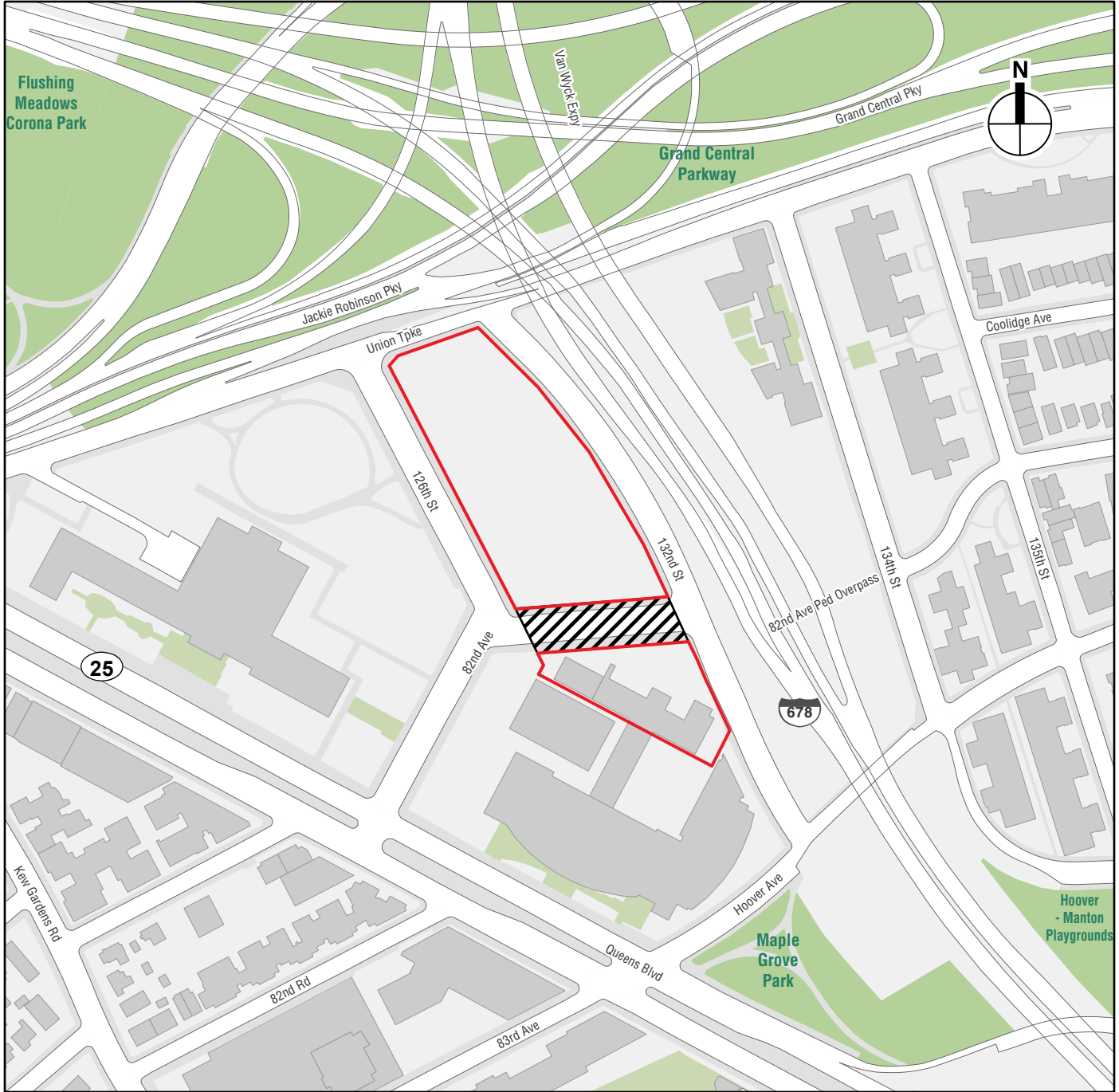




Source: Perkins Eastman

Manhattan Site - 124-125 White Street  
Illustrative Street Level Rendering  
Figure 1-20

1/24/2019



- Project Site
- Proposed Demapped Area



Queens Site  
 Project Location - 126-02 82nd Avenue  
**Figure 1-21**



Avenue and the entire block bounded by a service road of Union Turnpike, 126th Street, 82nd Avenue, and 132nd Street. The site also includes the streetbed of 82nd Avenue between 126th Street and 132nd Street, which would be demapped as part of the proposed project to facilitate development of the proposed facility at-grade within the demapped streetbed. The site is within a C4-4 zoning district.

The site contains the existing Queens Detention Complex,<sup>12</sup> which is no longer used as a detention facility. Currently, it is used for court operations—people are held there when brought to the Queens Courthouse for a court appearance. The existing facility has approximately 209,000 gsf of floor area and is connected to the Queens County Criminal Court Building that houses courts and the Queens District Attorney. The northern portion of the site contains the Queens Borough Hall Municipal Parking Field on the block bound by the Union Turnpike service road, 126th Street, 82nd Avenue, and 132nd Street. This parking lot has approximately 302 public spaces.

The proposed project would redevelop the existing Queens Detention Complex and adjacent parking lot with a new detention facility containing approximately 1,258,000 gsf of above-grade floor area, including approximately 1,437 beds for people in detention; support space; community facility space; and approximately 605 below-grade accessory parking spaces. The proposed project at the Queens Site would also provide an adjacent parking garage structure of approximately 202,800 gsf providing approximately 676 public spaces. The public parking structure would be located on the northwestern portion of the project site, with potential entrances from the Union Turnpike service road and/or 132nd Street. The proposed detention facility would also include a centralized infirmary and maternity ward services that would serve the entire proposed borough-based jail system. Community facility space would be located along 126th Street and loading and sallyport access would be on 132nd Street (see **Figures 1-22 and 1-23**). Furthermore, pedestrian bridges would connect the proposed detention facility to the existing Queens District Attorney’s office and Queens Criminal Courts building, which would facilitate the efficient movement of staff and people in detention in a secure enclosed environment. The maximum zoning height for the purposes of analysis would be approximately 270 feet (see **Figures 1-24 through 1-26**).

## **D. PROPOSED ACTIONS**

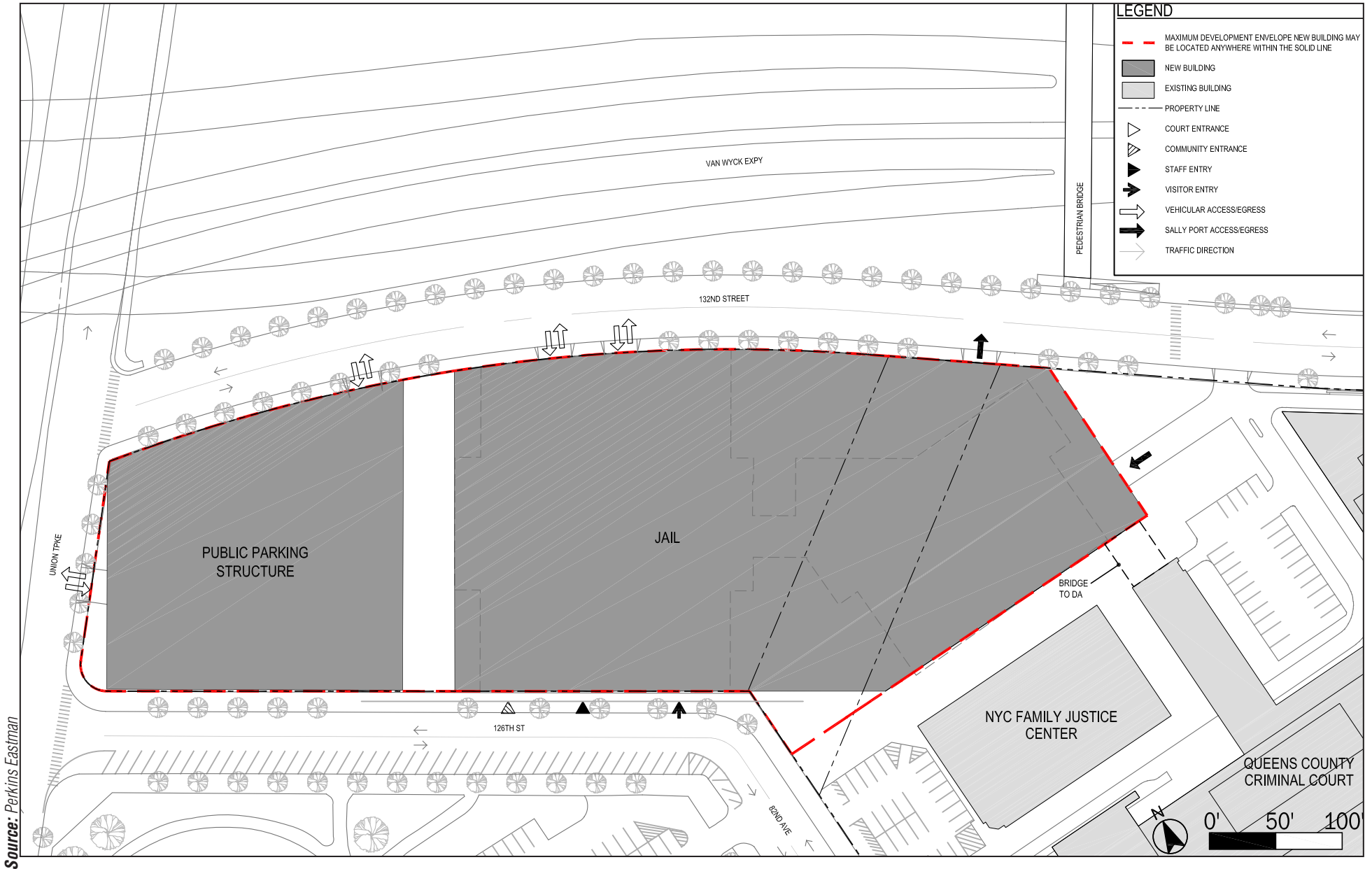
The proposed project requires several city approvals. Site selection actions are required at each site to allow the City to select the location for the proposed facilities. In addition, the proposed project would require a zoning text amendment to create a special permit, exclusively for borough jail facilities (the Borough-Based Jail System special permit),<sup>13</sup> to modify zoning requirements for use; bulk, including an increase in FAR related to prison use;<sup>14</sup> and accessory and public parking and loading. A Borough-Based Jail System special permit would be sought for each site to waive zoning requirements and allow a zoning envelope that would accommodate the proposed structure, permit the necessary density, and/or permit the proposed parking. Certain sites would also require changes to the City map. The actions necessary to develop the proposed project at each site are shown in **Table 1-2**.

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<sup>12</sup> The existing Queens Detention Complex is different from the Queens Detention Facility, which is a federal prison in Jamaica near JFK Airport.

<sup>13</sup> The Borough-Based Jail System special permit would only be available for the borough-based jail system and would not be available for other applicants or sites.

<sup>14</sup> “Prison” is the term used in the New York City Zoning Resolution.



Source: Perkins Eastman

Queens Site - 126-02 82nd Avenue  
Site Plan  
Figure 1-22

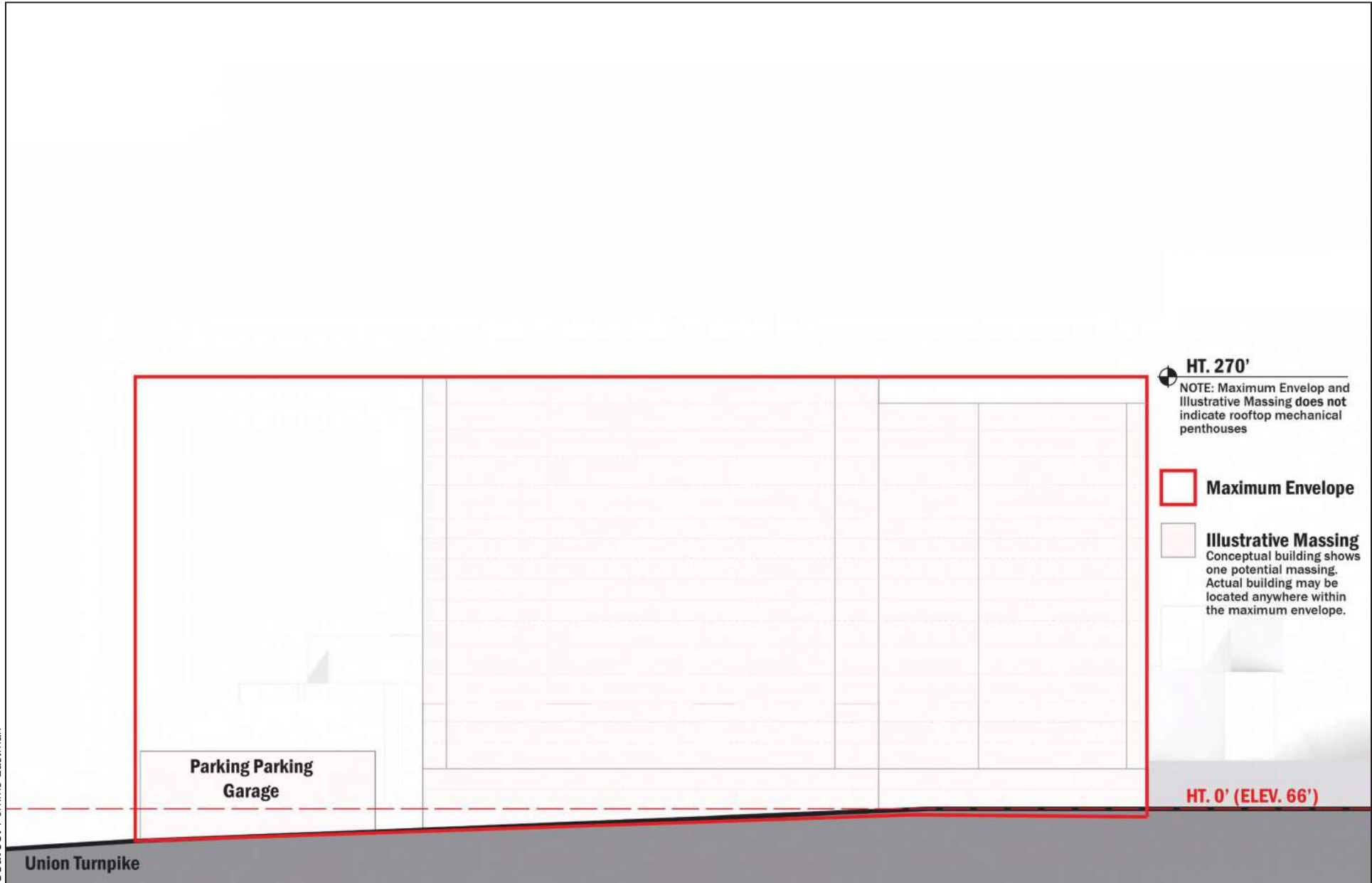


Source: Perkins Eastman

Queens Site - 126-02 82nd Avenue  
Access/Circulation Plan  
Figure 1-23

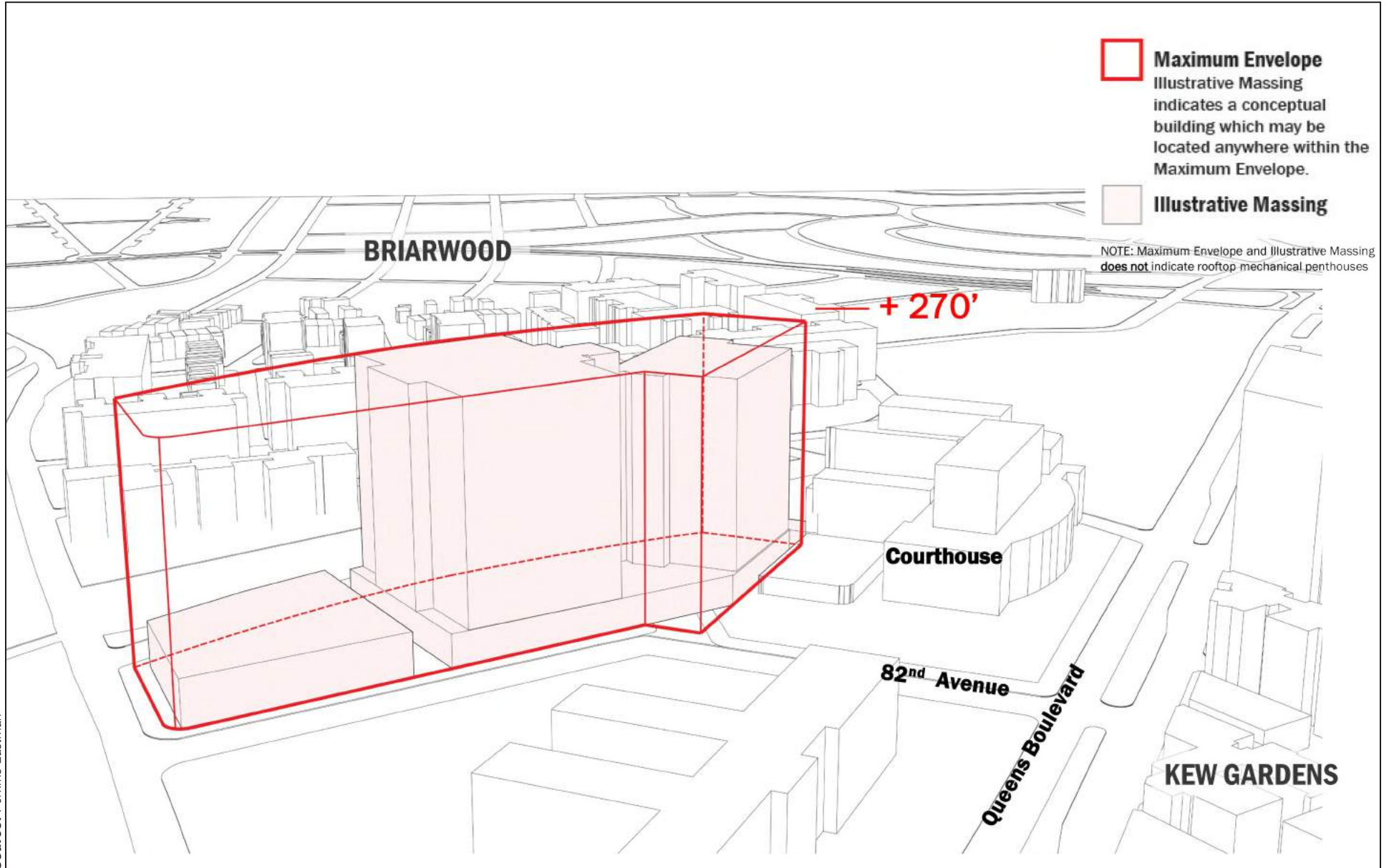


Source: Perkins Eastman



Queens Site - 126-02 82nd Avenue  
Elevation  
**Figure 1-24**

Source: Perkins Eastman



Queens Site - 126-02 82nd Avenue  
 3D Massing  
 Figure 1-25





Source: Perkins Eastman

Queens Site - 126-02 82nd Avenue  
Illustrative Street Level Rendering  
**Figure 1-26**

**Table 1-2  
Proposed Actions for Each Site**

Site Name	Address	Actions
Overall Project		Zoning Text Amendment establishing a special permit allowing use, bulk, parking and loading modifications for borough-based jails Site Selection for public facilities*
Bronx	745 East 141st Street	Special permit to modify regulations pertaining to use, bulk, parking and loading (eastern portion of site) Zoning Map Amendment to map an M1-4/R7X District (western portion of site) Zoning Text Amendments to designate a Mandatory Inclusionary Housing (MIH) Area (western portion of site) and establish Special Mixed Use District (MX) (western portion of site) Designation of an Urban Development Action Area (UDAA), an Urban Development Action Area Project (UDAAP) for such area, and approval of future site disposition (western portion of site)**
Brooklyn	275 Atlantic Avenue	Special permit to modify regulations pertaining to use, bulk, parking and loading City map change to demap above- and below-grade volumes of State Street between Boerum Place and Smith Street
Manhattan	124-125 White Street	City map change to change White Street between Centre Street and Baxter Street with a narrower right-of-way and a slightly different alignment and bounding street volume bounded by vertical planes Special permit to modify regulations pertaining to use, bulk, and loading Acquisition allowing the City to acquire the lessee's leasehold interest in the existing approximately 6,300-sf ground-floor retail space in MDC North***
Queens	126-02 82nd Avenue	City map change to demap 82nd Avenue between 126th Street and 132nd Street and remove the Public Place designation from Blocks 9653 and 9657 Special permit to modify regulations pertaining to use, bulk, parking and loading
<p><b>Note:</b> * The New York City Department of Citywide Administrative Services (DCAS) is a co-applicant for this action. ** The New York City Department of Housing Preservation and Development (HPD) is the applicant for this action. *** DCAS is the applicant for this action. <b>Source:</b> DCP, Perkins Eastman, PHA.</p>		

Although not known at this time, the proposed project may also involve the use of public financing for the development of permanently affordable housing from the New York City Department of Housing Preservation and Development (HPD) or the New York City Housing Development Corporation (HDC).

**E. PURPOSE AND NEED**

The purpose of the proposed project is to develop a network of four modern detention facilities distributed in the four boroughs with the goal of creating humane facilities that provide appropriate conditions for those who work and are detained there, provide community assets in the neighborhoods, foster connections to families and communities by improving visiting conditions, and allow the City to close the jails on Rikers Island. As discussed above, independent of the proposed project the City is implementing strategies to reduce the average daily jail population to 7,000 persons over the next three years, with the ultimate goal to reduce the total number of people in custody to 5,000. Since existing borough jail facilities not on Rikers Island can accommodate

only about 2,500 people, the City needs to create sufficient detention capacity at new facilities to facilitate the closure of the jails on Rikers Island.

In keeping with the City's fundamental principles to build a safe and humane system in line with modern approaches to correctional practices, the City's proposal is designed to accomplish a number of objectives:

- Strengthening connections to families and communities by enabling people to remain closer to their loved ones and other people, which allows better engagement of incarcerated individuals with attorneys, social service providers, and community supports, increasing their chances of succeeding upon leaving jail;
- Improving access to natural light and space with therapeutic programming, which results in calmer and more productive environments inside the facilities;
- Offering quality recreational, health, education, visitation and housing facilities, which support reengagement once they return to their community;
- Enhancing well-being of uniformed staff and civilian staff alike through improved safety conditions, which allows them to perform at the highest level; and
- Integrating the new facilities into the neighborhoods by offering community benefits and providing connections to courts and service providers.

The proposed project would complement existing justice facilities (i.e., courts) near each site, by reducing travel time delays and transportation costs that would often result in delaying disposition of individual cases.

The proposed project seeks to create four detention facilities of sufficient size to efficiently achieve the goals and objectives described above. Multiple smaller detention facilities would not allow for the criminal justice reform measures that are inherent in the current facility programming. Programming such as access to in-unit spaces for service providers, natural sunlight, and access to outdoor recreation space help reduce recidivism and would increase safety for staff and persons in detention. Smaller detention centers that incorporate these programmatic elements would be more costly and would be operationally inefficient, as they would need to provide redundant facility programming to serve smaller populations in each location and would be farther from the courts.

## **F. ANALYSIS FRAMEWORK**

The analyses contained in this Environmental Impact Statement (EIS) have been developed in conformance with City Environmental Quality Review (CEQR) regulations and the guidance of the 2014 *CEQR Technical Manual*. The EIS evaluates potential impacts in the analysis year of 2027, the year by which the proposed project is expected to be completed. Although the proposed project could potentially be completed earlier than 2027, the analysis year of 2027 is appropriate for EIS purposes, as it is generally conservative and accounts for more potential background growth.

### **EXISTING CONDITIONS**

For each technical area to be assessed in the EIS, the existing (year of 2018) conditions at each of the project sites will be described. The analysis framework begins with an assessment of existing conditions, which serves as a starting point for the projection of future conditions both with and without the proposed project and the analysis of impacts. Certain technical analyses in this EAS



rely on comparisons of existing project populations of workers and visitors. The existing worker and visitor population for each project site is provided in **Appendix C**.

**THE FUTURE WITHOUT THE PROPOSED PROJECT (NO ACTION CONDITION)**

In the future without the proposed project (the No Action condition), it is assumed that the proposed project is not implemented and that each of the proposed project sites would remain in their current condition. Therefore, under the No Action condition, the existing DOC borough facilities would not be rebuilt or closed and are assumed to remain at the total current capacity of approximately 2,500 people in detention. It is assumed that the City would continue to implement strategies to reduce the number of people in jail to 5,000, but would use the current facilities.

**THE FUTURE WITH THE PROPOSED PROJECT (WITH ACTION CONDITION)**

The EIS will evaluate the potential impacts of a new detention facility at each site for the 2027 analysis year. The proposed project would provide approximately 5,748 beds to accommodate an average daily population of 5,000 people in detention, while providing sufficient space for fluctuations in this population. For each of the technical areas of analysis identified in the *CEQR Technical Manual*, conditions with the proposed project (the With Action condition), will be compared with the No Action condition at each project site in the 2027 analysis year.

The projected With Action population of workers and visitors at each project site is provided in **Appendix C**. This population is compared to the No Action population in relevant technical areas. The With Action population would include people in detention, facility staff and visitors, such as uniformed staff, court staff, clinical staff, authorized visitors, and visitors for people in detention.

With the completion of the proposed project, the City would close and decommission the jails on Rikers Island and the Vernon C. Bain Center; the City's population of people in detention would be housed at the four borough-based detention facilities. The EIS will not evaluate the potential reuse or redevelopment of Rikers Island or Vernon C. Bain Center as part of the proposed project. Any future proposal for the redevelopment of Rikers Island, should it move forward, would be subject to future planning and public review processes, including a separate approval and environmental review process as necessary. Any future proposal for the reuse of Vernon C. Bain Center, should it move forward, would be subject to future planning and public review processes, including a separate approval and environmental review process as necessary.

In addition, the City intends to relocate the NYPD Bronx Tow Pound prior to completion of the proposed detention facility on the Bronx Site. The relocation of the tow pound would be subject to a future planning and public review process, including separate approvals and environmental review as warranted.

The proposed program includes a centralized Specialized Medical Annex (SMA) and therapeutic housing units serving people with enhanced medical, mental health and substance use disorder-related needs. The SMA is for the treatment of the general population as well as those in therapeutic housing units and includes an infirmary, an urgent care center, dialysis treatment, and a communicable disease unit. The DEIS analysis of project-generated impacts conservatively accounts for therapeutic housing units at each of the four detention facilities and a central SMA at the proposed Queens detention facility.

The City is exploring the feasibility for a small subset of therapeutic housing units as well as the SMA's central infirmary component to be located at other sites unrelated to the proposed project. Improving access to health care for people in detention is a fundamental goal that has already been underway since 2015 when the City decided to transfer responsibility for correctional health

services from NYC Department of Health and Mental Hygiene, to NYC Health + Hospitals (H+H). Continuing with that initiative, the City has begun exploring the feasibility of such a program, including identifying locations within or adjacent to existing H+H facilities that could potentially serve as suitable locations for an infirmary and a subset of therapeutic housing units that serve patients who would benefit from close and frequent access to specialty and subspecialty care available in H+H facilities. These outposted therapeutic housing units would absorb the infirmary and dialysis beds, and eliminate the need for a central urgent care center. Studies are being undertaken to determine the feasibility of such a program. If a program is determined to be feasible and appropriate sites are identified, separate environmental review and approvals would be undertaken as warranted based on the site-specific programming, and the City would move forward with siting these therapeutic housing units and central infirmary in the appropriate H+H locations, irrespective of whether the proposed borough detention facilities are approved and constructed. As a result, the detention facilities would include smaller building envelopes with decreased operational activities related to the infirmary and/or therapeutic housing units and would be expected to result in fewer impacts in some technical areas than currently assumed and analyzed in the DEIS.

### **ANALYSES NOT INCLUDED**

As noted above, preliminary screening assessments of the proposed project were conducted in all technical areas utilizing the analysis thresholds defined by the *CEQR Technical Manual*. In some technical areas, the proposed project did not exceed the *CEQR Technical Manual* thresholds warranting a detailed analysis. These areas include natural resources, solid waste, and energy. The extent of these analyses is summarized below.

#### *NATURAL RESOURCES*

The proposed project would have no impact on natural resources as the project sites are not adjacent to any natural resources and are not located within the Jamaica Bay Watershed. Therefore, no significant impacts to natural resources would occur, and no further analysis is necessary.

#### *SOLID WASTE AND SANITATION SERVICES*

The proposed project is limited to the construction of new detention center facilities (along with a mixed-use building at the Bronx Site) and would result in a minimal increase in solid waste generation from people in detention, residents, and workers at these buildings. Any increase in solid waste generation would be below the 100,000 pounds per week requiring a detailed analysis. The solid waste generated by the proposed project would not significantly increase the demand for solid waste and sanitation services and, therefore, would not result in any significant impacts on solid waste and sanitation services, and no further analysis is necessary.

#### *ENERGY*

As described in the *CEQR Technical Manual*, all new structures requiring heating and cooling are subject to the New York City Energy Conservation Code. Therefore, the need for a detailed assessment of energy impacts would be limited to projects that may significantly affect the transmission or generation of energy. The proposed project would not significantly affect the transmission or generation of energy. Therefore, the proposed project would not be expected to

result in any significant impacts to energy generation or transmission, and no further analysis is necessary.

## **G. COMMUNITY OUTREACH MEETINGS**

Prior to the public scoping meeting, four community outreach meetings (one in each borough) were held regarding the environmental review process for the proposed project, as well as additional meetings with local elected officials. These community outreach meetings are not required under CEQR or ULURP and are separate from the meetings that will be conducted for the CEQR and ULURP processes. Nonetheless, the City has committed to providing additional opportunities during the environmental review process to gain insight and input from the community and to establish strategies for working with the community through the planning, design, and construction stages of the proposed project.

The City has established a number of forums for people to give input and participate in helping to shaping the plan. These efforts include establishing the Justice Implementation Task Force, composed of multiple working groups with more than 75 members and continuing to meet regularly with stakeholders including tenants' associations, homeowners, criminal justice advocates, and service providers. Additionally, in response to public feedback, the City created a structure for conducting a formalized community engagement process, namely Neighborhood Advisory Committees ("NACs") for all four proposed sites. The NACs are comprised of community leaders tasked with developing recommendations regarding the facilities and surrounding community needs.

## **H. SITE SELECTION**

As noted above, the purpose of the proposed project is to develop a network of four modern detention facilities distributed in the four boroughs. The selection of the proposed sites for the borough-based jail system was based on the following primary factors:

1. Proximity to courthouses to reduce delays in cases and the time people stay in jail.
2. Accessibility to public transportation so family members, lawyers, and service providers can easily visit.
3. Sufficient size to fit an equitable distribution of the City's jail population across four boroughs, with space to provide a humane, safe, and supportive environment.
4. City-owned land that would allow for development of the new jail and could accommodate a new facility while enhancing and supporting the existing community.

Having a direct connection to the courthouse is important operationally to DOC. The City's starting point for identifying the proposed sites was looking at the three existing DOC borough facilities (Manhattan Detention Center, Brooklyn Detention Center, and Queens Detention Facility). Since direct court adjacency exists at all three existing DOC facilities and they have easy access to public transportation, are on city-owned property, and have sufficient size, these were selected as the proposed sites. Those three sites were the only viable sites adjacent to the courts.

The Bronx Site at 745 East 141st Street was selected due to the ample area available for new construction and because it is City-owned. The proposed site is closer to courthouses than both Rikers Island and the Vernon C. Bain Center (VCBC) and is accessible by public transportation. Current planning designates a portion of the site for future community development of affordable housing and retail/community facility use, separated by an access drive from the new detention center site. The remaining area is adequate for a detention facility. The City also sought to identify



a viable site with direct adjacency to the Bronx Criminal Court. A site at 231 East 161st Street with direct adjacency to the Bronx Criminal Court was evaluated but rejected after extensive study determined it was too small and constrained to accommodate the proposed program.

The Brooklyn Site at 275 Atlantic Avenue was selected due to the presence of an existing City-owned detention facility on the site, its proximity to courthouses, and accessibility to public transportation. The existing facility is appropriate for redevelopment since the existing building does not comply with zoning, is out of compliance with cell size and organization, and is in poor condition. This site is also bordered on all sides by street faces, thereby eliminating the need to set back from the adjacent buildings, and facilitating access to the site for construction purposes.

The Manhattan Site at 124 and 125 White Street was selected due to the presence of an existing City-owned detention facility on the site and its proximity to courthouses, most notably its connection to the Manhattan Criminal Court at 100 Centre Street. Additionally, the site is well served by public transportation. The site at 124-125 White Street was identified as the Manhattan Site early in the project planning process, but was subsequently moved to the Louis J. Lefkowitz State Office Building at 80 Centre Street as project planning advanced. The Manhattan Site at 80 Centre Street was identified in the Draft Scope of Work, but was subsequently removed from consideration after further evaluation and public review. The 80 Centre Street site was removed from consideration due to challenges associated with relocating various existing offices at 80 Centre Street that would make siting a jail there far more complicated and costly than had been originally anticipated and in response to community opposition expressed through the CEQR public scoping process and the City's community engagement effort.

The Queens Site at 126-02 82nd Avenue was selected due to the presence of an existing City-owned detention facility and parking lot on the site and its proximity to courthouses, and accessibility to public transportation. The existing Queens Detention Complex is similar in construction and organization to the Brooklyn Detention Complex and is not suitable for further use as a detention facility. The Queens Site is suitable for new construction as it is centrally situated among various highways and expressways, is able to connect directly to the exiting Queens Courthouse, and has sufficient adjacent lot area to allow for a detention facility, with staff parking and vehicular movement.

The proposed project does not include a new detention facility on Staten Island because a jail to accommodate approximately 200 people would not be operationally efficient or an efficient use of funds in terms of the construction cost per person in detention. At the end of 2018 there were approximately 350 people in detention from Staten Island, representing approximately four percent of the total jail population. At the time a total average daily jail population of 5,000 people is achieved, it is expected that only approximately 200 people in detention will be from Staten Island.

## **I. ENVIRONMENTAL REVIEW PROCESS**

The above-described actions proposed by the applicants are subject to the City's CEQR procedures, as described below.

### **NEW YORK CITY ENVIRONMENTAL QUALITY REVIEW (CEQR)**

Pursuant to the State Environmental Quality Review Act (SEQRA) and its implementing regulations (Part 617 of 6 New York Codes, Rules and Regulations), New York City has established rules for its own environmental quality review, abbreviated as CEQR. These rules are found in Executive Order 91 of 1977 and subsequent rules and procedures adopted in 1991 (62

Rules of the City of New York, Chapter 5). The environmental review process provides a means for decision-makers to consider systematically environmental effects along with other aspects of project planning and design, to propose reasonable alternatives, to identify, and when practicable mitigate, significant adverse environmental impacts. CEQR rules guide environmental review through the following steps:

**Establish a Lead Agency.** Under CEQR, the “lead agency” is the public entity responsible for conducting the environmental review. The lead agency is typically the entity principally responsible for carrying out, funding, or approving the proposed action. For the proposed project, DOC is the CEQR lead agency.

**Determine Significance.** The lead agency’s first charge is to determine whether the proposed actions may have a significant impact on the environment. To make this determination, DOC issued an Environmental Assessment Statement (EAS). Based on the information contained in the EAS, DOC determined that the proposed project could have the potential to result in significant adverse environmental impacts and therefore, pursuant to CEQR procedures, issued a Positive Declaration requiring that an EIS be prepared in conformance with all applicable laws and regulations, including SEQRA, the City’s Executive Order No. 91 (August 24, 1977), and CEQR regulations, as well as the relevant guidelines of the *CEQR Technical Manual*.

**Scoping.** Once the lead agency issues a Positive Declaration, it must then issue a Draft Scope of Work for the EIS. “Scoping,” or creating the scope of work, is the process of establishing the type and extent of the environmental impact analyses to be studied in the EIS. The CEQR scoping process is intended to focus the EIS on those issues that are most pertinent to the proposed actions. The process at the same time allows other agencies and the public a voice in framing the scope of the EIS. The Draft Scope of Work was prepared in accordance with SEQRA, CEQR, and the *CEQR Technical Manual*; and, along with a Positive Declaration, the Draft Scope of Work was issued on August 15, 2018. During the scoping period, those interested in reviewing the Draft Scope of Work gave their comments in writing to the lead agency or at the public scoping meetings held on the dates below:

Borough of Brooklyn, September 20, 2018, 6:00 PM  
P.S. 133 William A. Butler School  
610 Baltic Street, Brooklyn, NY 11217

Borough of Queens, September 26, 2018, 6:00 PM  
Queens Borough Hall  
120-55 Queens Boulevard, Kew Gardens, NY 11424

Borough of Manhattan, September 27, 2018, 6:00 PM  
Manhattan Municipal Building  
1 Centre Street, New York, NY 10007

Borough of Bronx, October 3, 2018, 6:00 PM  
Bronx County Courthouse  
851 Grand Concourse, Bronx, NY 10451

The period for submitting written comments on the Draft Scope of Work was extended to provide more opportunity for public comment and remained open following the scoping meeting until October 29, 2018, at which point the scope review process was closed. The lead agency then

prepared a Final Scope of Work, which incorporated all relevant comments made on the scope and revised the extent or methodologies of the studies, as appropriate, in response to comments made during scoping. DOC issued the Final Scope of Work on March 22, 2019.

**Draft Environmental Impact Statement.** In accordance with the Final Scope of Work, this DEIS was prepared. The lead agency reviewed all aspects of the document, calling on other City agencies to participate as appropriate. Once the lead agency was satisfied that the DEIS was complete, it issued a Notice of Completion and circulated the DEIS for public review on March 22, 2019.

**Public Review.** Publication of the DEIS and issuance of the Notice of Completion signals the start of the public review period. During this period, which must extend for a minimum of 30 days, the public may review and comment on the DEIS either in writing or at a public hearing convened to receive such comments. The lead agency must publish a notice of the hearing at least 14 days before it takes place and must accept written comments for at least 10 days following the close of the hearing, at which time the public review of the DEIS ends.

**Final Environmental Impact Statement.** After the close of the public comment period for the DEIS, the lead agency then oversees preparation of a final EIS (FEIS), which incorporates all substantive comments made during public review of the DEIS. The FEIS must incorporate relevant comments on the DEIS, in a separate chapter and in changes to the body of the text, graphics, and tables. Once the lead agency determines that the FEIS is complete, it will issue a Notice of Completion and circulate the FEIS.

**Findings.** The lead agency and each involved agency will each adopt a formal set of written findings, reflecting its conclusions about the potential for significant adverse environmental impacts of the proposed actions, potential alternatives, and mitigation measures. No findings may be adopted until 10 days after the Notice of Completion has been issued for the FEIS. Once each agency's findings are adopted, it may take its actions. \*

This chapter considers the potential for the proposed project at the Manhattan Site to result in significant adverse environmental impacts. Under the guidelines of the 2014 *City Environmental Quality Review (CEQR) Technical Manual*, these analyses evaluate how the proposed project would affect existing on-site and surrounding resources and/or conditions and whether it is compatible with those existing conditions or may otherwise affect them.

As described in Chapter 1, “Project Description,” with the proposed project, the City would establish a system of four new modern borough-based detention facilities to house a total population of 5,000 people. One facility will be located in each of the Bronx, Brooklyn, Manhattan, and Queens. The proposed project would facilitate the relocation of the detainee population from Rikers Island to each of the new facilities and the closure of the jails on Rikers Island. At the Manhattan Site at 124 and 125 White Street, the proposed project would redevelop the existing detention facilities with a new detention facility containing approximately 1,270,000 gross square feet (gsf) of above-grade floor area, including support space; community facility and/or retail space; and approximately 125 accessory parking spaces. \*

**A. INTRODUCTION**

This section considers the potential for the proposed project to result in significant adverse impacts to land use, zoning, and public policy at the Manhattan Site. Under the guidelines of the 2014 *City Environmental Quality Review (CEQR) Technical Manual*, this analysis evaluates the uses and development trends in the area that may be affected by the proposed project and determines whether the proposed project is compatible with those conditions or may otherwise affect them. The analysis also considers the proposed project's compatibility with zoning regulations and other applicable public policies.

As described in Chapter 1, "Project Description," with the proposed project, the City would establish a system of four new modern borough-based detention facilities to house a total population of 5,000 people. One facility will be located in each of the Bronx, Brooklyn, Manhattan, and Queens. The proposed project would facilitate the relocation of the population of detained people from Rikers Island to each of the new facilities and the closure of the jails on Rikers Island. At the Manhattan Site, located at 124 and 125 White Street, the proposed project would redevelop the existing detention facilities with a new detention facility containing approximately 1,270,000 gross square feet (gsf) of above-grade floor area, including support space; community facility and/or retail space; and approximately 125 accessory parking spaces.

To facilitate the overall proposed project, a zoning text amendment is required to create a special permit that will govern permitted use, bulk, density, including floor area ratio, parking and loading for borough jail facilities. The proposed project at the Manhattan Site would require approval of the special permit (created by the zoning text amendment) to modify zoning requirements for bulk, including floor area and height and setback, and loading. In addition, the Manhattan site would require approval of a City Map Change to demap above- and below-grade volumes of White Street between Centre Street and Baxter Street and the reestablishment of White Street bounded by vertical planes, and a Site Selection approval is required for all sites. Collectively, the zoning text amendment, special permit, City Map Change, and Site Selection approval comprise the "proposed actions."

**PRINCIPAL CONCLUSIONS**

The analysis presented in this chapter concludes that the proposed project would not have the potential to result in significant adverse impacts to land use, zoning, or public policy. The proposed project would redevelop the existing Manhattan Detention Complex (MDC) on the project site with a new, larger detention facility with ground floor community facility and/or retail space and accessory parking. The proposed project would be compatible with and supportive of surrounding institutional, civic, and government uses, particularly those in the Manhattan Criminal Court at 100 Centre Street, immediately to the south of the project site and the federal court complex to the southeast of the project site. The proposed project would represent an expansion of existing uses currently at MDC and would be a continuation of this use within the study area. In addition, the

special permit would apply only to the detention facility on the project site and would not adversely affect zoning within the study area. The proposed project would also be supportive of public policies, including the goals of *Smaller, Safer, Fairer*.

Portions of the proposed project are located within the City's Coastal Zone. Affected areas would provide resiliency measures intended to support the adopted resiliency policies of New York City regarding resiliency along the waterfront areas of Manhattan, as per *Vision 2020: New York City Comprehensive Waterfront Plan*. The proposed projects were reviewed for consistency with the policies of the City's Waterfront Revitalization Program (WRP). The WRP analysis concluded that the proposed projects would support the adopted resiliency policies of New York City and would be consistent with the relevant WRP policies.

## **B. METHODOLOGY**

Following the guidance of the *CEQR Technical Manual*, this analysis of land use, zoning, and public policy examines the area within ¼ mile of the Manhattan Site at 124 and 125 White Street, which is the area within which the proposed project could reasonably be expected to cause potential effects. The land use study area is generally bounded by Grand Street to the north, Reade Street to the south, Church Street to the west, and Bowery to the east (see **Figure 4.1-1**). The project site and western portion of the study area are within Manhattan Community District (CD) 1, the eastern portion of the study area is within CD 3, and the northern portion of the study area is within CD 2.

The analysis begins by considering existing conditions in the study area in terms of land use, zoning, and public policy. The analysis then considers land use, zoning, and public policy in the No Action condition in the 2027 build year by identifying developments and potential policy changes expected to occur within that timeframe. Probable impacts of the proposed actions are identified by comparing With Action conditions with No Action conditions. Data sources for this analysis include the New York City Department of City Planning (DCP), the New York City Department of Buildings (DOB), and recent environmental assessment and impact statements for projects in the study area.

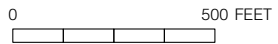
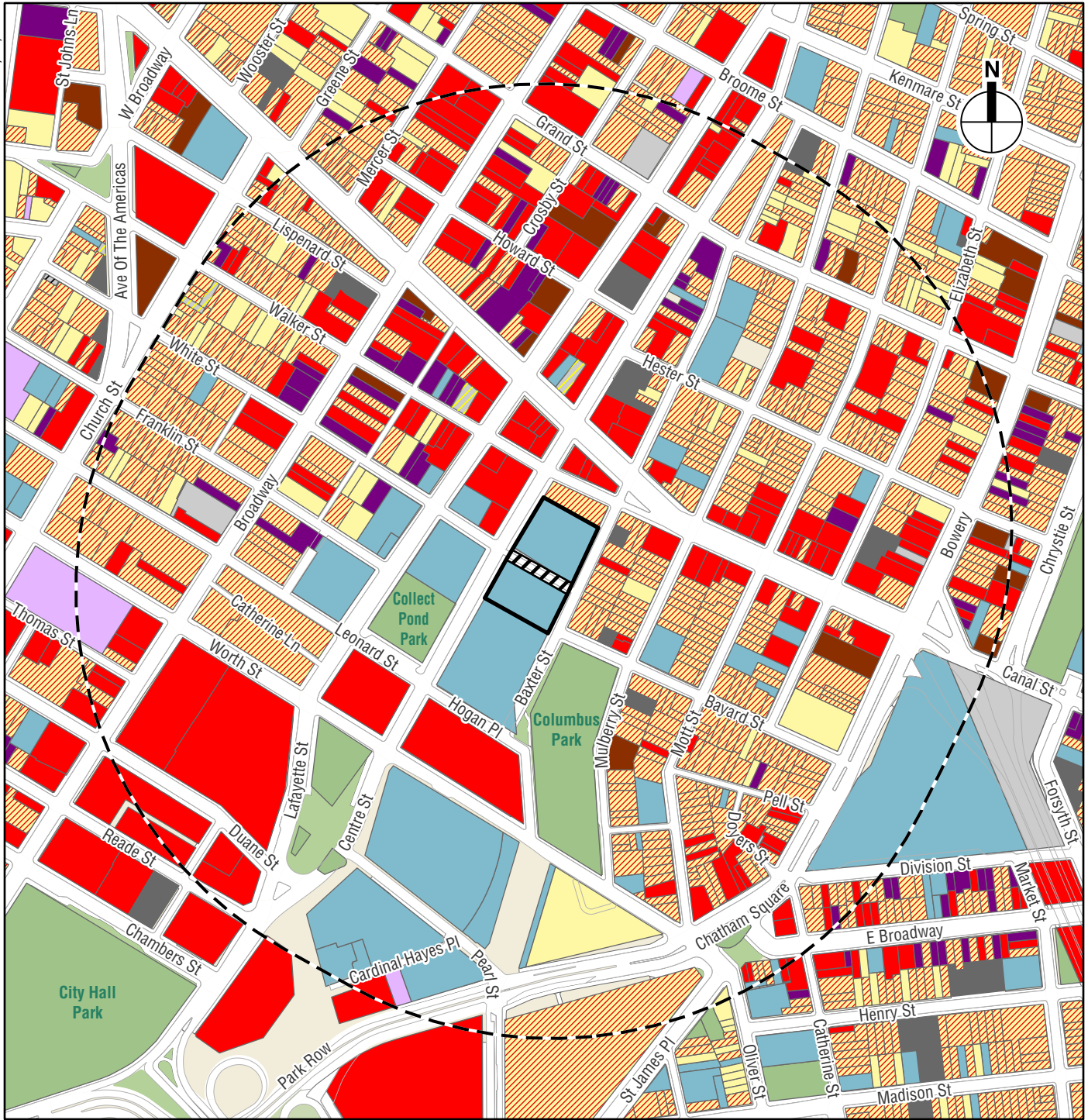
## **C. EXISTING CONDITIONS**

### **LAND USE**

#### *PROJECT SITE*

The Manhattan Site is located at 124 and 125 White Street (Block 198, Lot 1 and Block 167, Lot 1) in the Civic Center neighborhood of Manhattan CD 1 (see **Figure 4.1-1**). The site is bisected by White Street, and bounded by Walker Street to the north, 100 Centre Street to the south, Centre Street to the west, and Baxter Street to the east. The site contains MDC, which consists of a 9-story North Tower and a 14-story South Tower with approximately 435,000 gsf of court and detention center uses and 898 beds for people in detention. The two towers operate largely as one facility and are connected by a bridge above and a tunnel below White Street. The MDC South Tower is also connected by two bridges and at the cellar level to the Manhattan Criminal Court at 100 Centre Street. The site also includes the portion of White Street between Centre and Baxter Streets, above- and below-grade volumes of which are proposed to be demapped.





- |   |                                    |                                   |
|---|------------------------------------|-----------------------------------|
| Project Site Boundary                   | Industrial and Manufacturing       | Residential with Commercial Below |
| Study Area Boundary (1/4-mile boundary) | Open Space and Outdoor Recreation  | Transportation and Utility        |
| Proposed Demapped Area                  | Parking Facilities                 | Vacant Land                       |
| Commercial and Office Buildings         | Public Facilities and Institutions | Vacant Building                   |
| Hotels                                  | Residential                        | Under Construction                |

Existing Land Use  
 Manhattan Site - 124-125 White Street  
**Figure 4.1-1**

*STUDY AREA*

The study area is characterized by public institution uses, which are located on the lots immediately surrounding the project site, commercial office buildings to the north and south, and mixed-use residential and commercial buildings in the northwestern and northeastern portions of the study area (see **Figure 4.1-1**). Primary commercial arterial roads include Canal Street, which is the southern boundary of the SoHo neighborhood, Broadway, which is the western boundary of the Tribeca neighborhood, the Bowery, which is the eastern boundary of the Chinatown neighborhood, and the Brooklyn Bridge ramp to the south, which forms a boundary with the neighborhoods that constitute Downtown Manhattan. The study area promotes a wide range of unique uses, from industrial to residential, while the project site is sheltered from these wider uses since it is surrounded by similar public institution uses.

The block immediately to the north of the project site contains a 13-story residential building with senior housing units, known as Everlasting Pine (or Chung Pak, its Cantonese equivalent) with ground-floor retail spaces.

The blocks immediately to the west of the project site contains an 11-story building which houses the New York City Civil Court (south of White Street), as well as several mixed-use commercial retail and office buildings (north of White Street).

South of the MDC South Tower, in the same block, is 100 Centre Street, a 24-story building which houses the Manhattan Criminal Court. The block south of 100 Centre contains the nine-story, approximately 640,000-gsf Louis J. Lefkowitz State Office Building at 80 Centre Street, south of Hogan place, which houses the Manhattan District Attorney, Office of the City Clerk, Manhattan Marriage Bureau, courtrooms, other court-related offices, and other city agency offices.

The block immediately to the east of the project site contains mixed-use, five- to seven-story commercial and residential buildings, with ground-floor retail. Columbus Park, which includes multiple sports fields and a pavilion, is located east of the project site and south of Bayard Street.

The area to the north of the project site, along Canal Street, contains a mix of old and new office buildings containing ground-floor retail uses, which forms the northern edge of the Chinatown neighborhood. North of Canal Street, larger parcels with commercial uses predominate along the northern edge of the study area. Four- to five-story cast-iron buildings (some with light industrial uses) make up the southern boundary of the SoHo District. To the northeast, along the border with the Little Italy neighborhood, mixed-use residential buildings with commercial ground floors (primarily restaurants) predominate.

The area to the west of the project site contains additional public institution uses, such as the New York County Family Court, located at the intersection of Leonard and Lafayette Streets, and Lafayette Hall (an NYU dormitory), on Lafayette Street. Federal and municipal buildings south of Worth Street continue to occupy large- and medium-sized lots and there is emphasis on retail uses along the entirety of Broadway. Older, mixed-use residential and commercial buildings are located west through to the western border of the study area at Church Street, within the Tribeca neighborhood. Tribeca contains moderately sized buildings, predominately 7 to 11 stories in height, along with taller buildings. Many of these buildings were formerly commercial and underwent conversions to residential use.

The area to the south of the project site contains multiple commercial office buildings and court facilities for government agencies. To the southwest, in the area bounded by Broadway to the west, Worth Street to the north, and Chambers Street to the south, high-density office buildings

house court facilities, government agencies, and civic and institutional uses including the Federal Bureau of Investigation (FBI), the Internal Revenue Service (IRS), New York City Police Department (NYPD), Department of Buildings (DOB), and Department of Records (DOR). Farther south, along the study area boundary, City Hall Park contains the Tweed Courthouse and City Hall. To the southeast of the project site, there is a complex of institutional and civic uses bounded by Park Row (which is closed to public traffic), Worth Street to the north, Centre Street to the west, and the approach to the Brooklyn Bridge. This complex contains State court facilities, such as the New York County Supreme Court and Thurgood Marshall Court House, the Metropolitan Correctional Center at 150 Park Row, a federal detention facility with approximately 800 people in detention, the New York City Police Department headquarters, the David Dinkins Municipal Building, and the U.S. District Court for the Southern District of New York (the Daniel Patrick Moynihan US Courthouse). Residential apartment buildings are also located in the vicinity, such as the 25-story Chatham Towers, located between Worth Street and Park Row.

The area to the east of the project site contains five- to six-story tenement buildings on smaller parcels, which form the core of the Chinatown neighborhood. These multi-family buildings, with commercial retail ground floors are concentrated between Baxter Street and the Bowery. Heavier commercial office uses are located further north along Canal Street. Further east, along the eastern boundary of the study area, 1 Bowery contains apartments funded through the state's Mitchell-Lama program. The study area also includes a portion of the New York City Housing Authority's Governor Alfred E. Smith Houses.

Notable uses found throughout the study area include the multiple court and government office uses discussed above, various parks, schools, and the former AT&T Long Lines Building, located at the intersection of Thomas and Church Streets, which still contains critical wiring uses. Parks include Collect Pond Park, directly to the west of the project site; Columbus Park to the east; Thomas Paine Park and Foley Square, southwest of the project site; and City Hall Park near the southern edge of the study area. Schools are also located near the southwestern edge of the study area, including Transfiguration School—a Catholic school between Mulberry and Mott Streets, and Quad Manhattan, a preparatory school located at the intersection of Broadway and Reade Street. Although they are outside of the defined study area, Pace University and New York-Presbyterian/Lower Manhattan Hospital are located south of City Hall Park.

Approximately 16 local public parking facilities, with an approximate capacity for 2,200 vehicles, are located throughout the study area. These include Chun Pak Parking Corp; 62 Mulberry Parking Corp; SP Plus Corporation; Edison NY Parking, LLC; Quik park MIA Garage LLC; 170 Park Row Parking Corp; 95 Worth, LLC; 44 Elizabeth Street Parking; 106 Mott Street Parking Corp; Leonard Street Parking, LLC; Champion Parking 700, LLC; Champion Confucius, LLC; MPG Kings Parking; MTP 10 St. Parking Corp.; MTP Henry Operating Corp.; and MTP Madison St. Parking Corp.

The study area is very well-served by public transit, including four subway stations and nine subway lines. These include the Canal Street station at Broadway that is served by the N, Q, R, and W lines; the Canal Street station at Lafayette Street that is served by the Nos. 6 and 4 lines (late-night only); the Canal Street station served by the J and Z lines; the Brooklyn Bridge-City Hall station that is served by the Nos. 4, 5, 6, and J and Z lines.

**ZONING**

*PROJECT SITE*

The project site is located within a C6-4 zoning district (see **Figure 4.1-2**). C6-4 districts are commercial districts characterized by high-bulk commercial uses in high-rise, mixed-use buildings. The residential district equivalent is R10. A maximum base commercial Floor Area Ratio (FAR) of 10.0 is permitted, which may be increased to 12.0 for residential and commercial buildings via certain as-of-right bonus mechanisms (such as public plazas and inclusionary housing). Accessory parking is not required. While there are no prescribed maximum building heights, development is guided by sky exposure planes that are established based on the width of the street(s). In addition, towers are permitted in this district.

*STUDY AREA*

The study area includes following zoning districts as shown on **Figure 4.1-2 and Table 4.1-1**. The study area is subject to Manhattan Core accessory parking regulations; accessory parking is not required and is permitted but restricted to one space per 4,000 square feet of commercial and community facility space and 0.2 spaces per dwelling unit. In any event, for buildings with a combination of uses, the maximum number of spaces provided shall not exceed 150 spaces for garages with a single entry/exit and 225 spaces for garages providing separate entry and exits subject to certain conditions.

**Table 4.1-1  
Existing Zoning Districts in the Study Area**

Zoning District	Maximum FAR	Uses/Zone Type
C6-1	6.0 (commercial) 0.87-4.6 <sup>1</sup> (residential)	Commercial district permitting centralized high-bulk uses – commercial and residential (R7-2 equivalent)
C6-1G	6.0 (commercial) 0.87-4.6 <sup>1</sup> (residential)	Commercial district permitting centralized high-bulk uses – commercial and residential (R7-2 equivalent)
C6-2A	6.0 (commercial) 6.02-7.2 <sup>1</sup> (residential)	Commercial district permitting centralized high-bulk uses – commercial and residential (R8A equivalent)
C6-2G	6.0 (commercial) 0.94-7.2 <sup>1</sup> (residential)	Commercial district permitting centralized high-bulk uses – commercial and residential (R8 equivalent)
C6-4	10.0 (commercial) 10.0-12.0 <sup>1</sup> (residential)	Commercial district permitting centralized high-bulk uses – commercial and residential (R10 equivalent)
C6-4A	10.0 (commercial) 10.0-12.0 <sup>1</sup> (residential)	Commercial district permitting centralized high-bulk uses – commercial and residential (R10 equivalent and contextual district)
R7-2	0.87-4.6 <sup>1</sup>	Residential district permitting six- to seven-story apartment buildings

**Table 4.1-1  
Existing Zoning Districts in the Study Area**

M1-5	5.0	Light industrial district permitting wholesale service and storage uses and office, hotel, and retail uses
M1-5B	5.0	Light industrial district permitting wholesale service and storage uses, office, hotel, retail uses, and joint living-work quarters (JLWQ)
C1-5 Overlay (with R7-2)	2.0	Commercial overlay permitting local retail uses
C2-3 Overlay (with R7-2)	2.0	Commercial overlay permitting local retail uses
<b>Special District</b>	<b>FAR</b>	<b>Uses/Zone Type</b>
Special Tribeca Mixed Use (TMU) District	NA	Special Purpose District
TMU – Area A7 – General Mixed Use Area Subdistrict	NA	Special Purpose District Subdistrict
TMU – Area A3 – General Mixed Use Area Subdistrict	NA	Special Purpose District Subdistrict
Special Little Italy (LI) District	NA	Special Purpose District
LI – A – Preservation Area Subdistrict	NA	Special Purpose District Subdistrict
LI – A1 – Mulberry Street Regional Spine Subdistrict	NA	Special Purpose District Subdistrict
LI – AC – Bowery, Canal, Kenmore Subdistrict	NA	Special Purpose District Subdistrict
Special Lower Manhattan (LM) District	NA	Special Purpose District
Special Transit Land Use (TA) District	NA	Special Purpose District
<b>Source:</b> <i>New York City Zoning Resolution.</i>		
<b>Note:</b>		
<sup>1</sup> FAR in a Mandatory Inclusionary Housing (MIH) area.		

A C6-1 zoning district is located to the east of the project site, bordered by the Bowery. C6-1 districts are commercial districts characterized by centralized, high-bulk commercial uses, such as corporate headquarters, hotels, and department stores primarily in the form of high-rise, mixed-use buildings. The residential district equivalent is R7-2. A maximum commercial FAR of 6.0 is permitted. Accessory parking is not required.

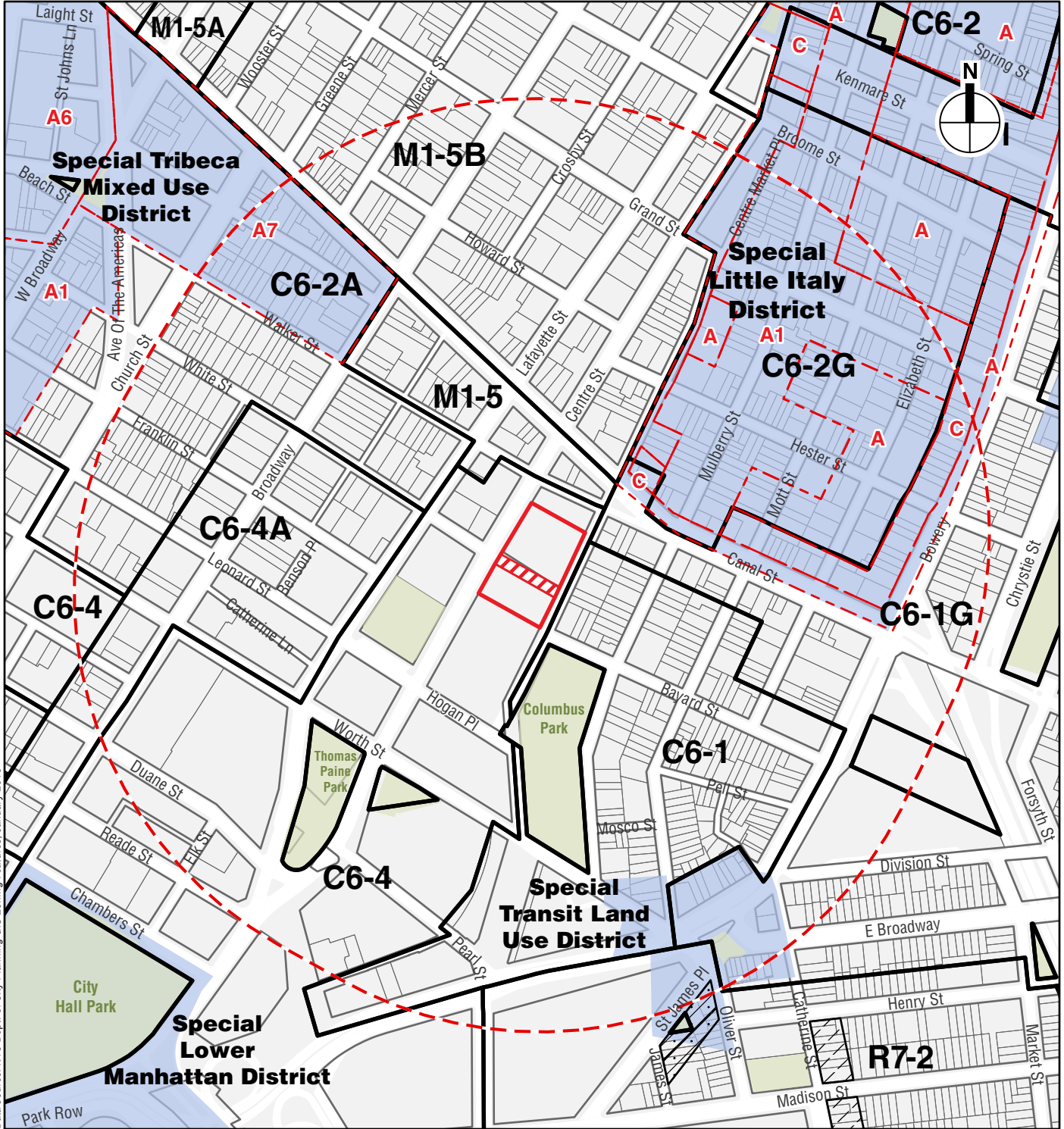
A C6-1G zoning district is located along the eastern edge of the study area, primarily east of the Bowery. C6-1G districts are commercial districts which are nearly identical to C6-1 districts. However, these districts, located within Chinatown, Chelsea, and in the Special Garment Center District, have rules for the conversion of non-residential space to residential use.

A C6-2A zoning district is located along the western edge of the study area. C6-2A districts are commercial districts characterized by centralized, high-bulk commercial uses in high-rise, mixed-



11/12/2018

Data source: NYC Dept. of City Planning GIS Zoning Features, January 2018



- Project Site Boundary
- Study Area Boundary (1/4-mile boundary)
- Zoning District Boundaries
- Special Purpose District
- Park Boundary
- Proposed Demapped Area
- C1-5 Commercial Overlay District
- C2-3 Commercial Overlay District

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## Section 4.1: Land Use, Zoning, and Public Policy-Manhattan

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use buildings. The residential district equivalent is R8A. A maximum commercial FAR of 6.0 is permitted, and as a contextual district, maximum building heights are imposed. Accessory parking is not required.

A C6-2G zoning district is located along the northwestern edge of the study area. C6-2G districts are commercial districts which are nearly identical to C6-2 districts (non-contextual). However, these districts, located within Chinatown, Chelsea, and in the Special Garment Center District, have rules for the conversion of non-residential space to residential use.

A C6-4 zoning district surrounds the project site to the north up to Canal Street, and to the south past the southern edge of the study area. As noted above, C6-4 districts are commercial districts characterized by high-bulk commercial uses in high-rise, mixed-use buildings. The residential district equivalent is R10. A maximum commercial FAR of 10.0 is permitted. Accessory parking is not required.

A C6-4A zoning district is located immediately west of the project site, concentrated along Broadway. C6-4A districts are commercial districts, which are similar to C6-4 districts. However, as a contextual district, maximum building heights are imposed; the height limit is 185 feet or 210 feet, depending on a site's frontage on or proximity to a wide or narrow street.

An R7-2 zoning district is located southeast of the project site, along the southeastern border of the study area. R7-2 zoning districts are medium-density non-contextual residential districts, which support six- to seven-story apartment buildings. A maximum FAR of 3.0 is permitted, and as a height factor district, the sky exposure plane begins at 60 feet. Parking is required for 50 percent of all dwelling units (15 percent of inclusionary units).

An M1-5 zoning district is located north of the project site, forming a triangle bordered by Canal Street to the north and Walker Street to the south. M1-5 districts are light industrial districts permitting wholesale service and storage uses and office, hotel, and retail uses. A maximum commercial FAR of 5.0 is permitted. There are no accessory parking requirements.

An M1-5B zoning district is located north of the M1-5 district, along the northern edge of the study area. M1-5B districts are nearly identical to M1-5 districts; however, these districts permit joint living-work quarters (JLWQ).

A C1-5 commercial zoning overlay is located along three blocks covering the eastern side of Catherine Street, mapped to a depth of 100 feet within the R7-2 district. This overlay also covers a portion of St. James Place, at the southern edge of the study area. When combined with R7-2, C1-5 commercial overlays permit local retail uses at a commercial FAR of 2.0. Parking is required at a rate of one space per 1,000 square feet.

A C2-3 commercial zoning overlay forms a trapezoidal shape along the southeastern portion of the study area, between James and Oliver Streets. When combined with R7-2, C2-3 commercial overlays permit local retail uses at a commercial FAR of 2.0. Parking is required at a rate of one space per 400 square feet.

### *Special District and Subdistricts*

The Special Tribeca Mixed Use (TMU) District is located along the western edge of the study area, primarily west of Church Street. The Special TMU District was originally enacted in 1976 as the Lower Manhattan Mixed Use District to permit limited residential development in an otherwise industrial 62-block area in Manhattan within the triangle below Canal Street, west of Broadway. Revised in 1998 and in 2010, the underlying zoning throughout the district is now

commercial but unique provisions limit the size of ground-floor retail uses and hotels. New, contextual mixed buildings house a growing residential community while special rules encourage a mix of uses by allowing light industries. Part of northern Tribeca has been mapped as an Inclusionary Housing designated area. TMU regulations also establish certain regulations within the special purpose district to encourage development consistent with existing buildings within distinct portions of the district.

The Special Little Italy (LI) District is located along the northeastern portion of the study area, north of Canal Street. The LI District was established to preserve and enhance the historic and commercial character of this traditional community. Special use regulations protect the retail area along Mulberry Street. Other regulations encourage residential rehabilitation and new development on a scale consistent with existing buildings, discourage the demolition of noteworthy buildings and increase the number of street trees in the area. Similar to the TMU District, LI District regulations also establish certain regulations within the special purpose district to encourage development consistent with existing buildings within distinct portions of the district.

The Special Lower Manhattan (LM) District is located along the southern edge of the study area, primarily south of Chambers Street. The LM District was established to enhance the vitality of Lower Manhattan, home of the City's oldest central business district and a growing residential community. The district regulations allow for the conversion of older commercial buildings to residential use and encourage a dynamic mix of uses in the area while protecting its distinctive skyline and old street patterns. The built character of the area is enhanced by height and setback regulations and limitations on the dimensions of tall buildings. The pedestrian environment is enriched by requirements for retail continuity, pedestrian circulation space and subway station improvements.

The Special Transit Land Use (TA) District is located along the eastern portion of the study area, centered on Kimlau Square. The TA District relates development along Second Avenue to the future subway line. In place of sidewalk obstructions that impede pedestrian circulation, the special district requires builders of developments adjoining planned subway stations to reserve space in their projects, by providing an easement, for public access to the subway or other subway-related uses. The district is mapped at locations along Second Avenue between Chatham Square in Chinatown and East 126th Street in Harlem.

## **PUBLIC POLICY**

### *SMALLER, SAFER, FAIRER*

*Smaller, Safer, Fairer*, the City's roadmap to closing Rikers Island, was released by the Mayor's Office of Criminal Justice in June 2017 and includes 18 strategies to reduce the jail population to 5,000, allow for the closure of the jails on Rikers Island, and transition to the proposed borough-based jail system. Progress on these strategies is underway with the partnership of New Yorkers, the courts, district attorneys, the defense bar, mayoral agencies, service providers, the City Council, and others within the justice system.

This report articulates that the official policy of the City of New York is to close the jails on Rikers Island and provides a plan to create a detention system with a smaller jail population, safer facilities, and fairer culture. As outlined in this report, the City intends to reduce the average daily jail population to 7,000 over the next five years, and further in the future, to 5,000. In addition to reducing the daily jail population, the City intends to reduce the length of jail sentences and in turn promote alternatives to detention. It is also critical to ensure that facilities both on and off

## Section 4.1: Land Use, Zoning, and Public Policy-Manhattan

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Rikers are made safer with capital improvements, officer training, and more effective surveillance. Finally, in an effort to promote fairness, the City intends to provide additional vocational and training programs for people in detention, improved visitation procedures for their families, and support services for jail staff.

### *FAIR SHARE*

Since 1989, a procedure colloquially known as “Fair Share” has existed to govern how the City sites facilities that it operates either directly or through contracts with third-party service providers. Fair Share was established to require the City to site its facilities in a thoughtful, deliberative manner that takes community input seriously and aims to avoid the uneven distribution of these essential City facilities and services. Fair share analyses are conducted for facilities that bring to communities such environmental burdens as waste transfer stations, sometimes referred to as “local unwanted land uses” or “LULUs.”

### *BUSINESS IMPROVEMENT DISTRICTS (BID)*

Business Improvement Districts are geographical areas where local stakeholders oversee and fund the maintenance, improvement, and promotion of their commercial district. BID services can include street cleaning and maintenance, public safety and hospitality, marketing and events, capital improvements, beautification, advocacy, and business development. The following BIDs are located within the study area:

#### *Chinatown BID*

The northern and eastern portions of the study area are located within the Chinatown BID. This BID supports clean street initiatives, and helps fund Explore Chinatown, Taste of Chinatown, and other interactive programs that attract visitors and help to support local businesses.

#### *SoHo Broadway BID*

The northwestern edge of the study area is located within the SoHo Broadway BID. This BID fosters a mixed-use district within the SoHo neighborhood through four major service areas which include: sidewalk cleaning and maintenance, public safety, community development initiatives, and advocacy.

### *WATERFRONT REVITALIZATION PROGRAM (WRP)*

The proposed detention facility at 124 and 125 White Street (the Manhattan Site) would be located within the City’s Coastal Zone. Therefore, the proposed project is subject to a review for compliance with the City’s Coastal Zone management policies. This section provides a description of existing Coastal Zone policies and the WRP.

The Federal Coastal Zone Management Act (CZMA) of 1972 was enacted to support and protect the distinctive character of the waterfront and to set forth standard policies for reviewing proposed development projects along coastlines. The program responded to City, State, and federal concerns about the deterioration and inappropriate use of the waterfront. The CZMA emphasizes the primacy of State decision-making regarding the coastal zone. In accordance with the CZMA, New York State adopted its own Coastal Management Program (CMP), designed to balance economic development and preservation by promoting waterfront revitalization and water-dependent uses while protecting fish and wildlife, open space and scenic areas, farmland, and public access to the shoreline, and minimizing adverse changes to ecological systems and erosion and flood hazards.

The New York State CMP provides for local implementation when a municipality adopts a local waterfront revitalization program, as is the case in New York City.

The WRP is the City's principal coastal zone management tool. The WRP was originally adopted in 1982 and approved by the New York State Department of State (NYS DOS) for inclusion in the New York State CMP. The WRP establishes the City's policies for the development and use of the waterfront and provides a framework for evaluating activities proposed in the Coastal Zone. Revisions to the WRP were approved by the City Council on October 30, 2013. The revisions are intended to reflect policy elements included in the DCP's 2011 *Vision 2020 New York City Comprehensive Waterfront Plan*, including incorporation of climate change and sea level rise considerations to increase the resiliency of the waterfront area, promotion of waterfront industrial development and both commercial and recreational water-borne activities, increased restoration of ecologically significant areas, and design of best practices for waterfront open spaces.

The changes were recently approved by NYSDOS and the U.S. Department of Commerce. The proposed projects' consistency with the WRP has been assessed using the 2013 revisions. A discussion of the proposed project's consistency with the WRP is included below in Section F, "WRP Assessment." The WRP Coastal Assessment Form (CAF) is included as **Appendix I**.

## **D. THE FUTURE WITHOUT THE PROPOSED PROJECT**

### **LAND USE**

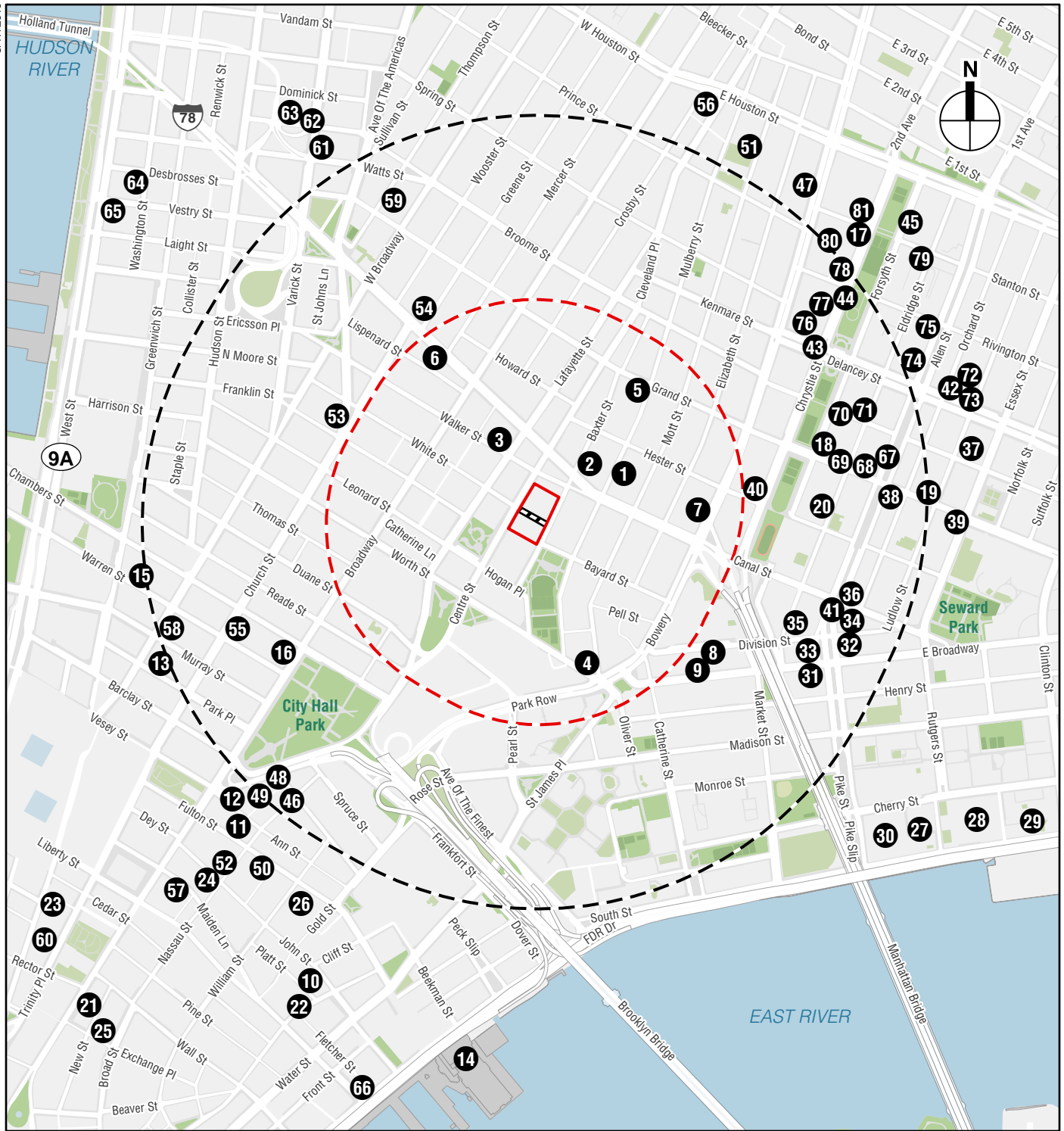
#### *PROJECT SITE*

In the No Action condition, no changes to land use are anticipated on the project site. The existing detention facilities at 124 and 125 White Street would remain.

#### *STUDY AREA*

In the No Action condition, the following background development projects have been identified and are anticipated to be complete by 2027 (see **Table 4.1-2** and **Figure 4.1-3**). These projects, referred to as No Build projects, are located within the ¼-mile land use study area as well as within a ½-mile study area, consistent with the study areas for other analyses within this EIS. The No Build projects would result in the development of lower-density residential, retail, hotel, and community facility uses within the ¼-mile land use study area, consistent with local development trends. Within the larger ½-mile study area, higher-density residential, retail, hotel, and office uses are anticipated. In particular, while lower-density residential and retail uses are planned for the northeastern portion of the study area within the Lower East Side neighborhood, high-density residential, office, and hotel uses are planned in the southern portion of the study area within the Downtown Manhattan neighborhood, and additional high-density residential uses are planned in the eastern portion of the study area within the Two Bridges neighborhood. Overall, these planned uses are consistent with the trend toward local contextual development within Chinatown and the Lower East Side and higher-density development within Downtown Manhattan and Two Bridges.





- Project Site Boundary
- Proposed Depmapped Area
- Study Area Boundary (1/4-mile boundary)
- Study Area Boundary (1/2-mile boundary)
- 1 No Build Sites

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No Build Sites  
 Manhattan Site - 124/125 White Street  
**Figure 4.1-3**

**Section 4.1: Land Use, Zoning, and Public Policy-Manhattan**

**Table 4.1-2  
Manhattan: No Build Projects Anticipated to be Complete by 2027**

<b>Map No.</b>	<b>Name/Address (Block/Lot)</b>	<b>Program</b>	<b>Build Year</b>
<b>¼-Mile Study Area – Land Use Analysis</b>			
1	114 Mulberry Street (205/8)	23 DU, 5,207 sf retail	*2027
2	213 Canal Street (206/1)	25,160 sf office	2021
3	88 Walker Street (196/24)	61 hotel rooms, 2,298 sf CF	2021
4	5 Mott Street (164/53)	2 DU, 4,574 sf retail, 2,121 sf CF	2021
5	185 Grand Street (236/18)	12 DU, 2,486 sf retail	*2027
6	312 Canal Street (210/12)	21 DU, 2,850 sf retail	*2027
7	76 Bowery (203/24)	14,488 sf office	*2027
<b>½-Mile Study Area – Other Technical Analyses of this DEIS</b>			
8	35 Division Street (281/46)	14,203 sf CF	2021
9	42 East Broadway (281/19)	11,845 sf retail	2021
10	104 John Street/3 Platt Street (69/53)	250 DU, 43,741 sf retail	*2027
11	24/26 Ann St (89/3)	107,348 sf hotel (298 rooms)	*2027
12	1 Park Row (90/1)	21,482 sf retail	*2027
13	45/51 Park Place (126/9)	50 DU, 5,612 sf CF	*2027
14	95 Marginal Street (73/11)	59,020 sf retail	*2027
15	267 Broadway (135/31)	38 DU, 38,139 sf hotel (80 rooms)	*2027
16	86 Warren Street (137/10)	40 DU (5,492 sf retail)	*2027
17	199 Chrystie (426/28)	14 DU, 3,274 sf retail	*2027
18	282 Grand Street (418/53)	20 DU, 3,074 sf retail	*2027
19	330 Grand Street (408/24)	12 DU	*2027
20	79 Eldridge (306/29)	14,999 sf hotel (47 rooms), 1,010 sf CF	*2027
21	60 Broadway/1 Pearl Street (23/7)	572 DU	2021
22	215 Pearl Street (69/1)	135,648 sf hotel (320 rooms)	*2027
23	22 Thames Street/125 Greenwich Street (51/14)	273 DU, 8,435 sf retail	2019
24	24 John Street (65/24)	50,616 sf hotel (128 rooms)	2019
25	20 Broad Street (23/50)	533 DU, 20,501 sf retail	2020
26	128 William Street (77/15)	228 DU, 15,340 sf retail	2019
27	Two Bridges LSRD-Site 4 (248/5,70,76)	660 DU, 3,124 sf retail	2021
28	Two Bridges LSRD-Site 5 (247/1,2)	1350 DU, 5,319 sf retail, 17,028 sf CF	2021
29	Two Bridges LSRD-Site 6 (246/5)	765 DU, 2,415 sf retail	2021
30	229 Cherry Street/EXTELL (248/7501)	205 DU, 25,516 sf retail	
31	103 East Broadway (282/26)	1,738 sf retail	2021
32	113 Division Street (283/92)	8 DU, 2,392 sf retail	2021
33	2 Pike Street/100 East Broadway (282/58)	58,830 sf office	2021
34	9 Orchard Street (294/8)	60,000 sf hotel	2021
35	10 Eldridge Street (293/2)	7,765 sf retail	2021
36	61 Canal Street (299/35)	2,268 sf retail, 6,510 sf CF	2021
37	Seward Park Mixed-Use Development - Essex Crossing Program/Site 1: 236 Broome St (409/56)	55 DU, 6,933 sf retail	2021
38	66 Allen Street (308/14)	8 DU	2021
39	355 Grand Street (310/20)	2 DU, 1,958 sf retail	2021
40	77 Chrystie Street (304/34)	7 DU, 10,520 sf retail	2021
41	8 Allen Street (294/7)	9,898 sf retail	2021
42	86 Delancey Street (410/34)	24 DU, 5,769 sf retail	2021
43	165 Chrystie Street (425/32)	9 DU	2021
44	173 Chrystie Street (245/28)	13 DU, 1,537 sf retail	2021
45	204 Forsyth Street (422/22)	11 DU	2021
46	5 Beekman Street (90/14)	67 DU	2021
47	258 Bowery (507/34)	5 DU, 4,898 sf retail	2021
48	34 Park Row (90/13)	31 DU, 14,583 sf retail	2021
49	25 Park Row (90/7)	108 DU, 52,586 sf retail	2021
50	118 Fulton Street (78/45,47)	482 DU, 53,553 sf retail	2021
51	277 Mott Street (509/34)	7,529 sf retail	2021

Table 4.1-2

**Manhattan: No Build Projects Anticipated to be Complete by 2027**

Map No.	Name/Address (Block/Lot)	Program	Build Year
52	75 Nassau Street (79/6)	229 DU, 39,203 sf retail	2021
53	98 Franklin Street (178/29)	6 DU, 2,084 sf retail	2021
54	1 Greene Street (229/1)	36 DU, 11,293 sf retail	2021
55	149 Church Street (135/14)	23 DU, 5,578 sf retail	2021
56	298 Lafayette Street (510/38)	56,124 sf office	2021
57	8 Maiden Lane (64/20)	192 hotel rooms	2021
58	65 West Broadway (133/15)	30 DU, 4,980 sf retail	2021
59	30 Thompson Street (476/56)	7 DU	2021
60	68 Trinity Place (51/7)	141,444 sf office, 108,860 sf CF	2021
61	96 Varick Street (477/35)	115 DU, 16,867 sf retail, 756 sf CF	2021
62	111 Varick Street (578/71)	101 DU, 11,785 sf retail	2021
63	568 Broome Street (578/75)	54 DU, 1,808 sf retail	2021
64	31 Desbrosses Street (223/13)	49 DU, 2,267 sf retail	2021
65	67 Vestry Street (218/24)	42 DU	2021
66	161 Maiden Lane (72/2)	98 DU	*2027
67	East Village/Lower East Side Rezoning - Projected Development Site #11 (413/25)	7 DU, 1,945 sf retail	2021
68	East Village/Lower East Side Rezoning - Projected Development Site #12 (413/26)	14 DU, 3,749 sf retail	2021
69	East Village/Lower East Side Rezoning - Projected Development Site #24 (418/51,52,53)	14 DU, 3,726 sf retail	2021
70	East Village/Lower East Side Rezoning - Projected Development Site #23 (418/39)	6 DU, 1,630 sf retail	2021
71	East Village/Lower East Side Rezoning - Projected Development Site #25 (419/73)	16 DU, 4,324 sf retail	2021
72	East Village/Lower East Side Rezoning - Projected Development Site #35 (410/32)	13 DU, 1,780 sf retail	2021
73	East Village/Lower East Side Rezoning - Projected Development Site #36 (410/33)	13 DU, 1,753 sf retail	2021
74	East Village/Lower East Side Rezoning - Projected Development Site #17 (415/36)	7 DU, 1,873 sf retail	2021
75	East Village/Lower East Side Rezoning - Projected Development Site #15 (415/23)	4 DU, 1,190 sf retail	2021
76	East Village/Lower East Side Rezoning - Projected Development Site #48 (425/31)	17 DU, 2,331 sf retail	2021
77	East Village/Lower East Side Rezoning - Projected Development Site #47 (425/30)	29 DU, 3,866 sf retail	2021
78	East Village/Lower East Side Rezoning - Projected Development Site #54 (426/38)	44 DU, 5,865 sf retail	2021
79	East Village/Lower East Side Rezoning - Projected Development Site #27 (421/60)	7 DU, 1,795 sf retail	2021
80	East Village/Lower East Side Rezoning - Projected Development Site #52 (426/33)	16 DU, 2,124 sf retail	2021
81	East Village/Lower East Side Rezoning - Projected Development Site #50 (427/27)	16 DU, 2,125 sf retail	2021
<b>½-Mile Study Area TOTAL</b>		<b>6,911 DU, 553,564 sf retail, 296,046 sf office, 406,750 sf hotel (1,126 rooms), 160,565 sf CF</b>	
<p><b>Notes:</b> *Projects for which no build year is known are assumed to be complete by the tentative analysis year of 2027.                      sf = square feet; DU = dwelling unit; CF = community facility.                      Projects just outside the ½ mile radius are included to provide a full inventory of planned and proposed background development projects in and near the study area.</p>			

**ZONING**

In the No Action condition, no changes to zoning are anticipated on the project site or in the study area.

## **PUBLIC POLICY**

In the No Action condition, no changes to public policy are anticipated within the study area.

## **E. THE FUTURE WITH THE PROPOSED PROJECT**

### **LAND USE**

#### *PROJECT SITE*

The proposed project would redevelop the existing detention facilities (approximately 435,000 gsf) at 124 and 125 White Street with a new detention facility containing approximately 1,270,000 gsf of above-grade floor area, including support space; community facility and/or retail space; and approximately 125 accessory parking spaces in two cellar levels. The proposed detention facility would be approximately 450 feet high and would include two pedestrian bridges from 125 White Street to the Manhattan Criminal Court at approximately the third floor and at a higher floor. The community facility and/or retail space would be located along Baxter Street. Loading functions and a sallyport would be located on the south side of the site, abutting 100 Centre Street.

The proposed project would redevelop the existing MDC on the project site with a new, larger detention facility with ground-floor community facility and/or retail space.

#### *STUDY AREA*

In the With Action condition, changes would occur only within the project site. The proposed project would be compatible with and supportive of surrounding institutional, civic, and government uses, particularly those in the federal court complex to the southeast. It would be consistent with high-density government and institutional uses, such as the IRS building and the Metropolitan Correctional Center. The proposed project would represent an expansion of existing uses currently at MDC and would continue this use within the study area. The proposed project would activate the ground floor with community facility and/or retail uses which would be consistent with the mix of ground-floor retail uses in the study area. In addition, even though the proposed project would introduce an expanded detention facility use next to public open spaces including Columbus Park, Collect Pond Park, and Thomas Paine Park, this would not substantially change the land use character in the With Action condition as the project site already contains an existing detention facility. Moreover, this would remain consistent with the higher-density uses to the west and south that characterize the current study area. Therefore, no significant adverse impacts to land use within the study area are anticipated.

### **ZONING**

#### *PROJECT SITE*

In order to help facilitate the siting of the proposed 1,437-bed Manhattan borough-based jail on the proposed project area, this application seeks the following city approvals as part of this application:

- Special Permit: Allowing the proposed borough-based jail in Manhattan to waive or modify certain zoning requirements. These include the following:

- Floor Area Ratio (FAR): ZR 33-10, et seq. permit a maximum commercial FAR of 10.0 and maximum overall FAR of 10.0 (excluding bonuses). A modification of maximum commercial and maximum total FAR is requested to allow a total FAR of 13.15, of which up to 0.13 FAR may be Use Group 3, 4, or 6a, and all other space, up to 13.02 FAR, may be Use Group 6d or 8d. Under existing zoning, the maximum permitted commercial floor area for the 149,427-square-foot proposed project area (zoning lot) is 1,494,270 zoning square feet (zsf) and the maximum total floor area is also 1,494,270 zsf. With the proposed modification, the maximum permitted floor area for Use Groups 6d and 8d will be 1,945,011 zsf, the maximum permitted floor area for Use Groups 3, 4, or 6a will be 20,000 zsf, and the maximum permitted total floor area will be 1,965,011 zsf. This figure includes 815,011 zsf within the existing Manhattan Criminal Court Building. This modification is necessary to accommodate the proposed jail space program, accommodate proposals for ample support spaces, retain space for existing court/court related space in the Manhattan Criminal Court Building, provide pedestrian-oriented ground-floor retail and/or community facility uses in character with the area, and achieve the objectives of providing a modern, humane, and safe detention facility. Height and Setback: ZR 33-40, et seq., permit a maximum base height of 85 feet, require a setback from the base of at least 20 feet from narrow streets and 15 feet from wide streets, and govern building volumes above the base and setback by sky exposure plane regulations. A modification of height, setback, and sky exposure plane regulations is requested to allow a building volume, as defined in waiver plan and section drawings, with maximum base and building heights that exceed the limits of the sky exposure plane and tower regulations. Specifically, the proposed building would be allowed a maximum base and building height above the average curb level of each street frontage of 450 feet for areas containing habitable space and a maximum base and building height above the average curb level of each street frontage of 490 feet, for rooftop mechanical bulkheads, parapets, and rooftop horticultural and related spaces. Coincident with the location of the proposed White Street volume, there will be an excluded volume from the proposed maximum building envelope measuring 35 feet wide and 30 feet tall. This building envelope will apply to an area measuring approximately 72,884 square feet, but will not apply to the other portion of the zoning lot where the existing court building will remain. In the court building portion of the zoning lot the special permit will establish a maximum permitted envelope coincident with the existing building face. This modification is necessary to accommodate the proposed jail space program, provide efficient programming, viable floorplans, and achieve the objective of providing a modern, humane, and safe detention facility.
- Required Loading: ZR 36-60 requires three loading berths for the proposed project, pursuant to the following requirements applicable to the 1,130,000 zsf of prison space to be provided: none required for the first 10,000 zsf, one for the next 290,000 zsf, one for each additional 300,000 zsf. A modification of loading regulations is requested to allow the zoning lot to provide two loading berths, which will be accessed via the sallyport entry curb cut on Centre Street egressed via the sallyport exit curb cut on Baxter Street. This modification is necessary to allow the jail to provide two loading berths, which the applicant believes will be sufficient to accommodate its needs, based on a scheduling plan for deliveries, and will not result in conflicts with pedestrian and vehicular traffic on Centre and Baxter streets in the vicinity of the curb cuts as the sallyport will provide sufficient space for any queuing vehicles such as trucks or buses, which the applicant believes will be minimal.



## Section 4.1: Land Use, Zoning, and Public Policy-Manhattan

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- Acquisition: Allowing the City to acquire the lessee’s leasehold interest in the existing approximately 5,960-sf ground floor retail space in MDC North (124 White Street; Block 198, part of Lot 1) by terms to be determined. DCAS is the applicant for this action. This action is necessary to facilitate the demolition of the City-owned MDC North, which must occur before the proposed Manhattan borough-based jail can be constructed. (As noted in the previous section, the proposed project will include 20,000 sf of retail and/or community facility space.)

In addition, the proposed Manhattan borough-based jail requires other city approvals that are the subject of related, but separate applications. These include:

- City Map Change: To change White Street between Centre and Baxter streets by reestablishing the street with a narrower right-of-way with a slightly different alignment and a volume bound by vertical planes;
- Public Facility-Site Selection: To approve the siting of proposed borough-based jails, including the proposed project area as the location for the Manhattan borough-based jail (this action is subject to a Fair Share analysis); DCAS is a co-applicant for this action; and
- Zoning Text Amendment: To amend Article VII, Chapter 4 of the ZR to create the new special permit for borough-based jail facilities permitting modification of zoning requirements for use, bulk—including floor area, height, and setback—and parking and loading.

### STUDY AREA

As noted above, in the With Action condition, changes would occur only within the project site. Existing zoning districts within the study area would remain. While the proposed project would introduce a 450-foot-tall building, the facility would be in keeping with the current and proposed high-density uses in the study area, such as the Thurgood Marshall Courthouse (590-foot-tall) and the U.S. District Court for the Southern District of New York (410-foot-tall). The proposed detention facility use is a permitted use within the underlying C6-4 district. The proposed special permit would allow an FAR up to 13.15. However, the project site is surrounded by a high-density C6 district, compatible land uses, and the zoning change would only apply to the proposed facility to achieve the programmatic requirements of the proposed project. Therefore, the proposed project would have no significant adverse impacts to zoning.

### PUBLIC POLICY

#### *SMALLER, SAFER, FAIRER*

The proposed project is specifically intended to facilitate and advance the goals of *Smaller, Safer, Fairer*, the City’s roadmap for creating a smaller, safer, and fairer criminal justice system. As discussed in Chapter 1, “Project Description,” the proposed project would establish a system of four new modern borough-based detention facilities to house a total population of 5,000 in order to discontinue the use of Rikers Island as a detention facility, consistent with the goals of *Smaller, Safer, Fairer*. In addition, the proposed project would provide for modern, safer facilities with smaller housing units that facilitate better officer supervision as a result of the improved floorplans, sufficient space for effective and tailored programming, and appropriate housing for those with medical, behavioral health and mental health needs. In addition, the proposed facilities would provide a normalized environment of operations that supports the safety and well-being of both staff and the people who are detained in the City’s custody. To promote the fairness goals of *Smaller, Safer, Fairer*, the new proposed facilities are intended to provide additional vocational

and training programs for people in detention, improved visitation procedures for their families, and support services for jail staff. Overall, the proposed project would advance the goals of *Smaller, Safer, Fairer*.

***FAIR SHARE***

An analysis of the proposed project’s compliance with Fair Share criteria has been completed as part of the proposed project’s Uniform Land Use Review Procedure (ULURP) application. As discussed in that analysis, the proposed project is compatible with and will greatly benefit from proximity to the justice and public institution facilities in adjacent and nearby lots, in particular the borough’s criminal court. This proximity will significantly increase the project’s operational efficiencies, leading to a reduction in time and fewer City resources to transport detained individuals with hearings or arraignments at the courthouse, thereby reducing delays in case processing.

***BUSINESS IMPROVEMENT DISTRICTS (BID)***

The proposed project would provide community facility space that could be supportive of the Chinatown BID. Otherwise, it would not affect local BIDs.

Overall, no anticipated adverse impacts to public policy are anticipated with the proposed project.

**F. WRP ASSESSMENT**

The proposed detention facility at 124 and 125 White Street (the Manhattan Site) would be located within the City’s Coastal Zone, warranting a WRP assessment.

The WRP includes policies designed to maximize the benefits derived from economic development, environmental preservation, and public use of the waterfront, while minimizing the conflicts among those objectives. The WRP CAF lists the WRP policies and indicates whether the Proposed Actions would promote or hinder a particular policy, or if that policy would not be applicable (see **Appendix I**). This section provides additional information for the policies that have been checked “promote” or “hinder” in the WRP CAF.

**Policy 1:** Support and facilitate commercial and residential development in areas well-suited to such development.

*Policy 1.3: Encourage redevelopment in the Coastal Zone where public facilities and infrastructure are adequate or will be developed.*

The proposed project would result in the redevelopment of an existing detention facility with a new, larger detention facility in a densely developed area of Manhattan where public facilities and infrastructure are adequate to support the proposed project. Therefore, the proposed project would promote this policy.

**Policy 6:** Minimize loss of life, structures, infrastructure, and natural resources caused by flooding and erosion, and increase resilience to future conditions created by climate change.

*Policy 6.1: Minimize losses from flooding and erosion by employing non-structural and structural management measures appropriate to the site, the use of the property to be protected, and the surrounding area.*