

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 Street¹
- Brooklyn Site—275 Atlantic Avenue
- Manhattan Site—124-125 White Street²
- 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*³ 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.

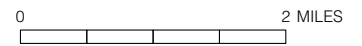
¹ In previous documents such as the Draft Scope of Work, this site was identified as 320 Concord Avenue; the address 745 East 141st Street is the same site as 320 Concord Avenue. It is expected that the Bronx detention facility address would be 745 East 141st Street and the proposed mixed-use building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

² 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.

³ 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

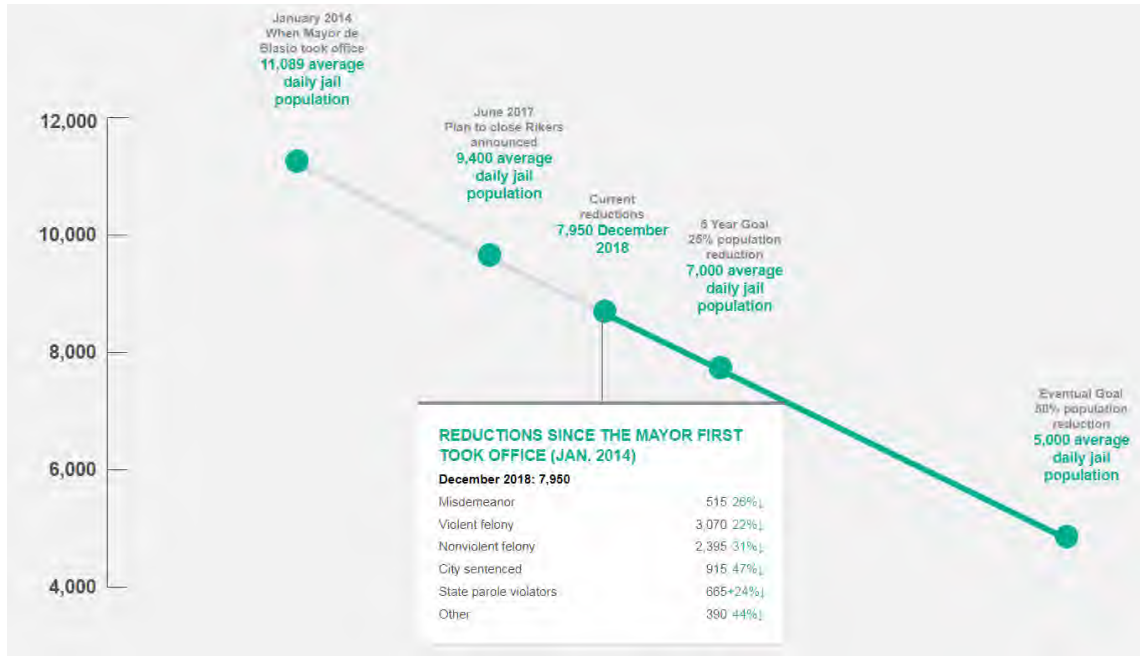
HISTORICAL CHANGES IN THE CRIMINAL JUSTICE SYSTEM

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 CompStat⁴ 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**).

⁴ 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 Reboot⁵

⁵ 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.⁶ 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.⁷ The Brooklyn Detention Complex, Manhattan Detention Complex, and Queens Detention Complex are located on sites that are proposed for redevelopment

⁶ “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.

⁷ 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 2027.⁸ 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

⁸ 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

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 ¹	Support Services ²	Community Facility Space and/or Retail ³	Centralized Care Services ⁵	Court/Court-Related Facilities ⁶	Parking	Residential Use	Maximum Zoning Height (in feet) ⁴
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.

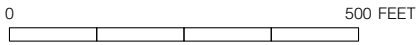
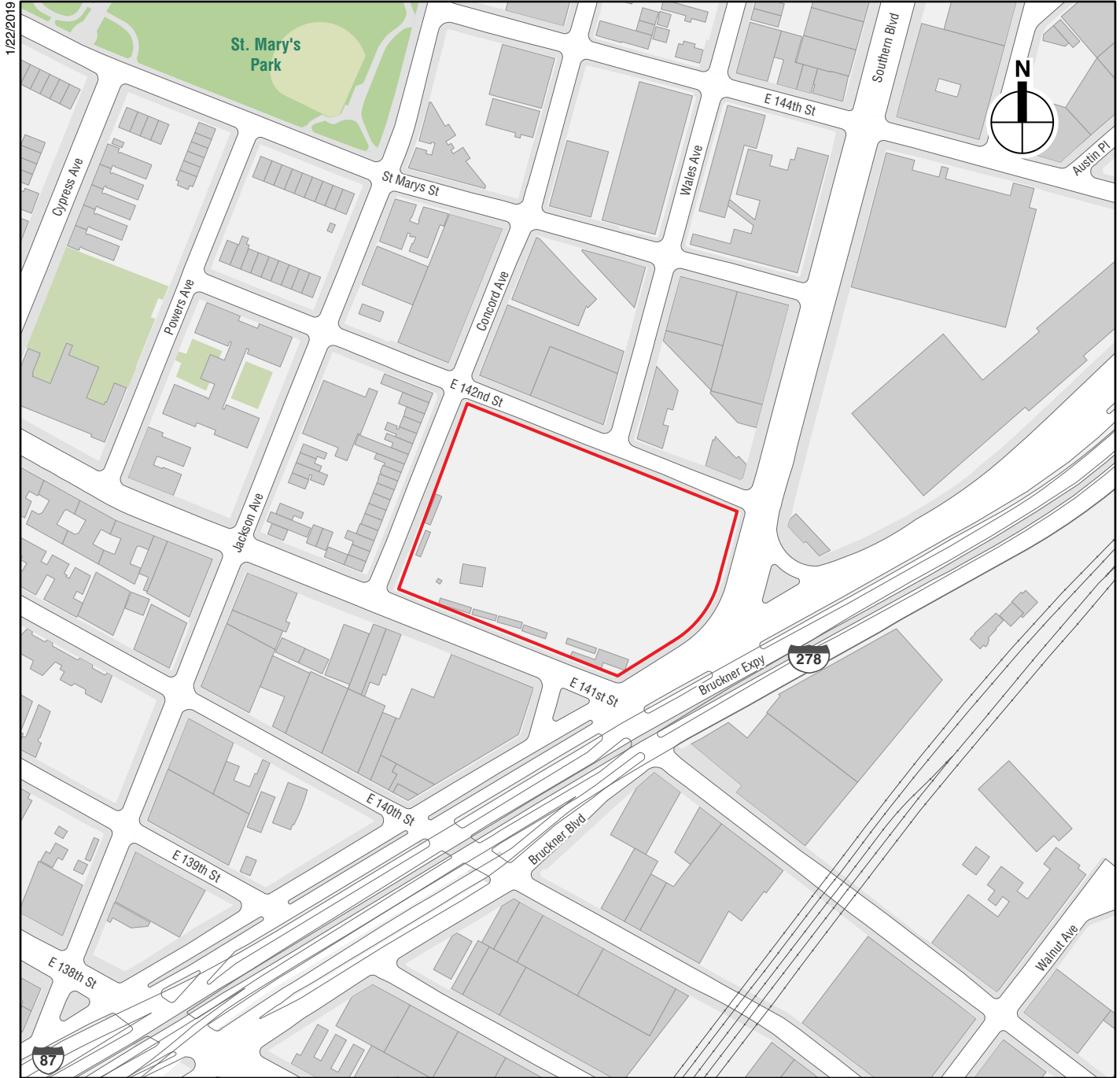
Source: Perkins Eastman.

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 sallyport⁹ 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

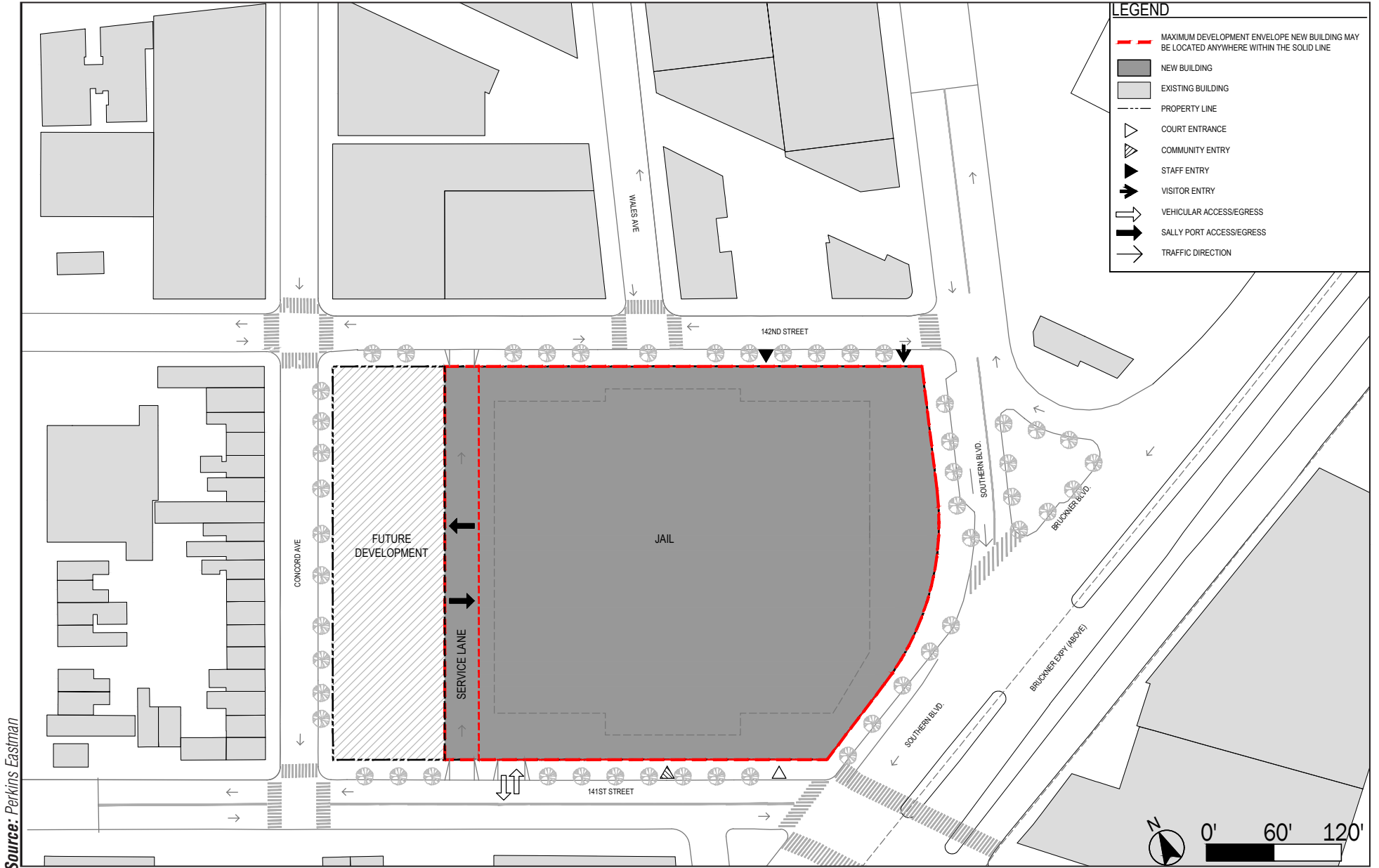
The Brooklyn Site is located at 275 Atlantic Avenue (Block 175, Lot 1) in the Downtown Brooklyn neighborhood of Brooklyn Community District 2 (see **Figure 1-9**). The site occupies the entire block bounded by Atlantic Avenue, Smith Street, State Street, and Boerum Place. A tunnel below State Street 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.¹⁰ Opened in 1957, this detention facility has 815 beds.

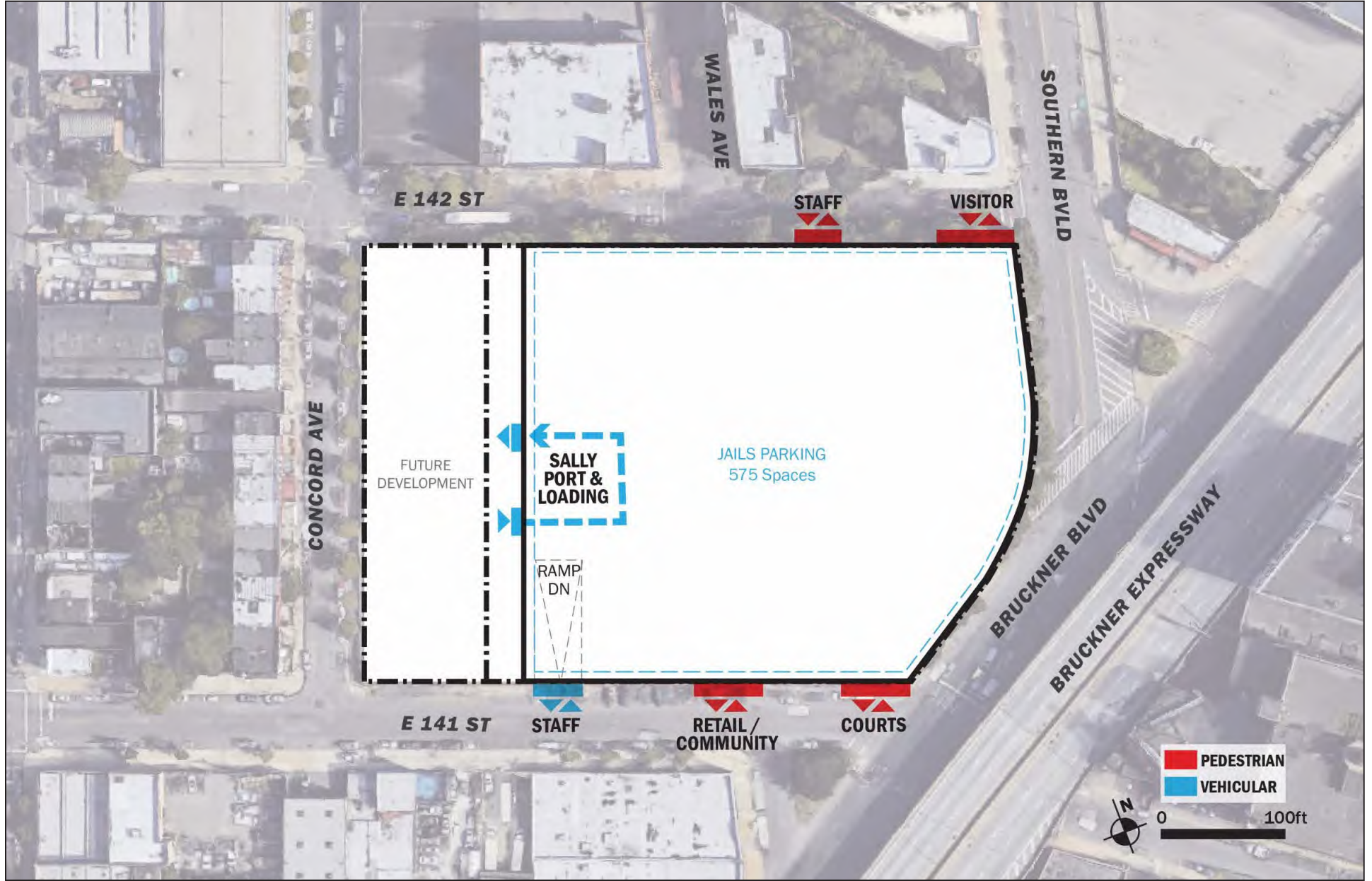
The proposed project would replace the existing Brooklyn Detention Complex with a new detention facility containing approximately 1,190,000 gsf of above-grade floor area, including approximately 1,437 beds for people in detention; support space; and community facility and/or retail space. This site would 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**).

⁹ A sallyport is a secured, controlled entryway.

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



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

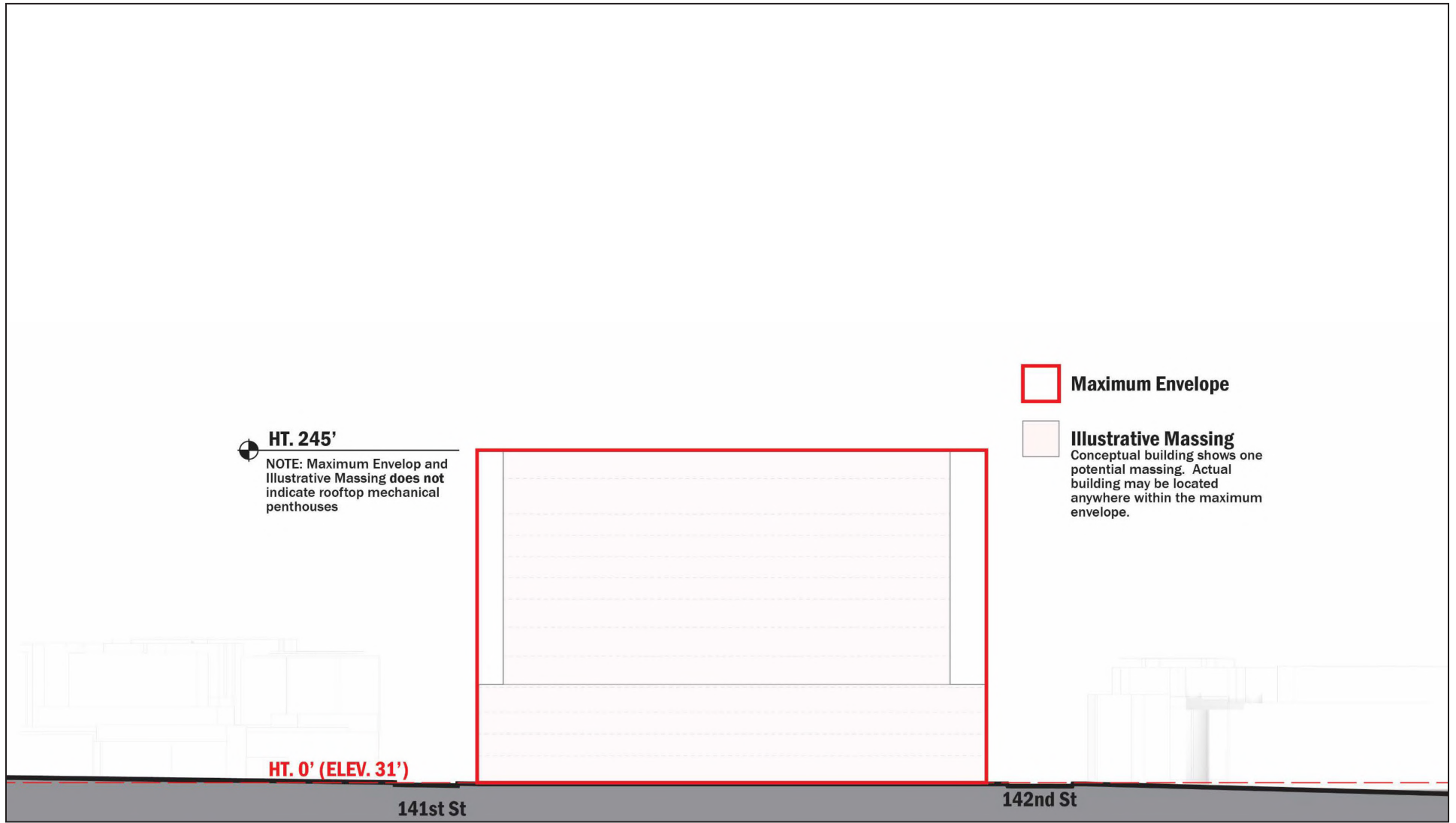


Source: Perkins Eastman

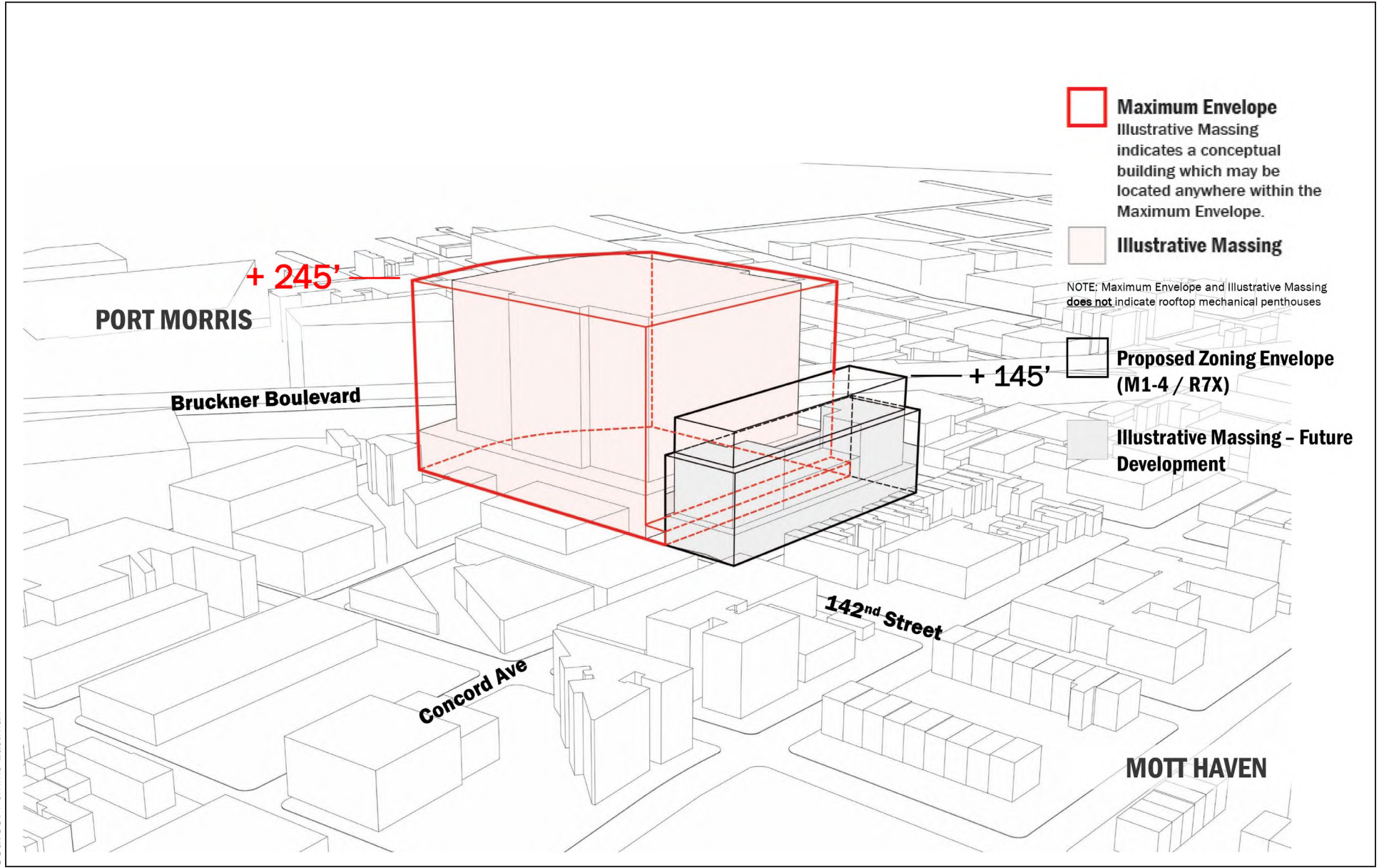
Bronx Site - 745 East 141st Street
Access/Circulation Plan

Figure 1-4

Source: Perkins Eastman



Source: Perkins Eastman



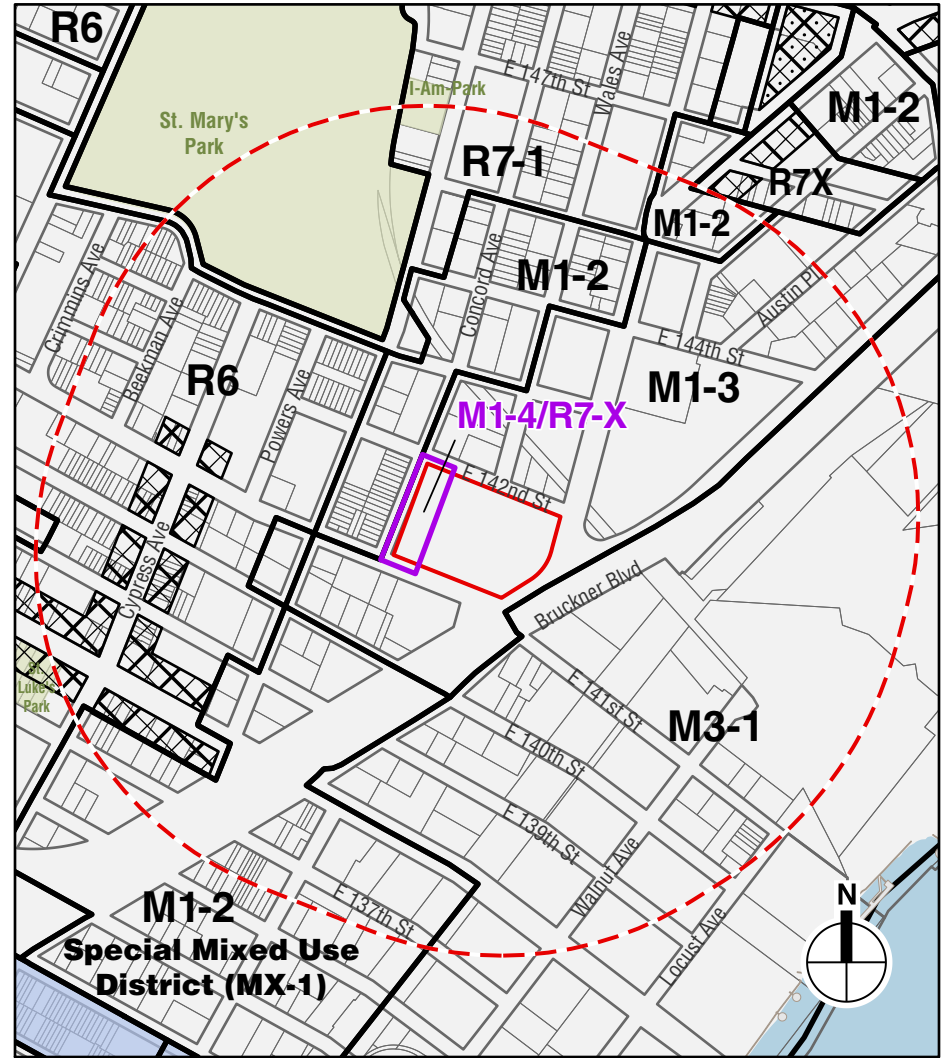
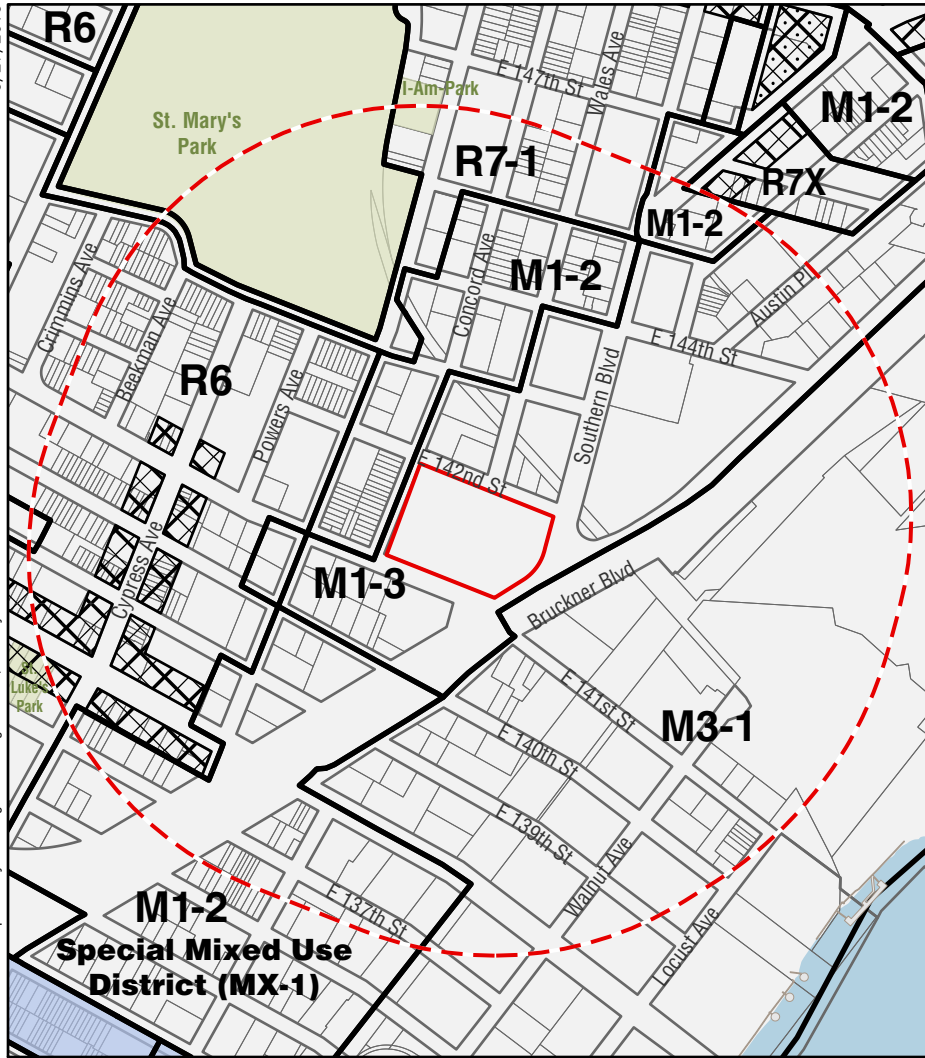
Bronx Site - 745 East 141st Street
3D Massing
Figure 1-6

For Illustrative Purposes Only



Source: Perkins Eastman

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



Existing Zoning

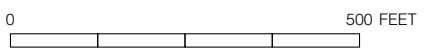
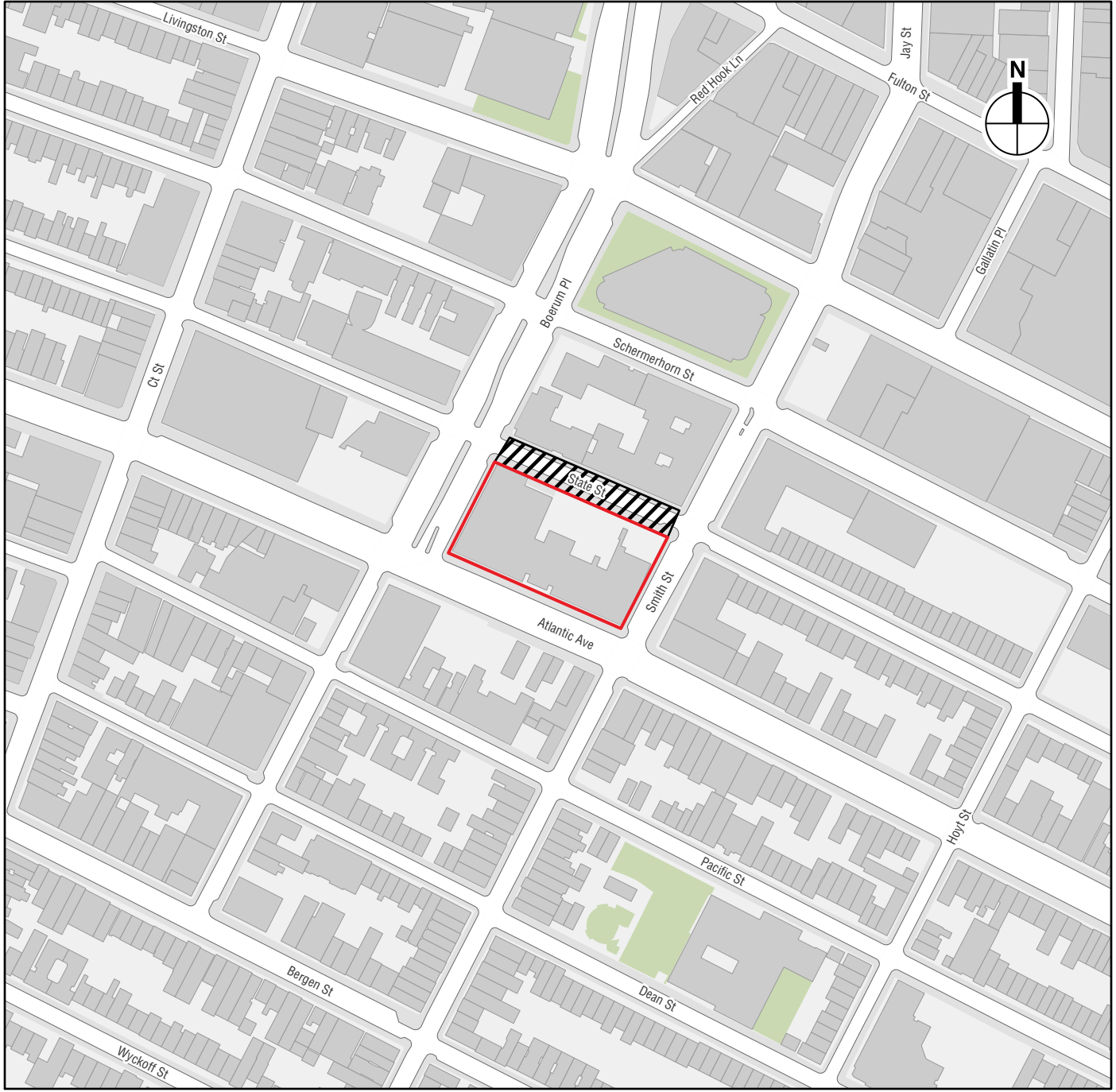
Proposed Zoning

- 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

0 500 FEET



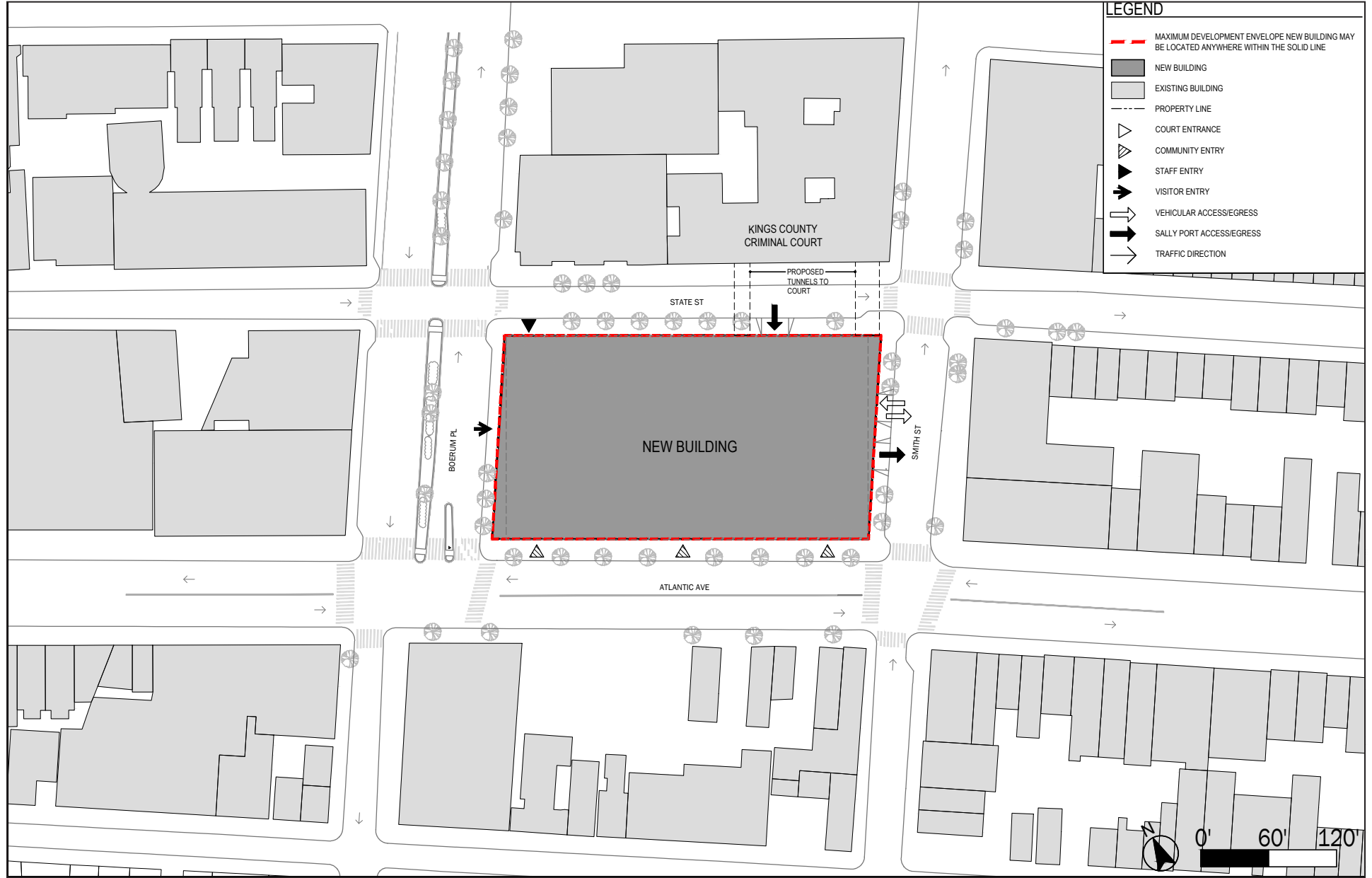
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- Project Site
- Proposed Demapped Area

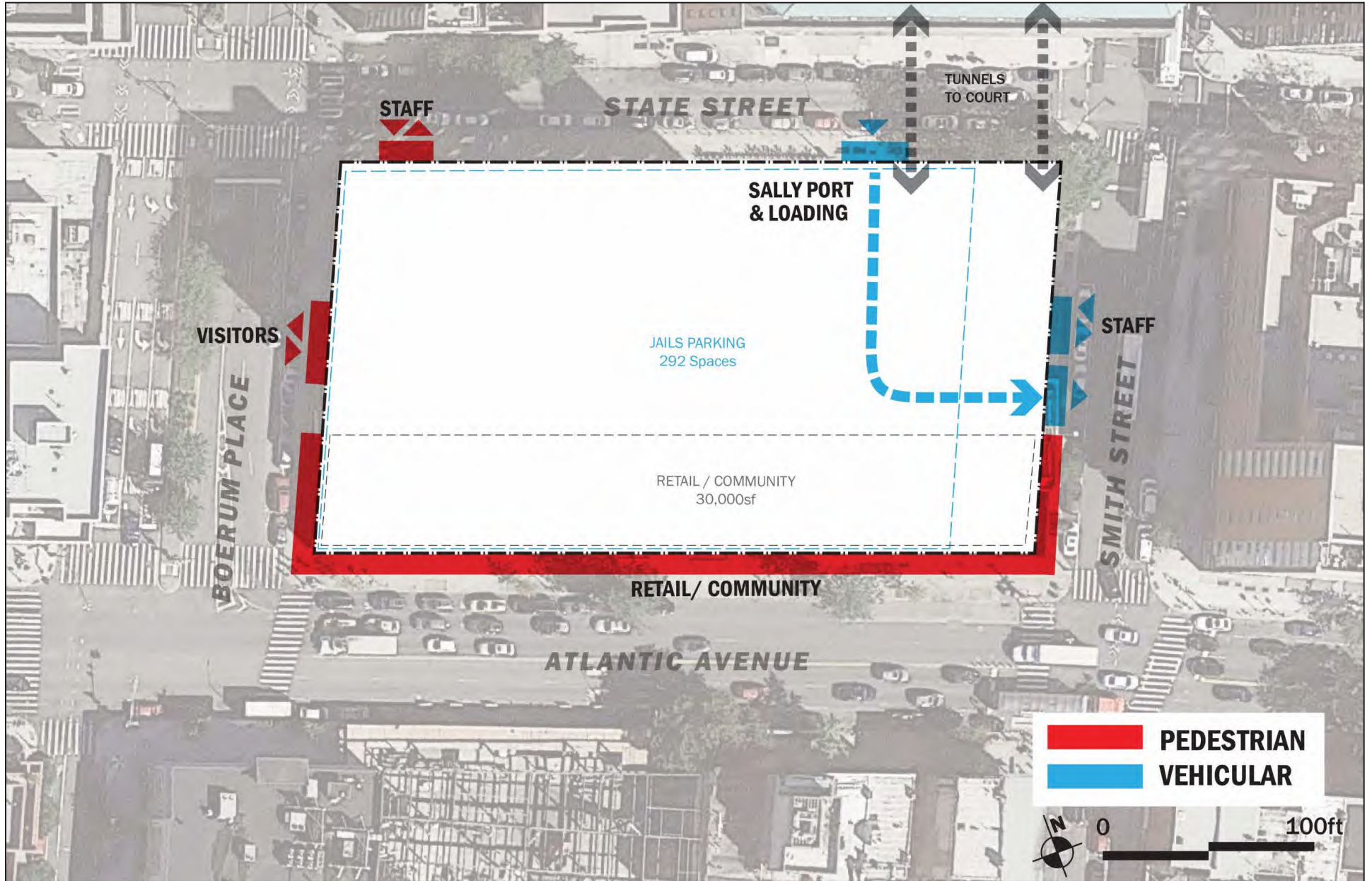


Brooklyn Site
 Project Location - 275 Atlantic Avenue
Figure 1-9



Source: Perkins Eastman

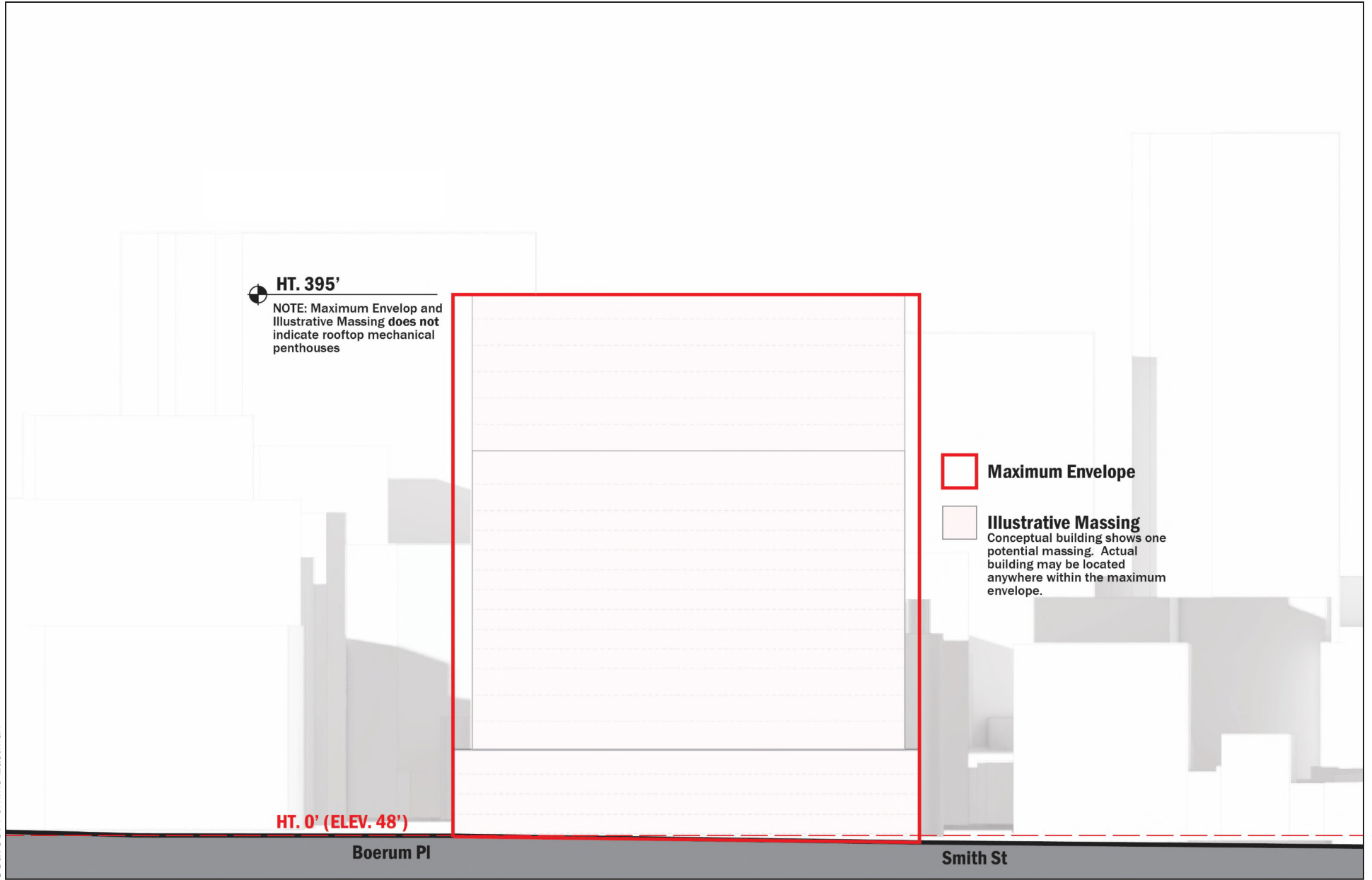
Brooklyn Site - 275 Atlantic Avenue
Site Plan
Figure 1-10



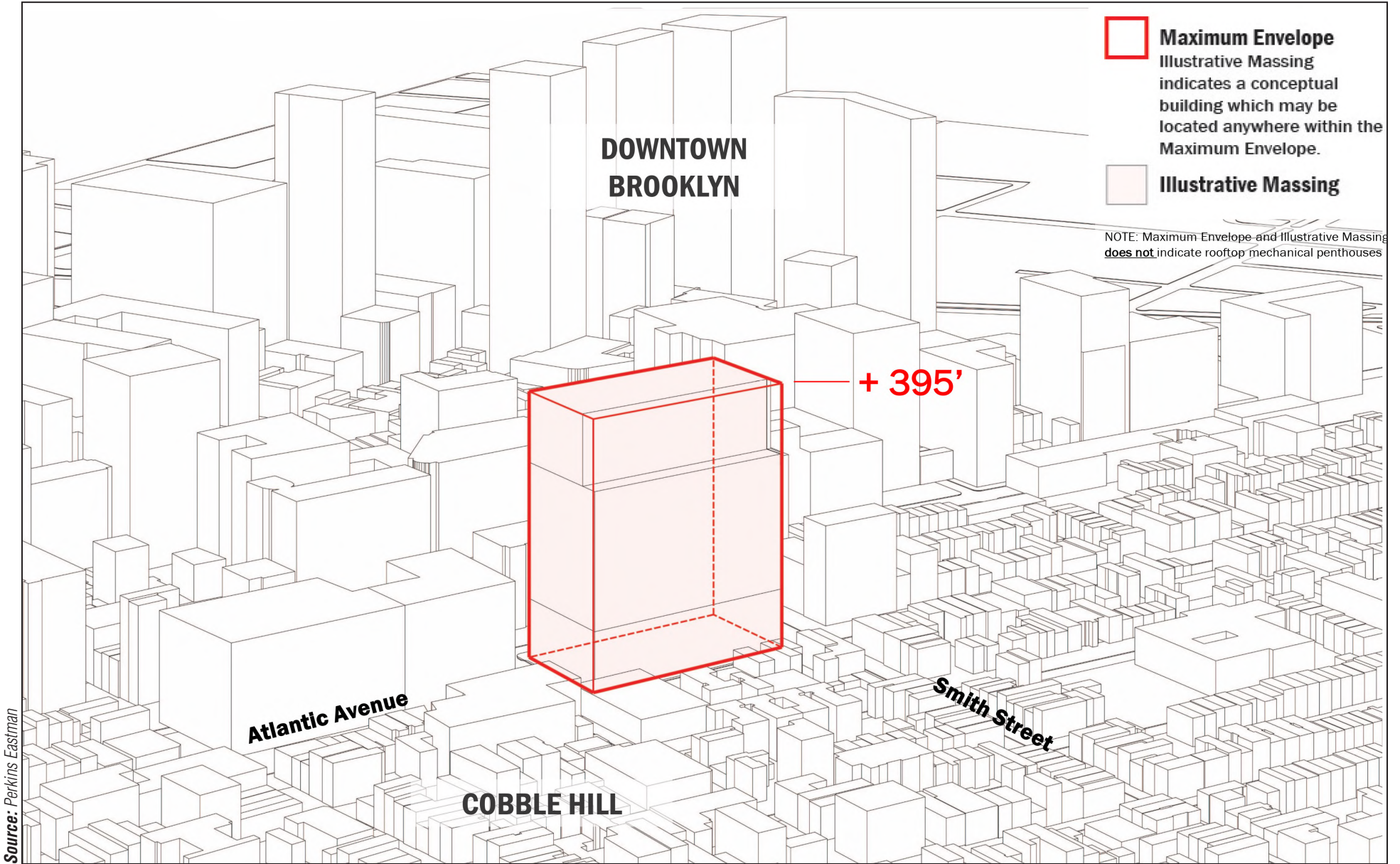
Source: Perkins Eastman

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

For Illustrative Purposes Only



Source: Perkins Eastman

Brooklyn Site - 275 Atlantic Avenue
Illustrative Street Level Rendering

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),¹¹ 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.

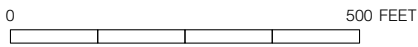
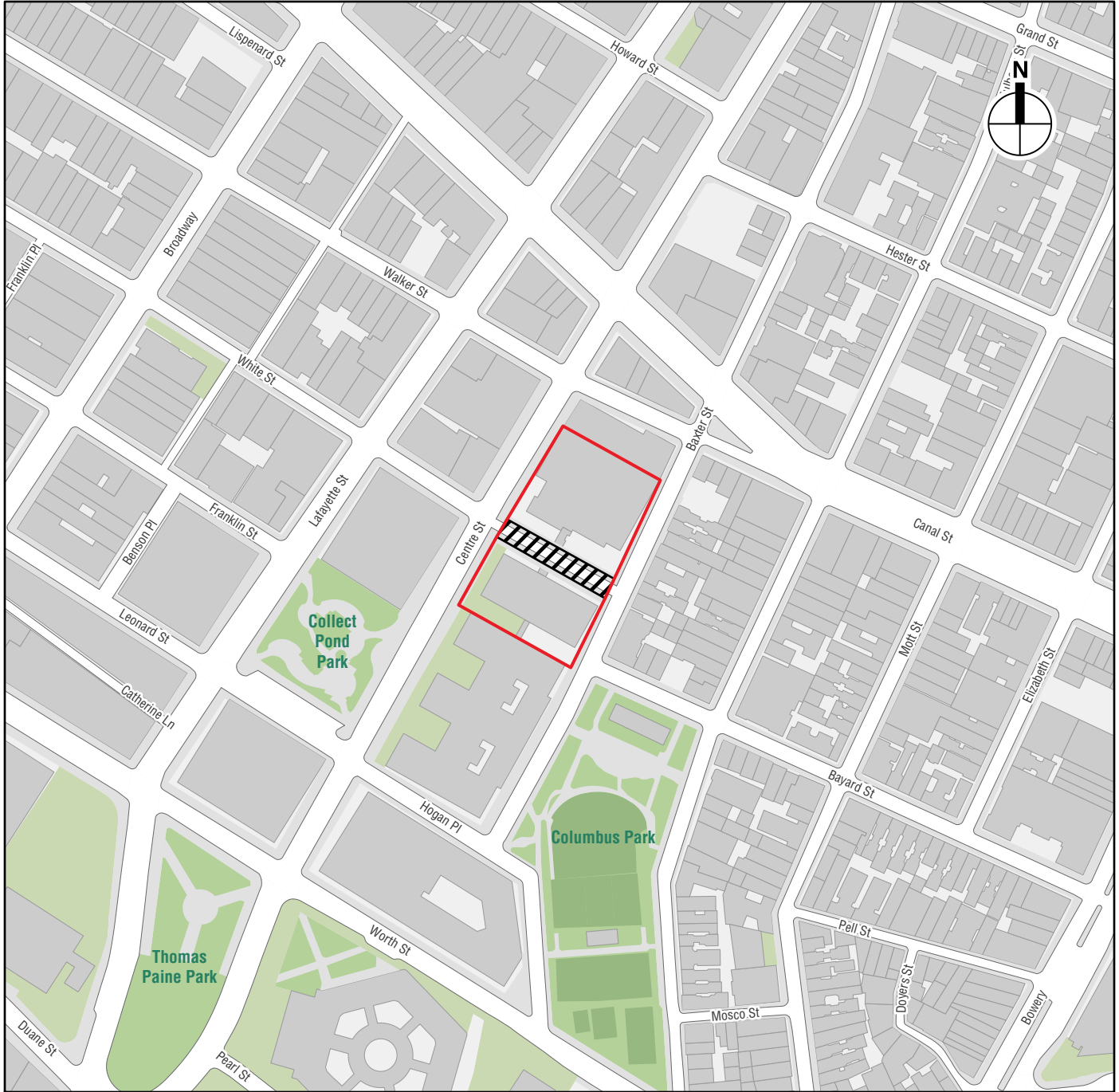
The proposed project would be connected to the Manhattan Criminal Court at 100 Centre Street at the ground level and via upper level pedestrian bridges, with the expectation that the pedestrian bridges would attach to 100 Centre Street at the same points as is the current condition of the pedestrian 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

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

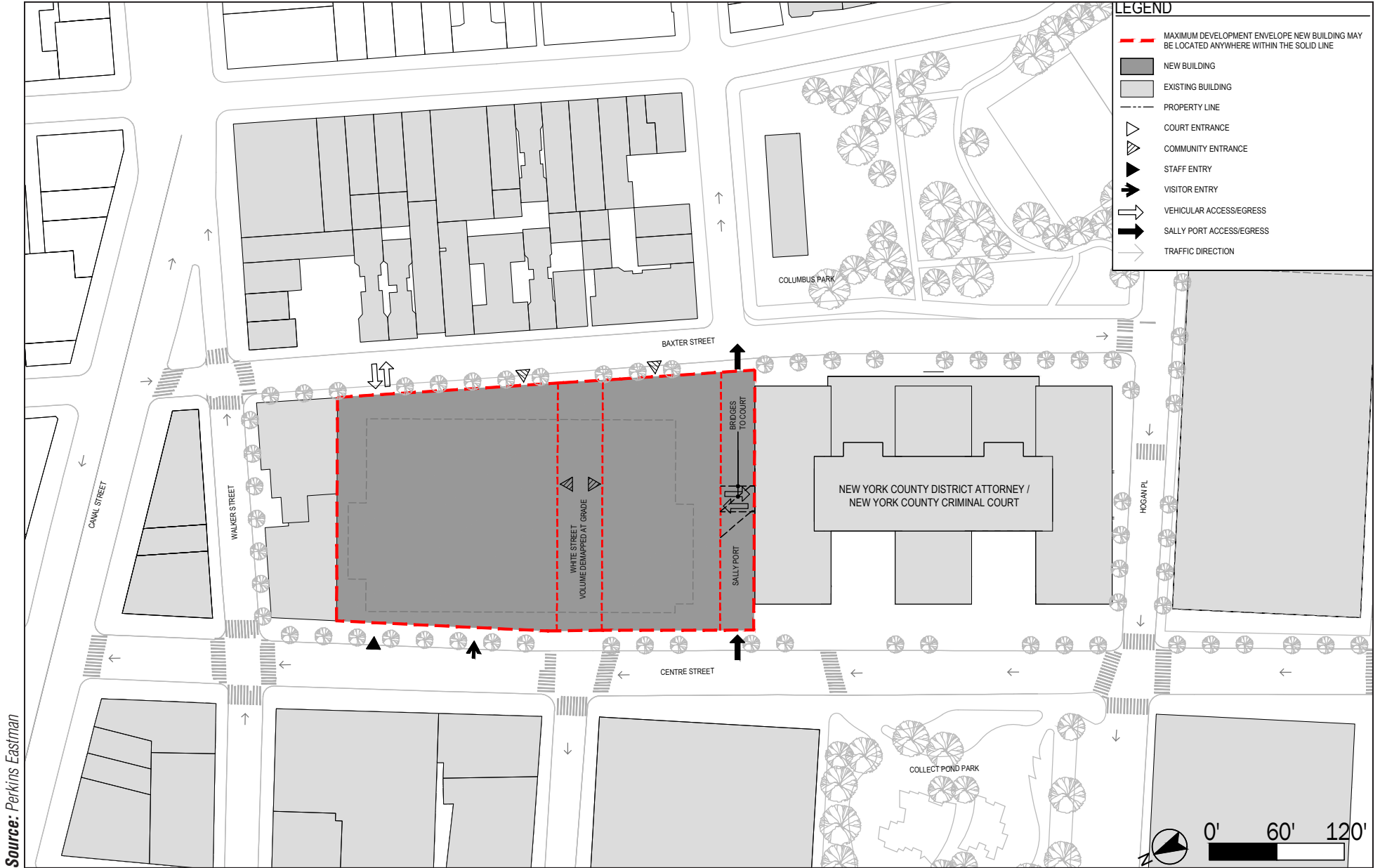
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-  Project Site
-  Proposed Demapped Area

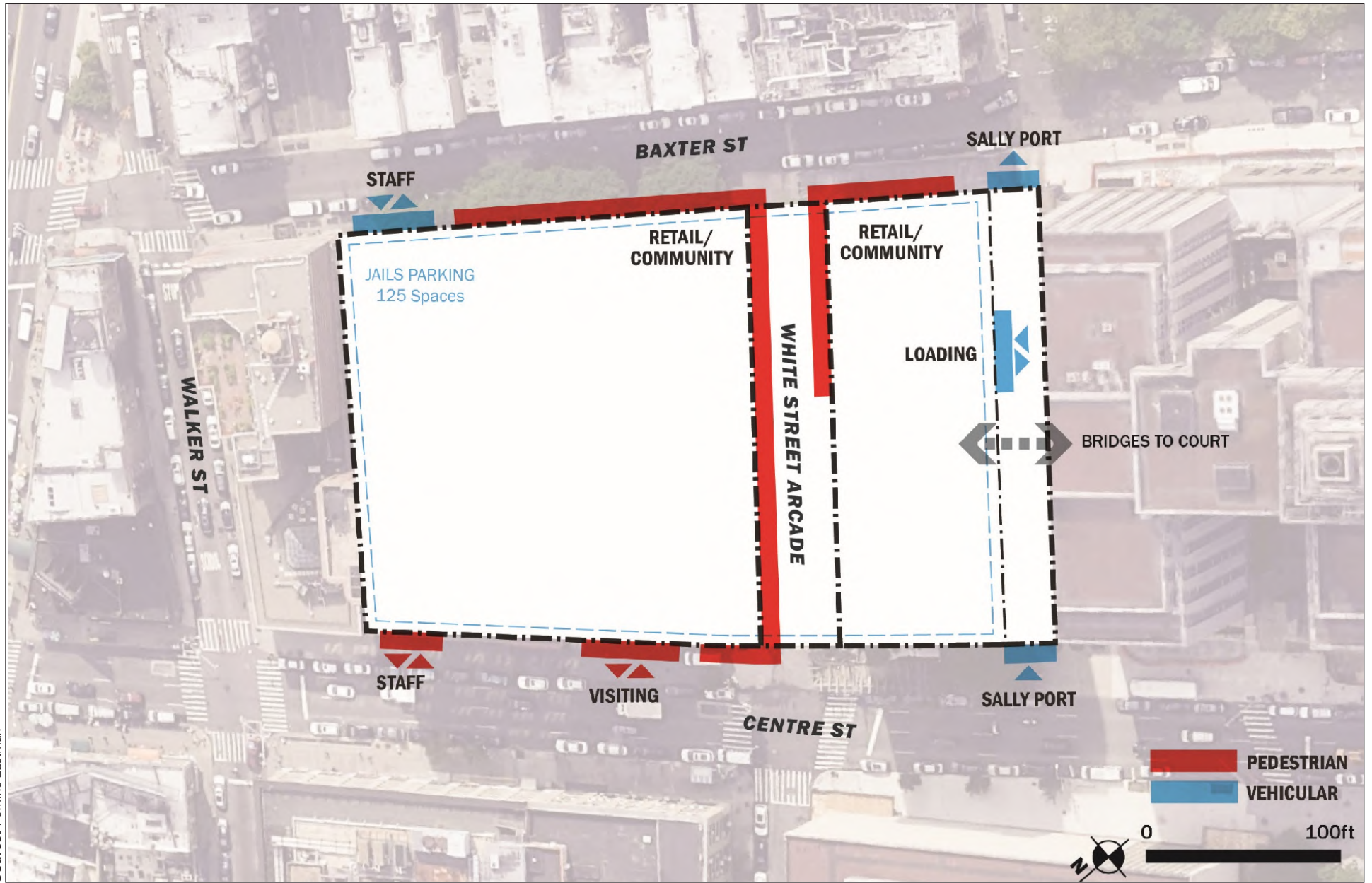


Manhattan Site
 Project Location - 124-125 White Street
Figure 1-15



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

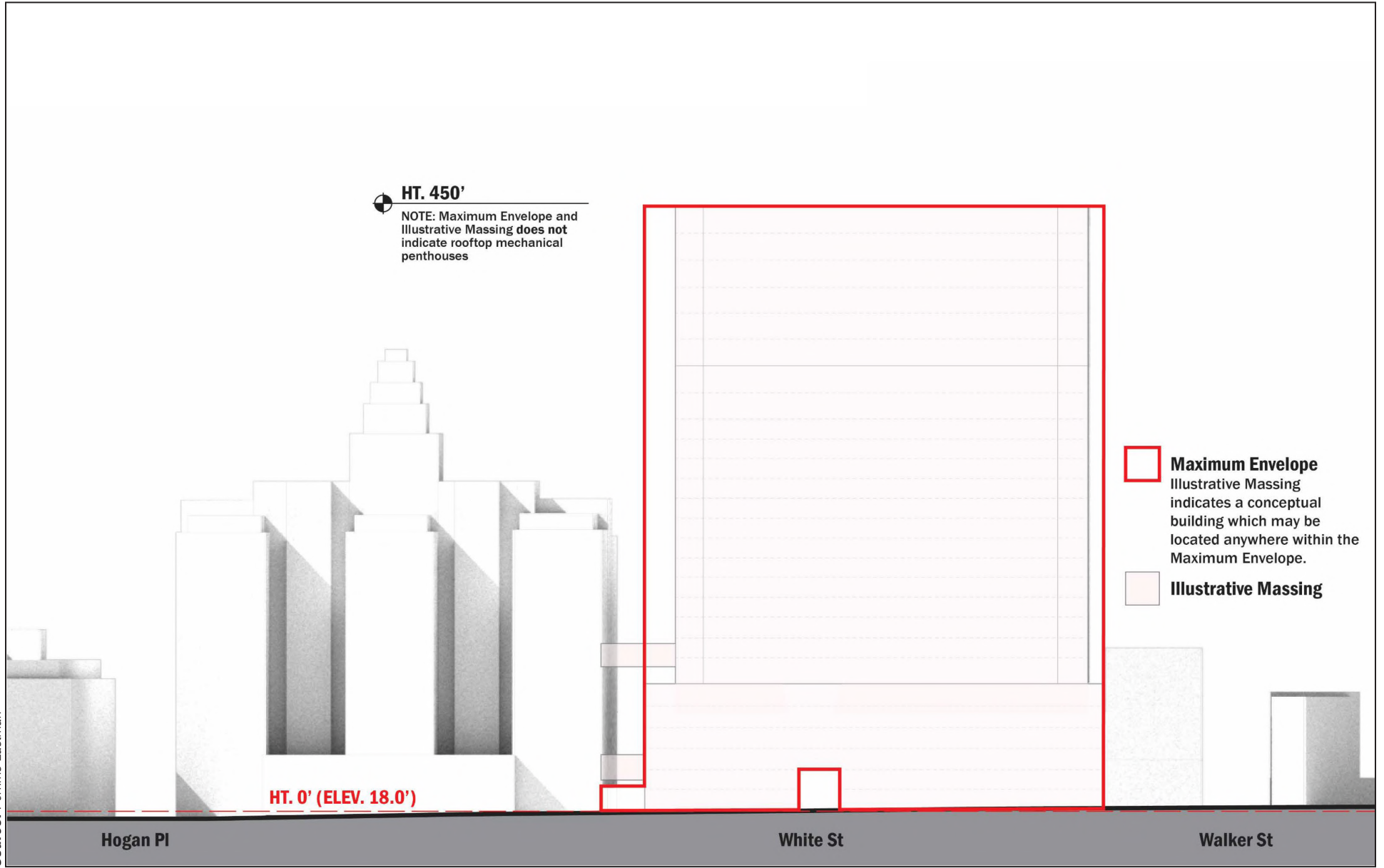
Source: Perkins Eastman



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

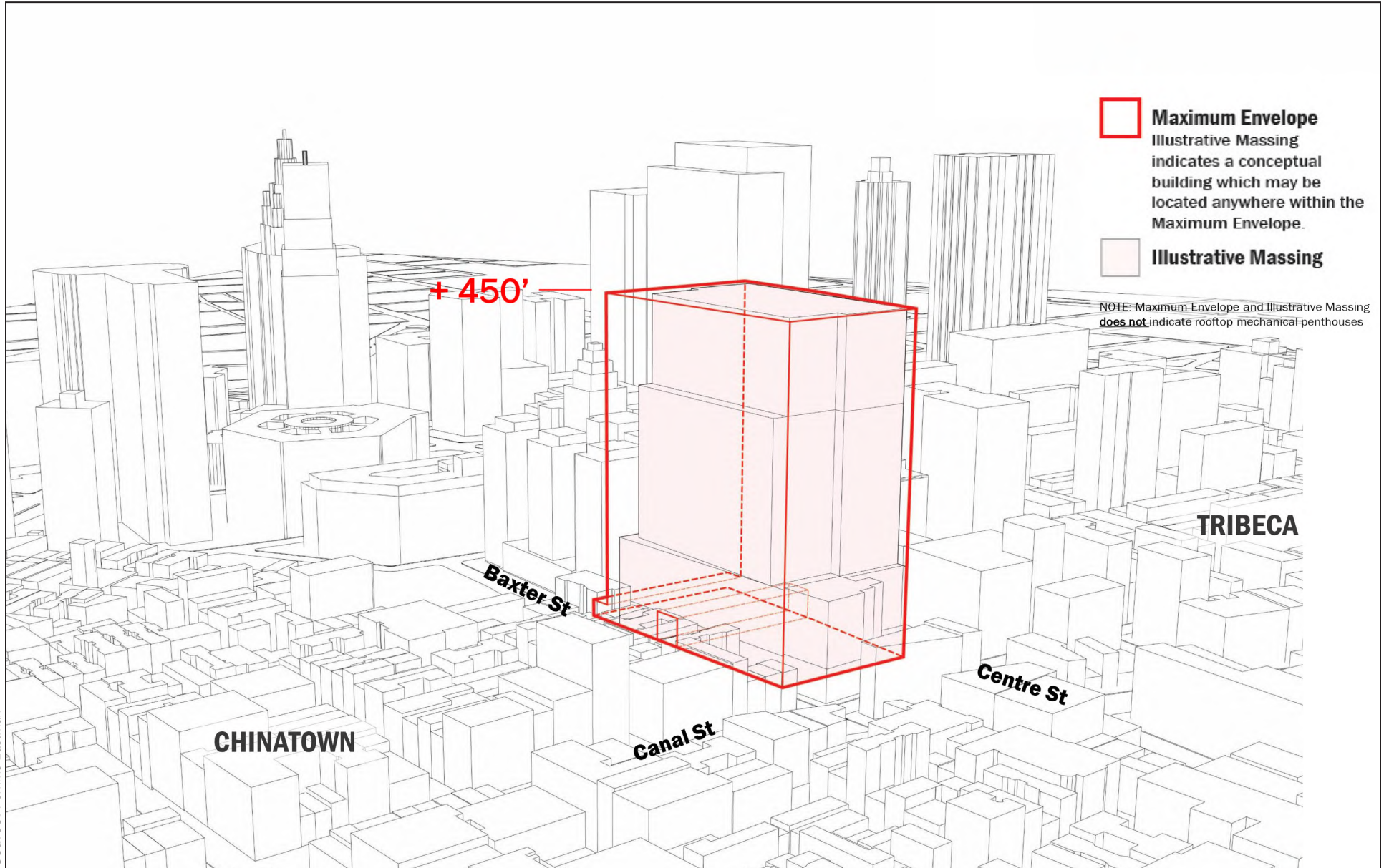
Figure 1-17

Source: Perkins Eastman



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

Source: Perkins Eastman



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

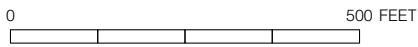
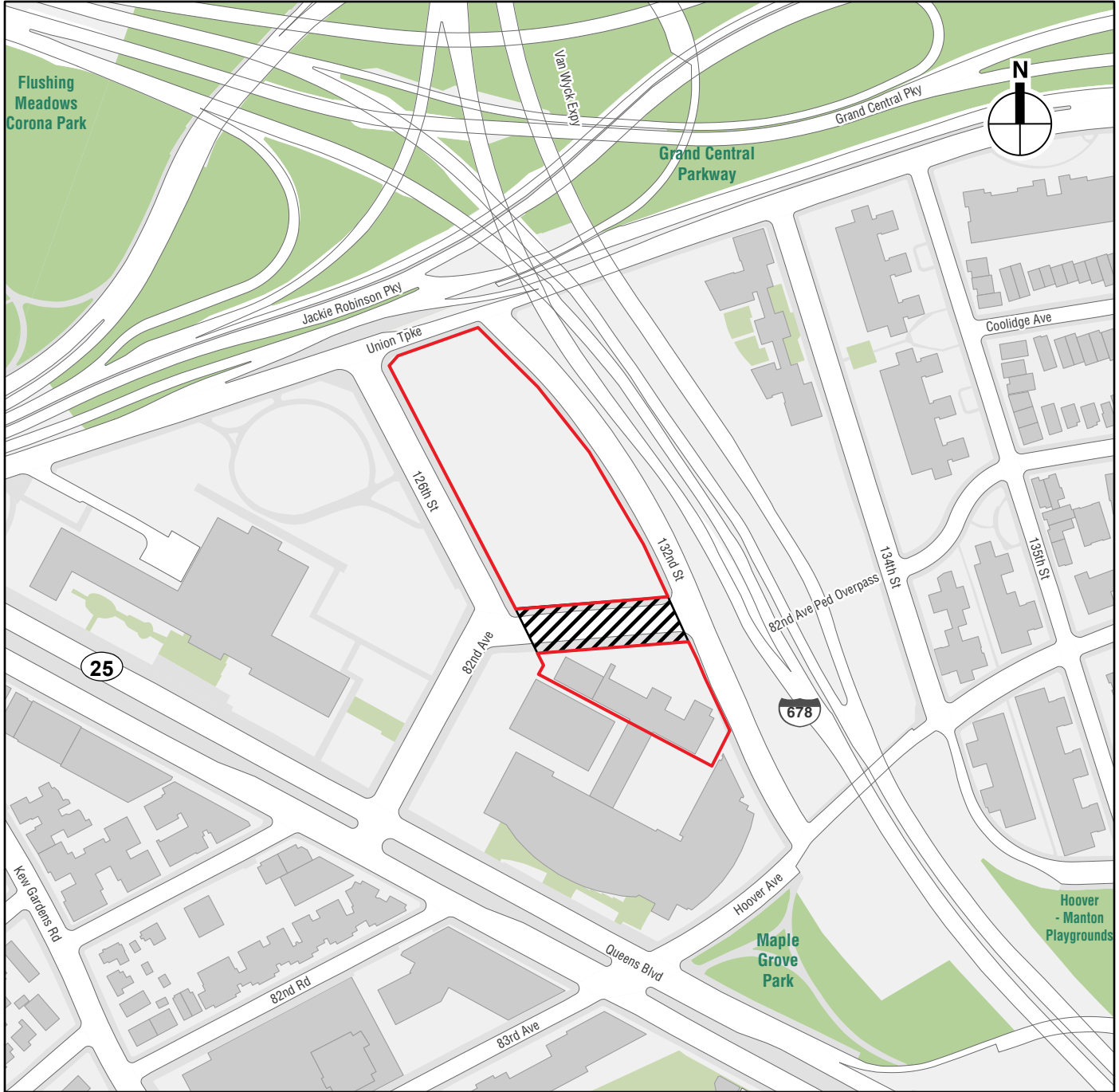
For Illustrative Purposes Only



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,¹² 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**).

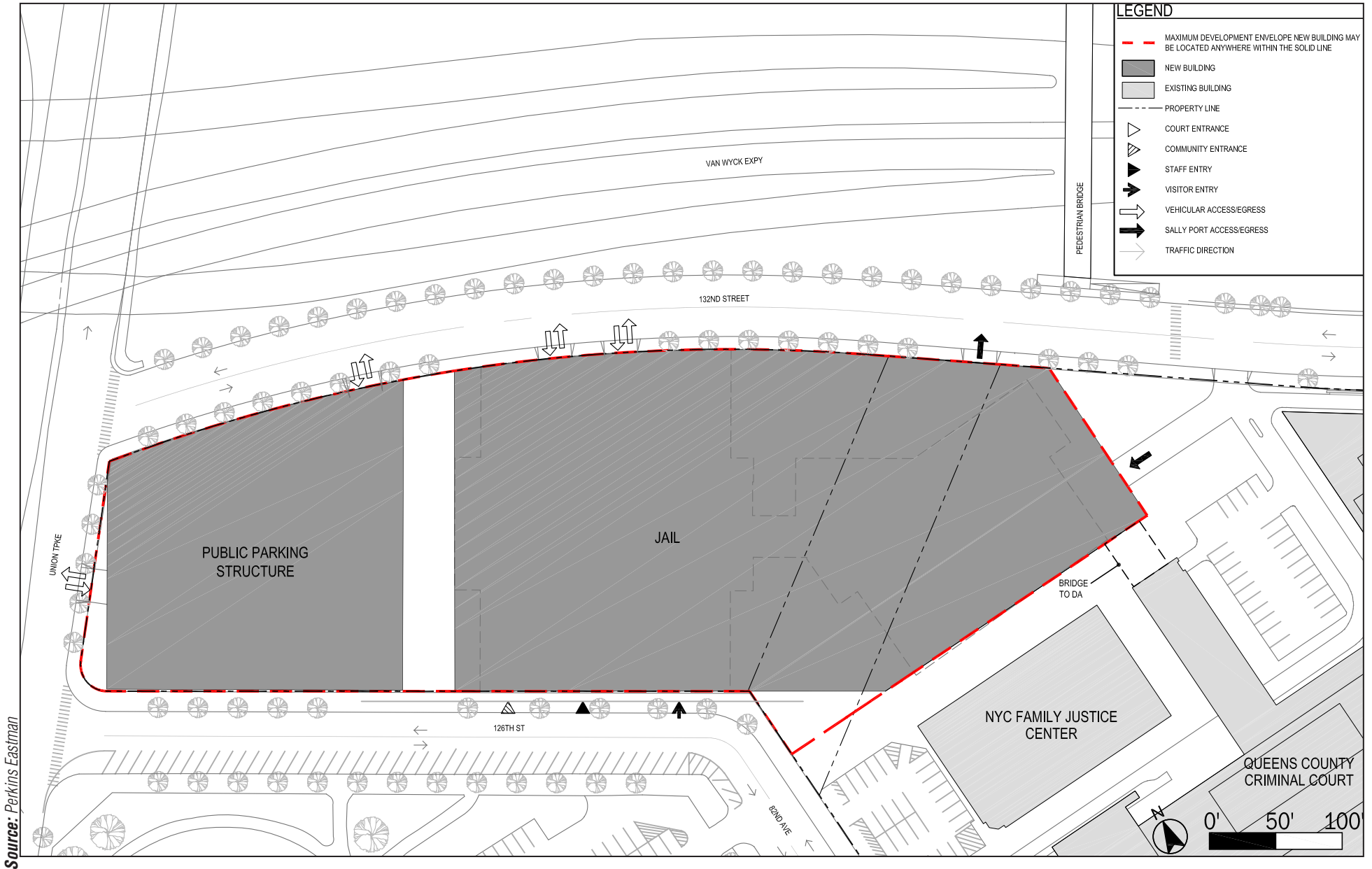
D. PROPOSED ACTIONS

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),¹³ to modify zoning requirements for use; bulk, including an increase in FAR related to prison use;¹⁴ 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**.

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

¹³ 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.

¹⁴ “Prison” is the term used in the New York City Zoning Resolution.



Source: Perkins Eastman

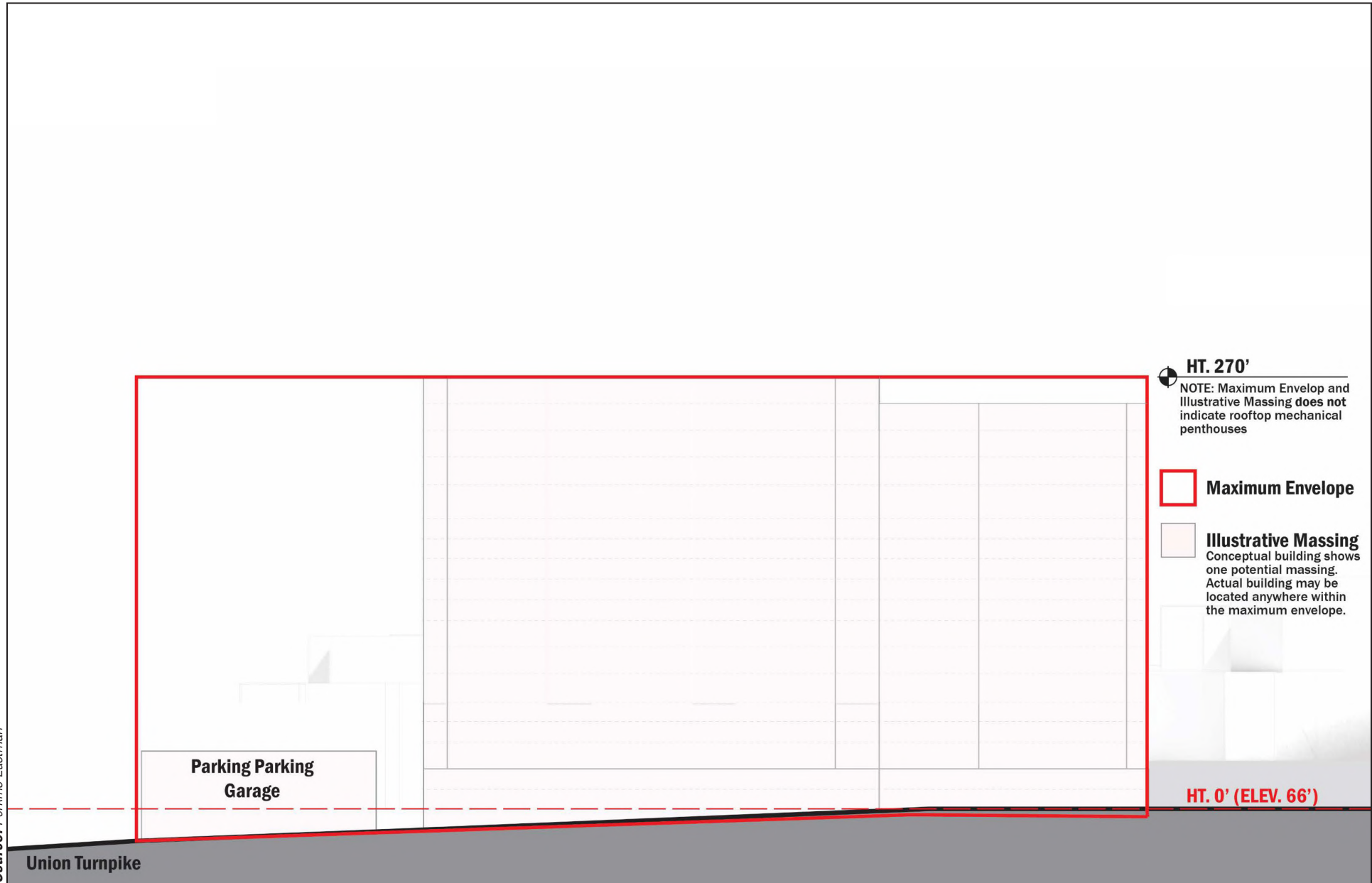
Queens Site - 126-02 82nd Avenue
Site Plan
Figure 1-22

Source: Perkins Eastman



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

Source: Perkins Eastman



HT. 270'
 NOTE: Maximum Envelope and Illustrative Massing does not indicate rooftop mechanical penthouses

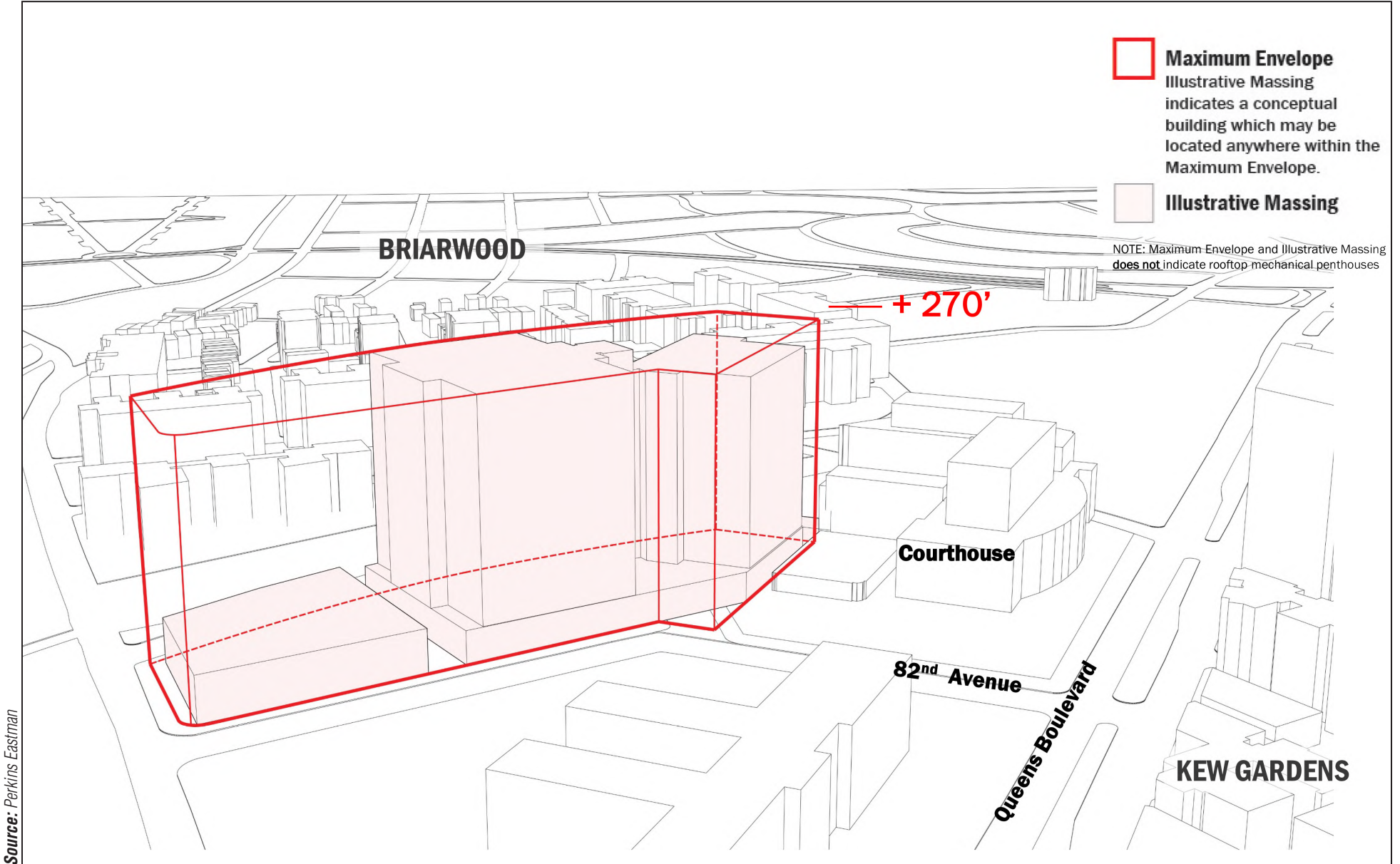
Maximum Envelope

Illustrative Massing
 Conceptual building shows one potential massing. Actual building may be located anywhere within the maximum envelope.

HT. 0' (ELEV. 66')

Union Turnpike

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



Source: Perkins Eastman

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

For Illustrative Purposes Only



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>Note: * The New York City Department of Citywide Administrative Services (DCAS) is a co-applicant for this action.</p> <p>** The New York City Department of Housing Preservation and Development (HPD) is the applicant for this action.</p> <p>*** DCAS is the applicant for this action.</p> <p>Source: 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. *