# New York City Borough-Based Jail System
# Draft Scope of Work to Prepare a
# Draft Environmental Impact Statement
# CEQR No. 18DOC001Y

## A. INTRODUCTION

The City of New York, through the New York City Department of Correction (DOC), 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 located in each of the Bronx, Brooklyn, Manhattan, and Queens. The sites under consideration consist of the following (see **Figure 1**):

- Bronx Site—320 Concord Avenue
- Brooklyn Site—275 Atlantic Avenue
- Manhattan Site—80 Centre Street
- 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 Rikers Island Correctional Facility (Rikers Island), the City committed to closing the jails on Rikers Island. The 2017 report *Smaller, Safer, Fairer*[1] 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.

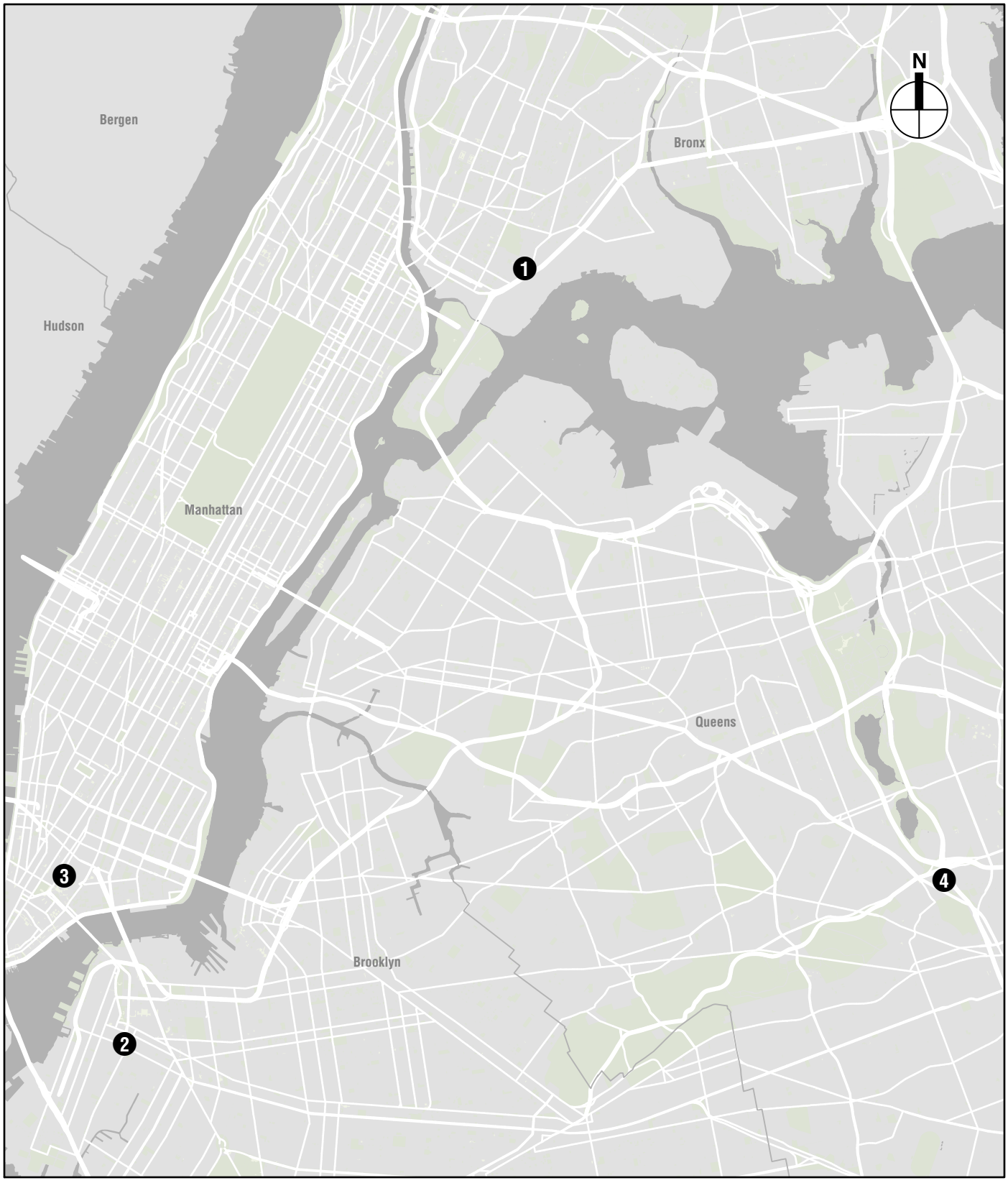
Under the proposed project, all individuals in DOC's custody would be housed in the new borough-based detention facilities and the City would no longer detain people at Rikers Island. Each proposed facility location is City-owned property, but requires a number of discretionary actions that are subject 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. DOC issued a Positive Declaration in accordance with the rules and procedures of the City Environmental Quality Review (CEQR), stating that the proposed project has the potential to result in significant adverse environmental impacts and that a Draft Environmental Impact Statement (DEIS) is to be prepared. This Draft Scope of Work has therefore been prepared for public review as the first step in that CEQR process.

In accordance with the City's DEIS scoping procedures, a series of public scoping sessions have been scheduled to facilitate public review, community engagement, and comment on this Draft Scope of Work. These public scoping sessions will be held as follows:

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

[1] 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 August 12, 2018.

8/13/2018




1. *Bronx Site - 320 Concord Avenue*
2. *Brooklyn Site - 275 Atlantic Avenue*
3. *Manhattan Site - 80 Centre Street*
4. *Queens Site - 126-02 82nd Avenue*

**BOROUGH-BASED NYC JAIL SYSTEM**

Project Overview Map
**Figure 1**

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

Pursuant to the City's Rules of Procedure for CEQR, written comments on this Draft Scope of Work will also be accepted by DOC through October 15, 2018, and should be sent to Howard Fiedler at 75-20 Astoria Boulevard, Suite 160, East Elmhurst, NY 11370 or emailed to boroughplan@doc.nyc.gov

After the public review period, a Final Scope of Work will be prepared and issued and that Final Scope of Work will be the basis for the DEIS, which will analyze the potential environmental impacts of the proposed project. Additional opportunities for public engagement will continue after the Final Scope of Work is issued as part of the public review process for the DEIS and ULURP. For more details, please go to rikers.cityofnewyork.us.

## B. BACKGROUND

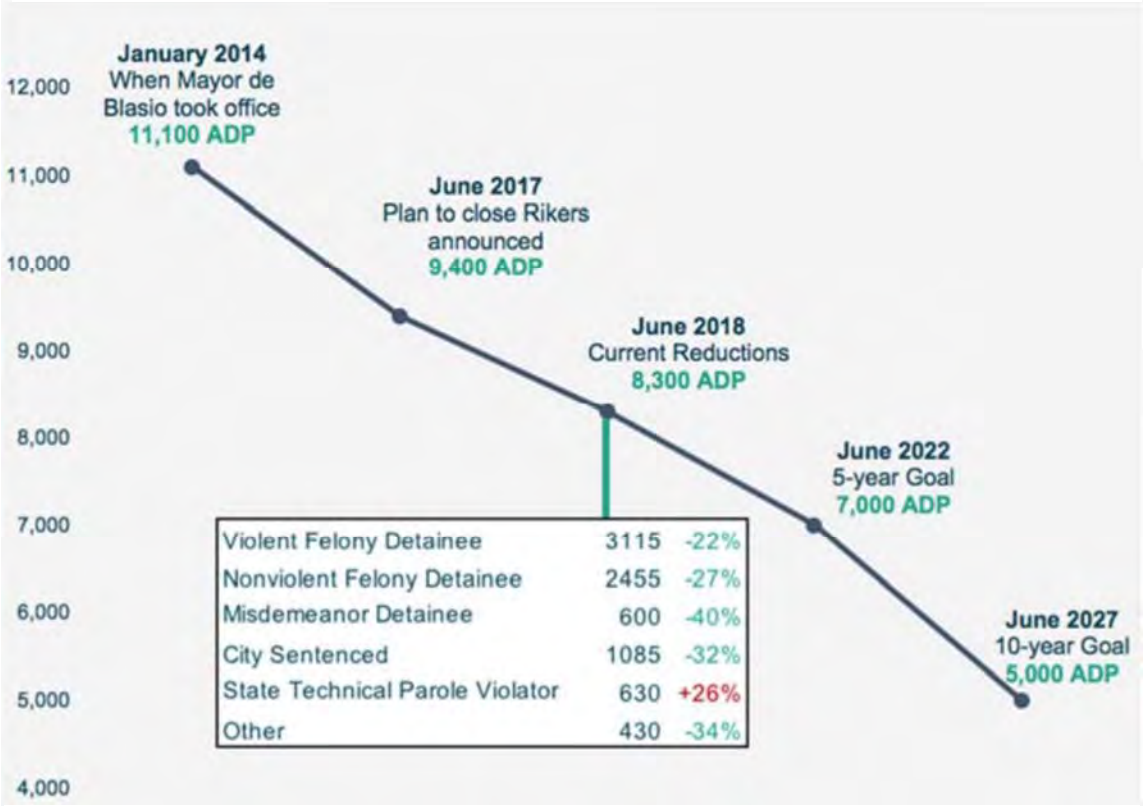
### HISTORICAL CHANGES IN THE CRIMINAL JUSTICE PROCESS

In the last four years, New York City has experienced an acceleration in the trends that have 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 27 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 76 percent in the last thirty years and by 13 percent in the last four. 2017 was the safest year in CompStat[2] history, with homicides down 13 percent, and shootings down 21 percent. New York City's historical and durable decline in crime rates is 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, allowing 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, 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. One year later, the population has dropped to 8,300, a 12 percent decline that puts the City ahead of schedule in its efforts to reduce the population (see **Chart 1**).

[2] CompStat, short for Compare Statistics, is an organizational management tool for police departments that is used to reduce crime.

**Chart 1**
**NYC Average Daily Population (ADP) 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 13 percent in the City in the last four years. While not every person arrested spends time in jail, every 1 percent drop in crime results in 60 fewer people in jail on any given day.
- **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 60 percent of the total reduction of people in jail to date. These include major investments in diversion (preventing more than 9,000 people from entering jail); alternatives to jail sentences; making it easier to pay bail through funding bail expediters; 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[3] in April 2015, the number of cases pending for more than one year has declined 37 percent (140 cases).

## 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 13,400 people in detention in nine jail facilities. 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, the 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.

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 appointments. DOC must transport more than 1,000 people on and off the Island each day for court appearances, and this inevitably causes some to miss court appearances and off-site treatment dates. Missed court appearances can further draw out case timelines and cause other disruptions to court schedules, and missing appointments can result in potentially adverse consequences for people who are detained in other ways.

Finally, the transformative vision contemplated under the City's proposal cannot be achieved through renovations of the current the facilities on Rikers Island since these buildings have an average age of more than 40 years, with even the newest facility dating back to 1991.

## 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, and the Vernon C. Bain Center. These facilities can accommodate a total of about 2,500 people in detention. The Brooklyn Detention Complex and Queens Detention Complex are located on sites that are proposed for redevelopment with modern detention facilities under the proposed project and are described in Section C, "Project Description," below. 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 intake processing. It is located in the East River near the Hunts Point neighborhood of the Bronx.

[3] 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.

The Manhattan Detention Complex is located at 124 White Street and 125 White Street and consists of a North Tower and a South Tower with a total of approximately 387,800 gsf of court and detention center uses and approximately 1,000 existing beds for people in detention. An aerial walkway above White Street connects the North Tower to the South Tower of the detention complex. The North Tower was opened in 1990. The South Tower, formerly the Manhattan House of Detention was opened in 1983, after a complete remodeling. The complex houses men in detention, most of them undergoing the intake process or facing trial in Manhattan.

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 the existing facilities 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, sunlight, and social spaces.

### PROJECTED REDUCTIONS IN THE NUMBER OF PEOPLE IN THE CITY'S JAILS

Admissions and length of stay are the two drivers that determine the size of the population in city 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 by 25 percent, from approximately 9,400 to approximately 7,000 people over the next five years, with the goal of achieving a total average population of 5,000 by 2027.[4] One year following the release of *Smaller, Safer, Fairer*, the City's jail population has decreased to 8,300, a decrease of 12 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 ending the use of Rikers Island as a detention facility, has allowed the City of New York, through DOC, to propose to implement 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 at Rikers Island. One facility will be located in each of the Bronx, Brooklyn, Manhattan, and Queens. Each of the proposed facilities would provide approximately 1,510 beds to house people in detention. In total, the proposed project would provide approximately 6,040 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, health, 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 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

[4] 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/.

between people who are detained to families and communities through allowing people to remain closer to their loved ones, which allows better engagement of 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.

Each facility would be designed to minimize the effect on the surrounding neighborhood urban design 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 smaller housing units 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.

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, infirmary 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.

The program components for each site are summarized in **Table 1**.

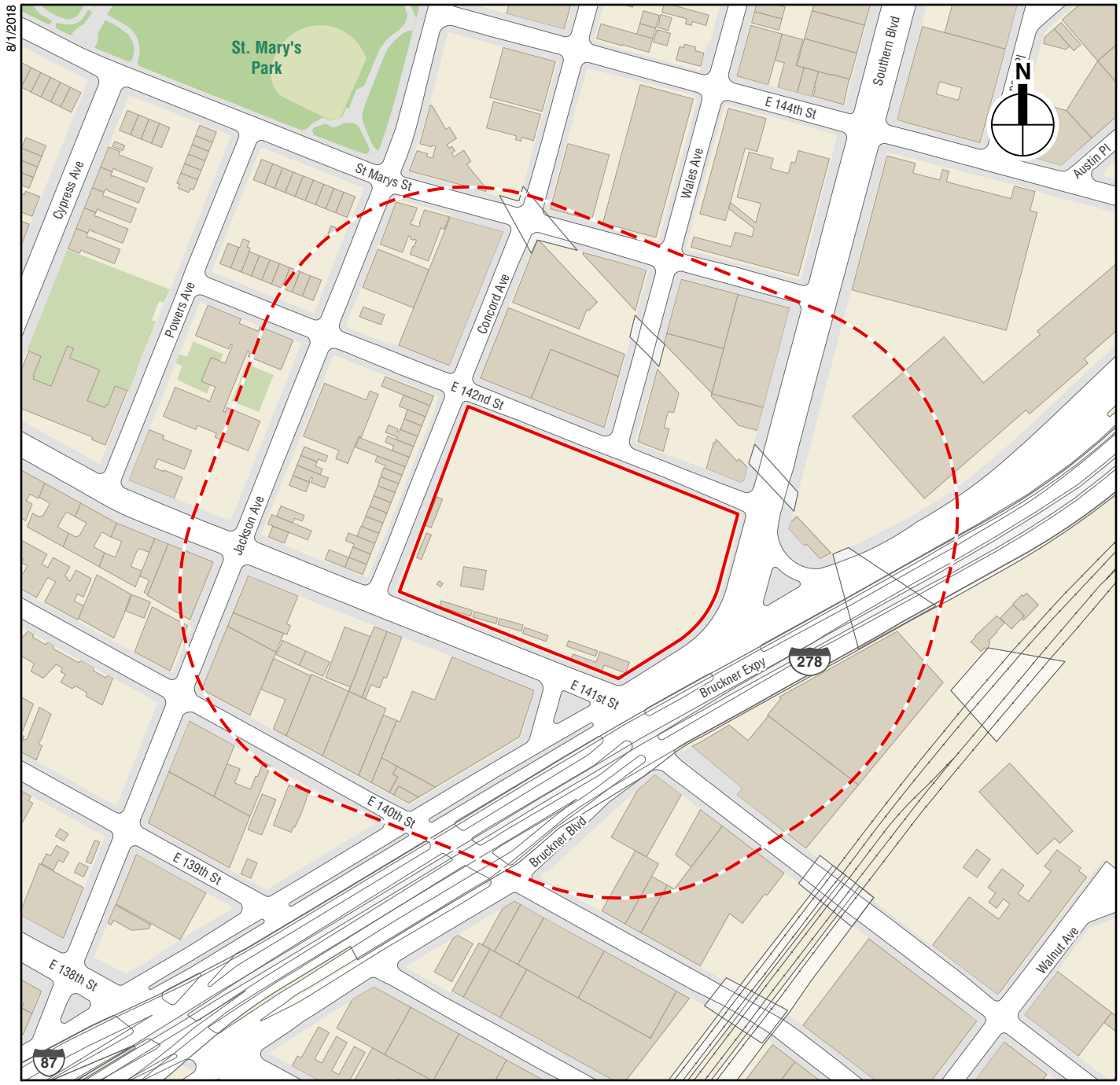
**Table 1**
**Program Components by Project Site**

| Site Name | Address | Housing for People in Detention | Support Services[1] | Community Space and/or Retail[2] | Centralized Care Services | Court/Court-Related Facilities | Parking | Residential Use | Maximum Zoning Height (in feet)[3] |
|---|---|---|---|---|---|---|---|---|---|
| Bronx | 320 Concord Avenue | 1,510 beds | Y | Y | N | Y | Y *(accessory)* | Y | 275 |
| Brooklyn | 275 Atlantic Avenue | 1,510 beds | Y | Y | N | N | Y *(accessory)* | N | 430 |
| Manhattan | 80 Centre Street | 1,510 beds | Y | Y | N | Y | Y *(accessory)* | N | 432.5 |
| Queens | 126-02 82nd Avenue | 1,510 beds | Y | Y | Y | N | Y *(accessory and public)* | N | 310 |

**Notes:**
1) Support services include public entrance and lobby, visitation space, space for quality educational programming and services for people in detention, health services, infirmary and therapeutic units, and administrative space.
2) At the Brooklyn Site, the community space may be used for ground-floor retail uses.
3) Maximum height is based on conceptual designs for each facility and does not include possible rooftop mechanical penthouses.
**Source:** Perkins Eastman.

## BRONX SITE

The Bronx Site is located at 320 Concord Avenue (Block 2574, Lot 1) in the Mott Haven neighborhood of the Bronx Community District 1 (see **Figure 2**). The site is within the block




Bronx Site
Project Location - 320 Concord Avenue

**BOROUGH-BASED NYC JAIL SYSTEM**

**Figure 2**

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 in use as the NYPD's Bronx Tow Pound. The site contains a small office structure and 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. The location of the new tow pound has not yet been determined and relocation of the tow pound would be subject to a future planning and public review process, including separate approvals and environmental review as necessary.

The proposed project would redevelop the eastern portion of the site with a new detention facility containing approximately 1,500,000 gsf, including approximately 1,510 beds for people in detention; support space; community facility space; possible court/court-related facilities; and approximately 520 accessory parking spaces. Because this site is not adjacent to an existing courthouse, the proposed facility would also include space for arraignment court facilities to provide booking/processing space, pre-arraignment holding cells, and arraignment courtrooms. Access to the court facilities space would be from East 141st Street. Loading and the sallyport[5] entrance would be on the western portion of the building (see **Figures 3 and 4)**. The maximum zoning height for the purposes of analysis would be approximately 275 feet tall (see **Figure 5**).

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. 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 proposed building is assumed to contain approximately 209,000 gsf of floor area, with approximately 31,000 gsf of ground floor retail and approximately 234 dwelling units, which would include affordable units. The proposed zoning would permit a maximum zoning height of 145 feet and a maximum FAR of 6.0.

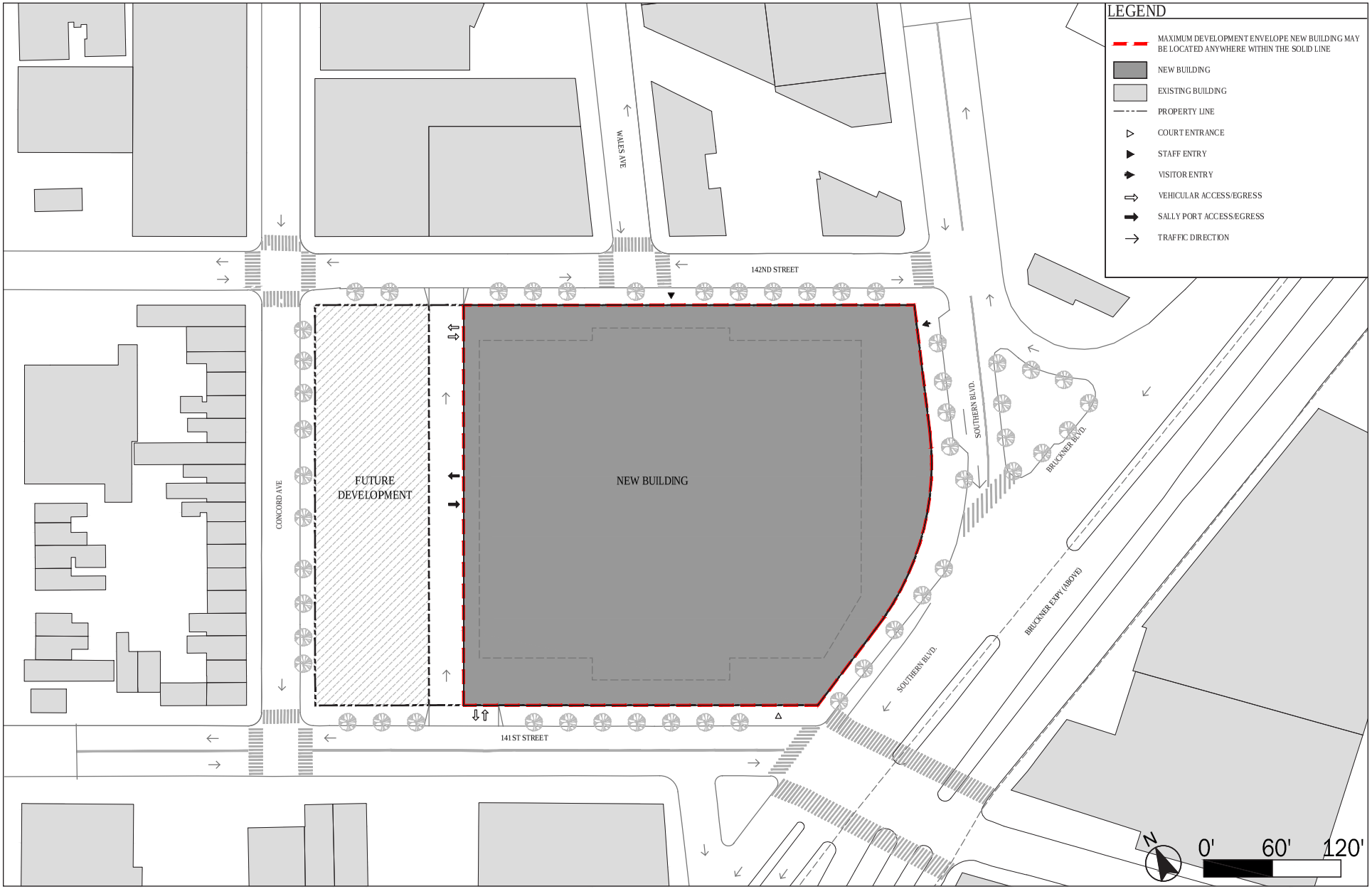
**BROOKLYN SITE**

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 6**). The site occupies the entire block bounded by Atlantic Avenue, Smith Street, State Street, and Boerum Place. There is a tunnel below State Street that connects this site to the Brooklyn Central Courts Building at 120 Schermerhorn Street. The site is within a C6-2A zoning district.

The site contains the existing Brooklyn Detention Complex. Opened in 1957, this detention facility has 815 beds for those undergoing the intake process or awaiting trial in Brooklyn or Staten Island courts.

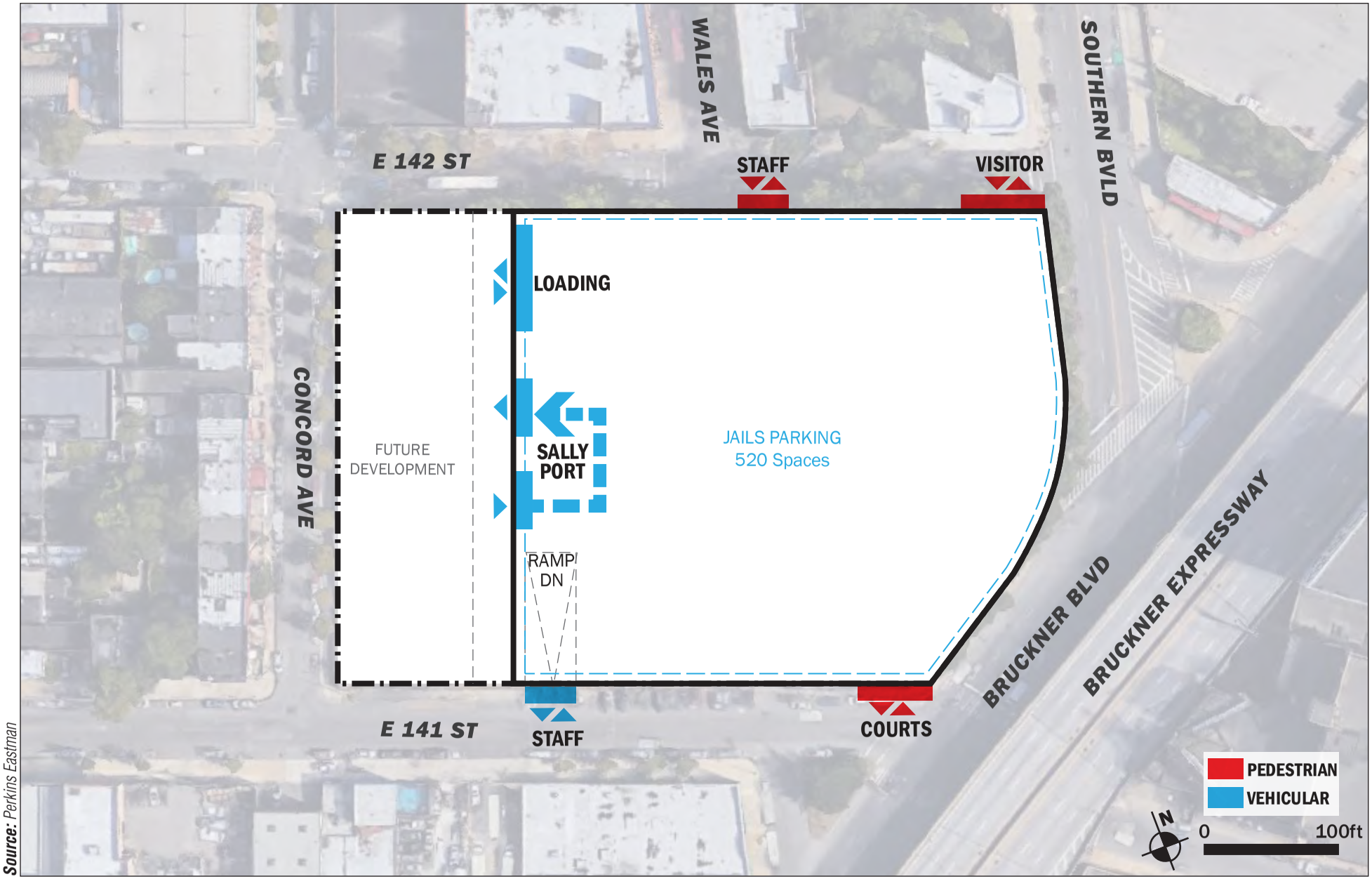
The proposed project would replace the existing Brooklyn Detention Complex with a new detention facility containing approximately 1,400,000 gsf, including approximately 1,510 beds for people in detention; support space; community facility and/or retail space; and approximately 277 accessory parking spaces. 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

[5] A sallyport is a secured, controlled entryway.




***Source:*** *Perkins Eastman*

Bronx Site - 320 Concord Avenue
Site Plan




*Source: Perkins Eastman*

Bronx Site - 320 Concord Avenue
Access/Circulation Plan

**Figure 4**



*Source: Perkins Eastman*

Bronx Site - 320 Concord Avenue
Elevation


Brooklyn Site
Project Location - 275 Atlantic Avenue

**BOROUGH-BASED NYC JAIL SYSTEM**

**Figure 6**

Street and sallyport access would be located on Smith Street and State Street (see **Figures 7 and 8**). The maximum zoning height for the purposes of analysis would be approximately 430 feet tall (see **Figure 9**).

**MANHATTAN SITE**

The Manhattan Site is located at 80 Centre Street (Block 166, Lot 27) in the Civic Center neighborhood of Manhattan Community District 1 (see **Figure 10**). The site is the entire block bounded by Centre Street, Hogan Place (the extension of Leonard Street), Baxter Street, and Worth Street. The site would also involve the demapping of Hogan Place between Centre Street and Baxter Street to facilitate the construction of pedestrian bridges connecting the proposed detention facility to existing court facilities to the north (pedestrian access along Hogan Place would be maintained). The site is within a C6-4 zoning district.

The site contains the nine-story, approximately 640,000-gsf Louis J. Lefkowitz State Office Building, which houses the Manhattan District Attorney ("Manhattan DA"), Office of the City Clerk, Manhattan Marriage Bureau, courtrooms, other court-related offices, and other city agency offices. It is expected the Manhattan DA's office would be relocated to new office space in the South Tower of the Manhattan Detention Complex at 125 White Street. During construction of the proposed facility at 80 Centre Street, the existing courtrooms may be temporarily relocated to the North Tower of the Manhattan Detention Complex at 124 White Street if necessary. Court-related facilities would be included in the proposed facility at 80 Centre Street. The remaining existing office uses would be relocated to a nearby office site(s) to be determined.

The proposed project would redevelop the existing office building with a new detention facility containing approximately 1,560,000 gsf, including approximately 1,510 beds for people in detention; support space; community facility space; possible court/court-related facilities; and approximately 125 accessory parking spaces. The potential court facilities at this site would consist primarily of court-related uses that are currently located on the site and would be retained in the proposed detention facility. The community facility space would be located along Worth Street and Baxter Street. Loading functions and a sallyport would be located along Hogan Place (see **Figures 11 and 12)**. Court facilities would be accessed from Centre Street. The proposed detention facility would include pedestrian bridges over Hogan Place to provide access to the existing court facilities to the north. The maximum zoning height for the purposes of analysis would be approximately 432.5 feet tall (see **Figure 13**).

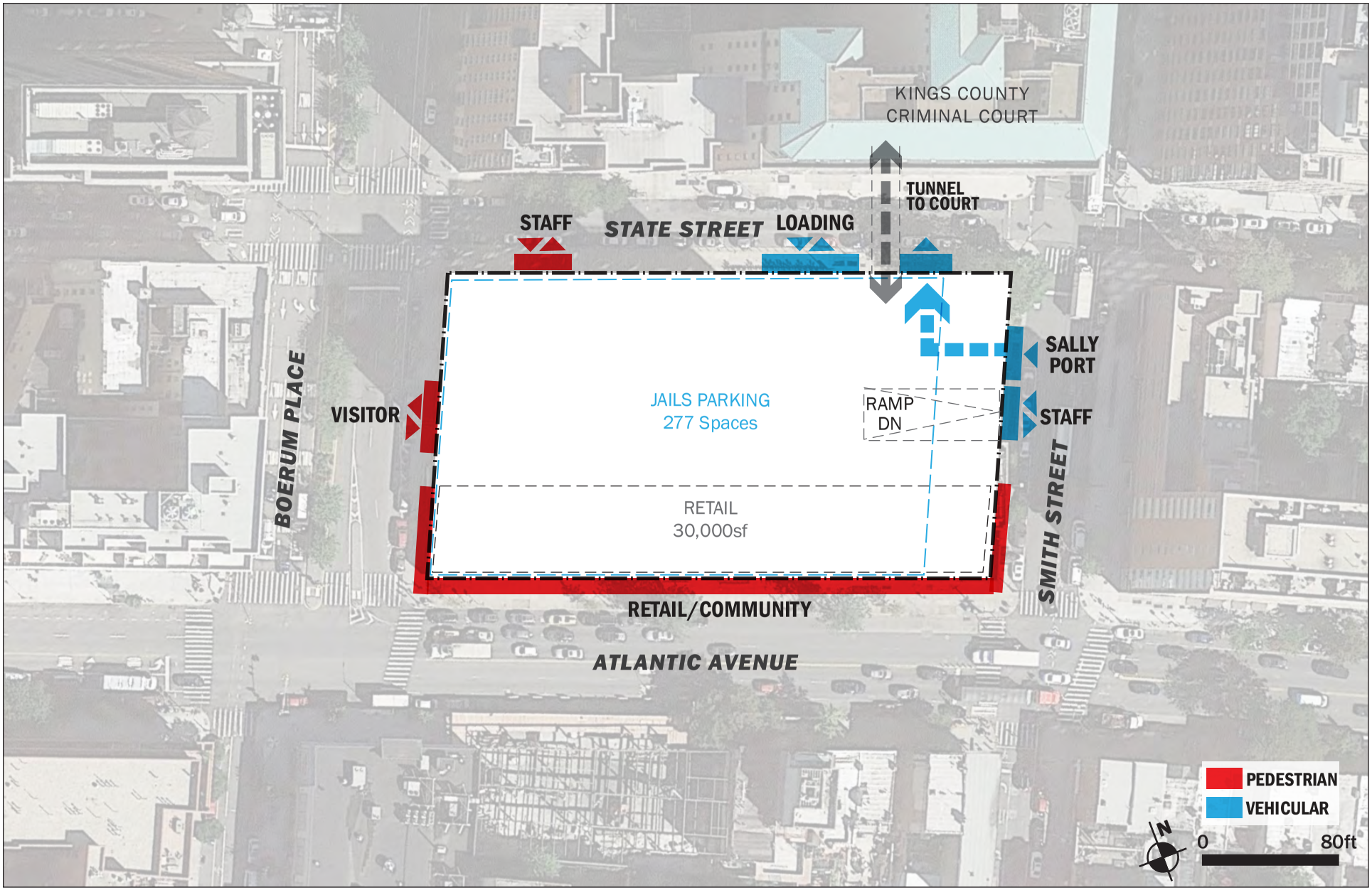
The redevelopment of 80 Centre Street as part of the proposed project would allow for the potential closure and reuse or redevelopment of the North Tower of the Manhattan Detention Complex in the future. The future use of the North Tower has not been determined. Any proposal to redevelop the North Tower of the Manhattan Detention Complex, should it move forward, would be subject to future planning and public review processes, including a separate approval and environmental review.

**QUEENS SITE**

The Queens Site is located at 126-02 82nd Avenue and 80-25 126th Street (Block 9653, p/o Lots 1 and 100; Block 9657, Lot 1) in the Queens Civic Center area of the Kew Gardens neighborhood of Queens Community District 9 (see **Figure 14**). The site occupies the northern portion of an irregularly shaped parcel bounded by 132nd Street, 82nd Avenue, Queens Boulevard, and Hoover 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

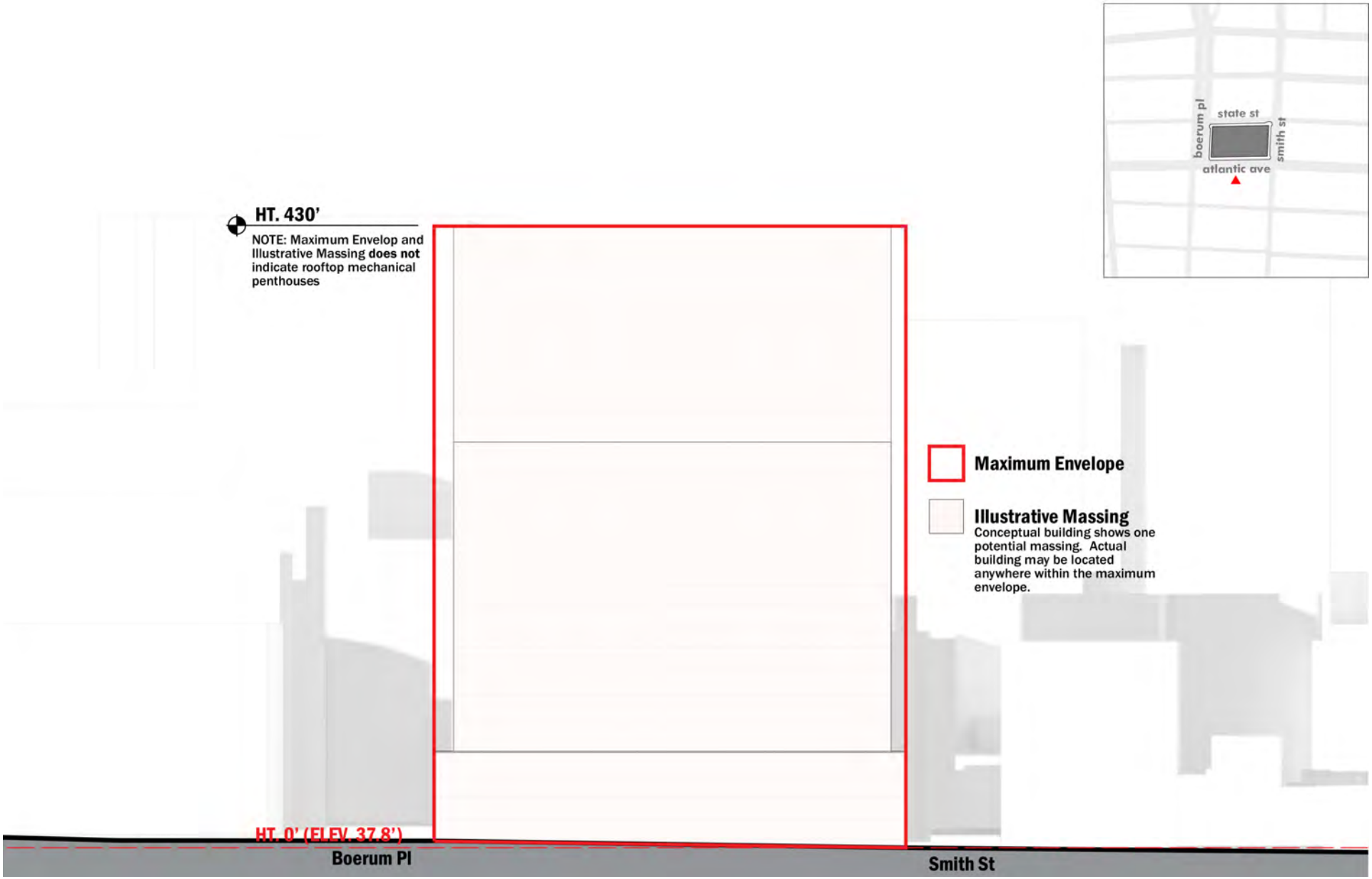

***Source:*** *Perkins Eastman*

Brooklyn Site - 275 Atlantic Avenue
Site Plan
**Figure 7**




Source: Perkins Eastman

Brooklyn Site - 275 Atlantic Avenue
Access/Circulation Plan




*Source: Perkins Eastman*

Brooklyn Site - 275 Atlantic Avenue
Elevation

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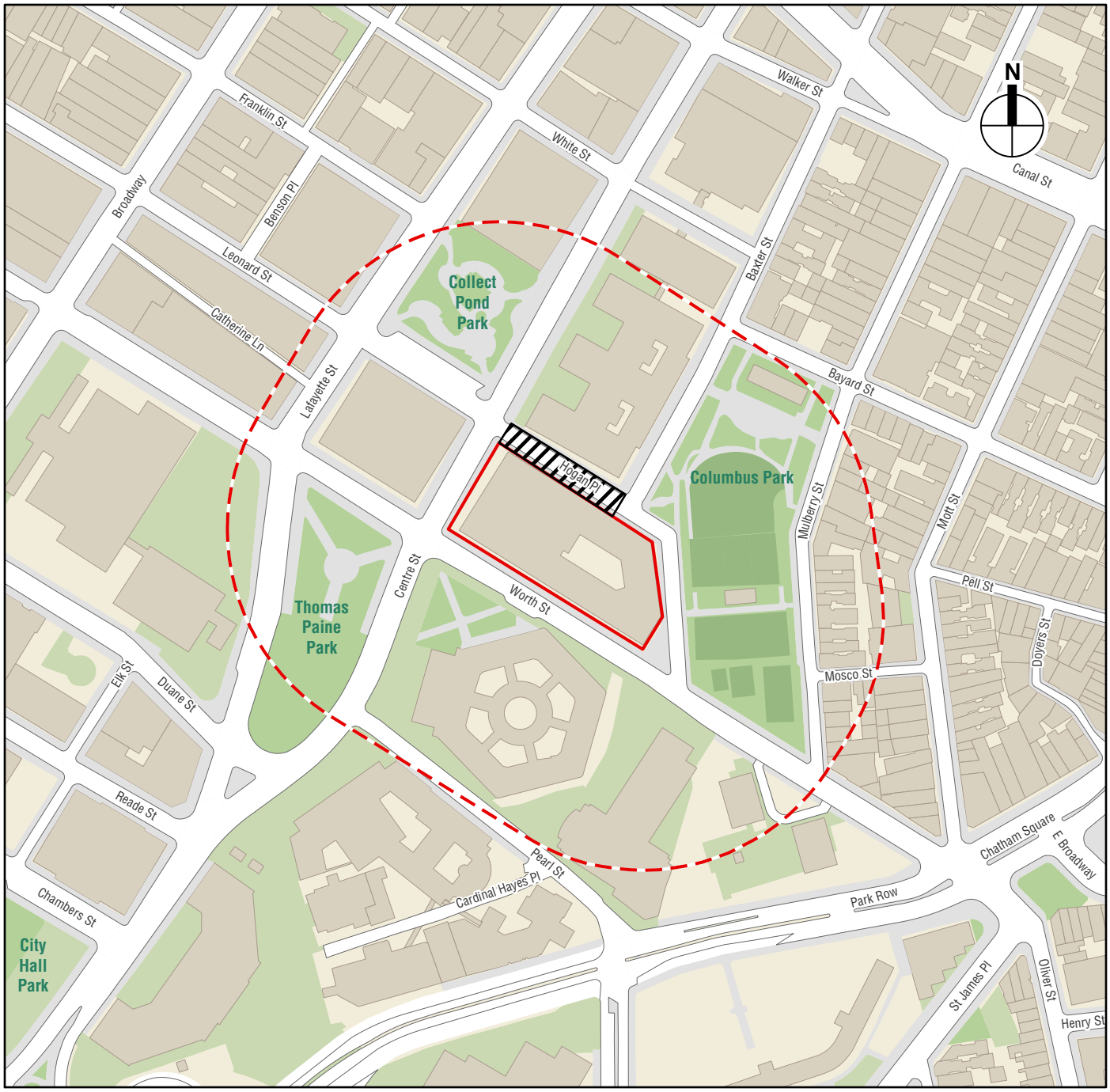



0 200 FEET

*Project Site*

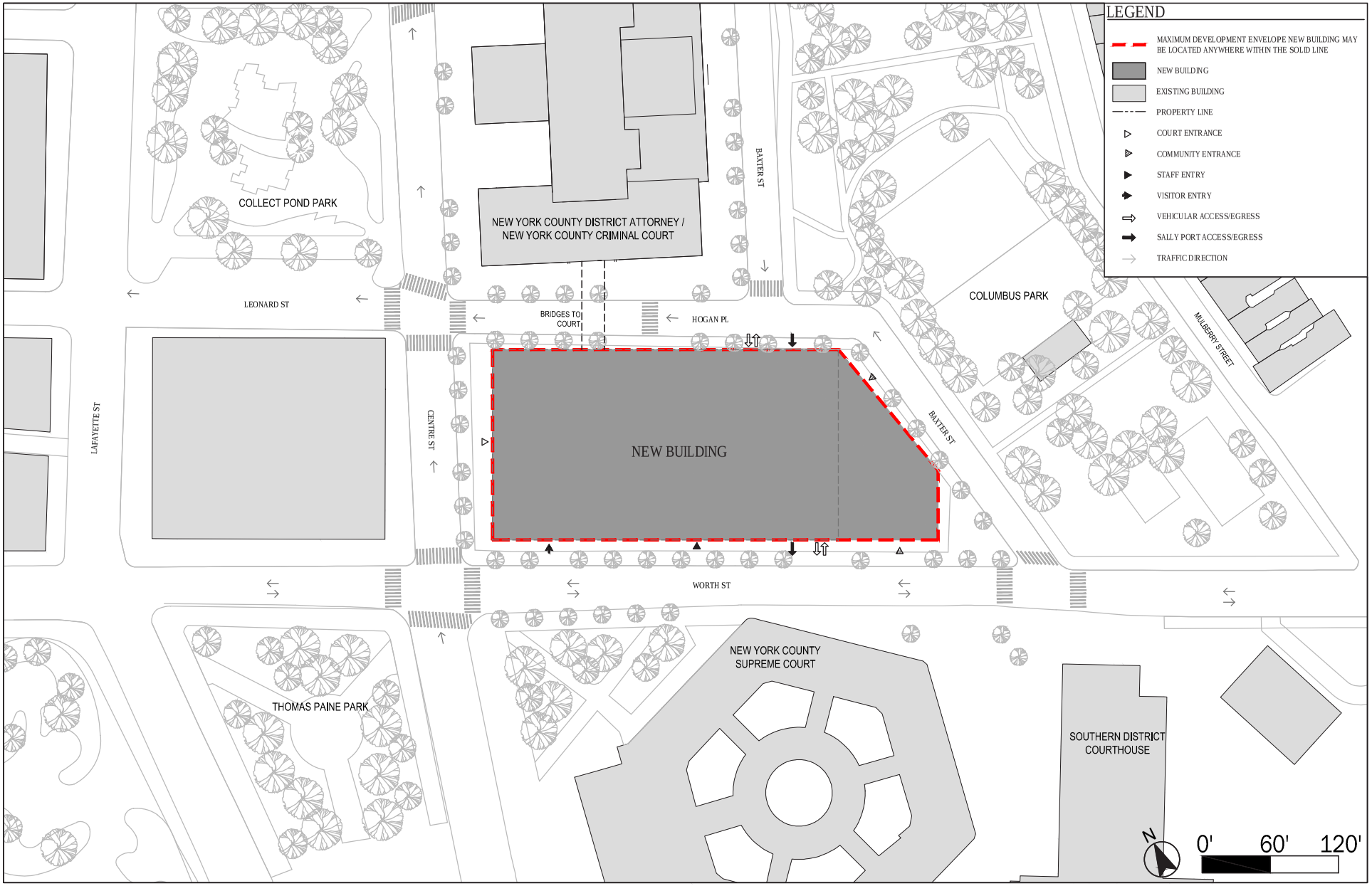
*Study Area Boundary (400-foot perimeter)*

*Proposed Demapped Area*


Manhattan Site
Project Location - 80 Centre Street

**BOROUGH-BASED NYC JAIL SYSTEM**

**Figure 10**




***Source:*** *Perkins Eastman*

Manhattan Site - 80 Centre Street
Site Plan

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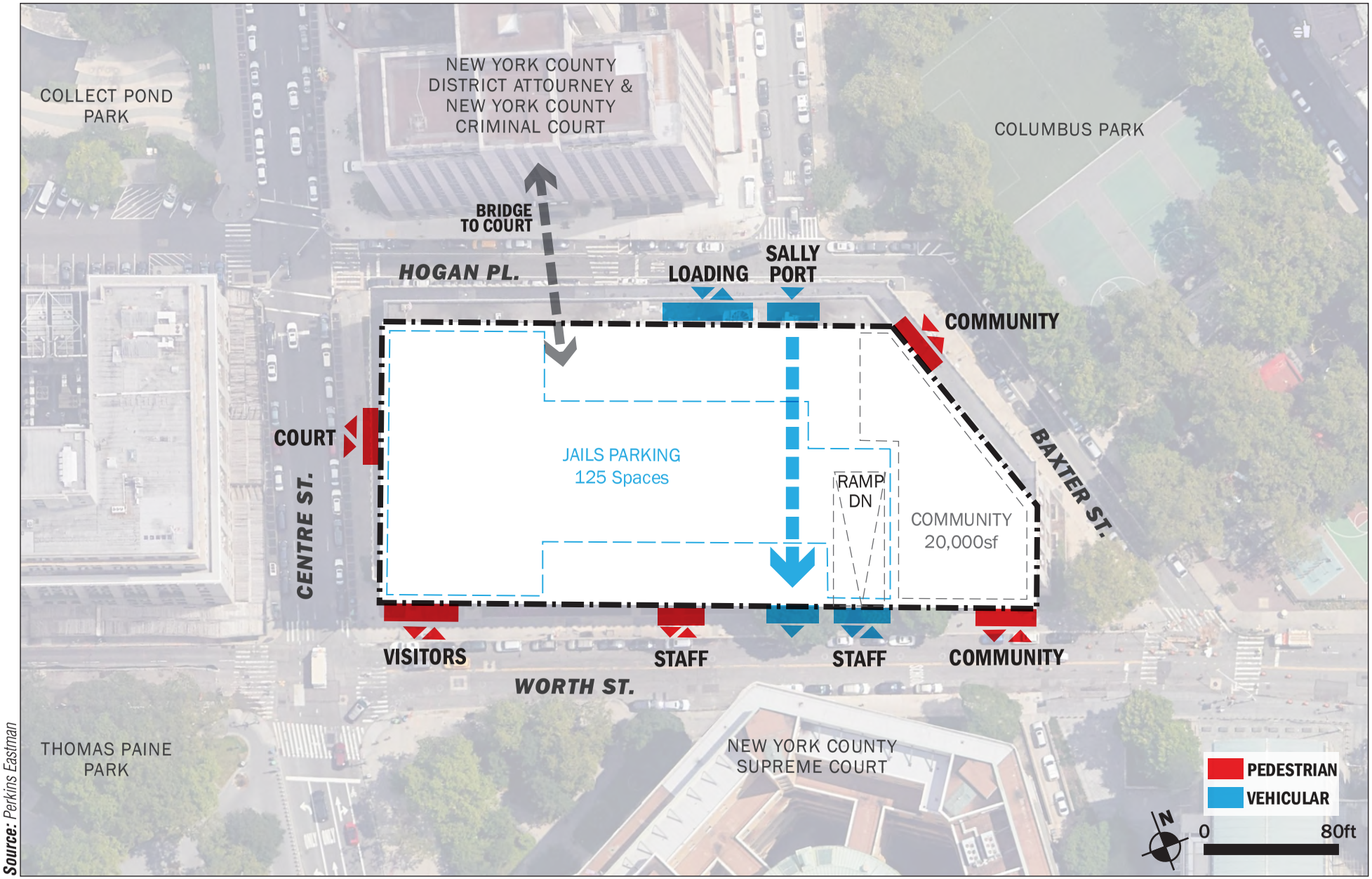
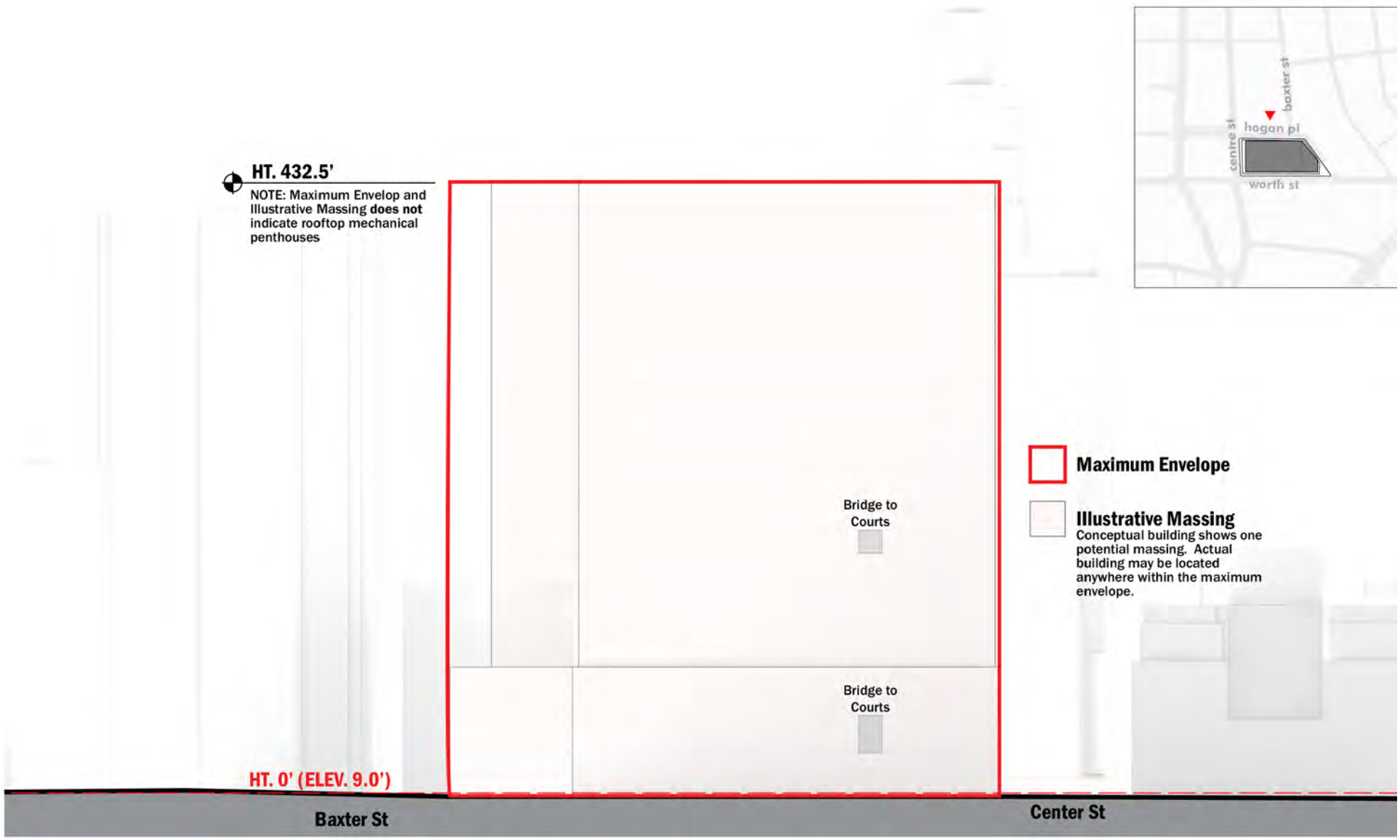



Source: Perkins Eastman

Manhattan Site - 80 Centre Street
Access/Circulation Plan




*Source: Perkins Eastman*

Manhattan Site - 80 Centre Street
Elevation


Queens Site
Project Location - 126-02 82nd Avenue

**BOROUGH-BASED NYC JAIL SYSTEM**

**Figure 14**

development of the proposed facility at-grade within the demapped streetbed. The site is within a C4-4 zoning district.

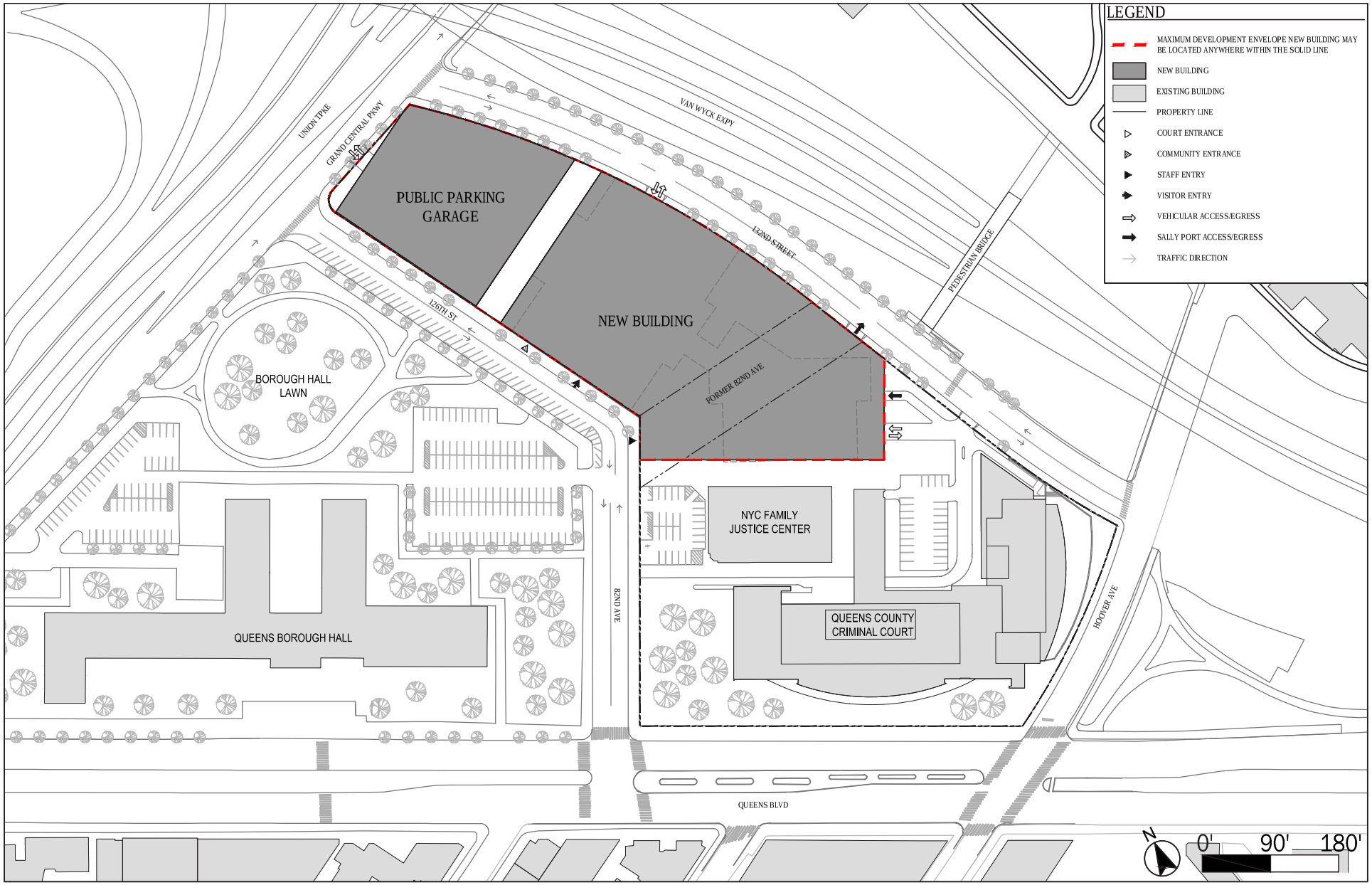
The site contains the existing Queens Detention Complex,[6] which is not currently utilized as a jail. The existing facility has approximately 497,600 gsf of floor area and is connected to the Queens County Criminal Court Building, which houses courts and the Queens District Attorney. The northern portion 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 1,910,000 gsf, including approximately 1,510 beds for people in detention; support space; community facility space; 439 accessory parking spaces within the detention facility, and an adjacent above-ground parking structure providing approximately 676 public spaces. The public parking structure would be located on the northwestern portion of the project site, with an entrance from the Union Turnpike service road. The proposed facility would also include centralized care space to provide centralized infirmary and maternity ward services for the 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 15 and 16)**. The maximum zoning height for the purposes of analysis would be approximately 310 feet tall (see **Figure 17**).

## D. PROPOSED ACTIONS

The proposed project requires several City approvals. The actions necessary to develop the proposed facility at each site are shown in **Table 2**. Site selection actions are required at each site to allow the City to select the location for the proposed facilities. Certain sites would also require changes to the City Map to demap adjacent streets. In addition to the actions listed in **Table 2**, the proposed project would require a zoning text amendment to create a special permit for borough jail facilities to modify zoning requirements for bulk including floor area and height and setback, as well as for parking. A 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.

[6] The existing Queens Detention Complex is not to be confused with the Queens Detention Facility, which is a federal prison in Jamaica near JFK Airport.

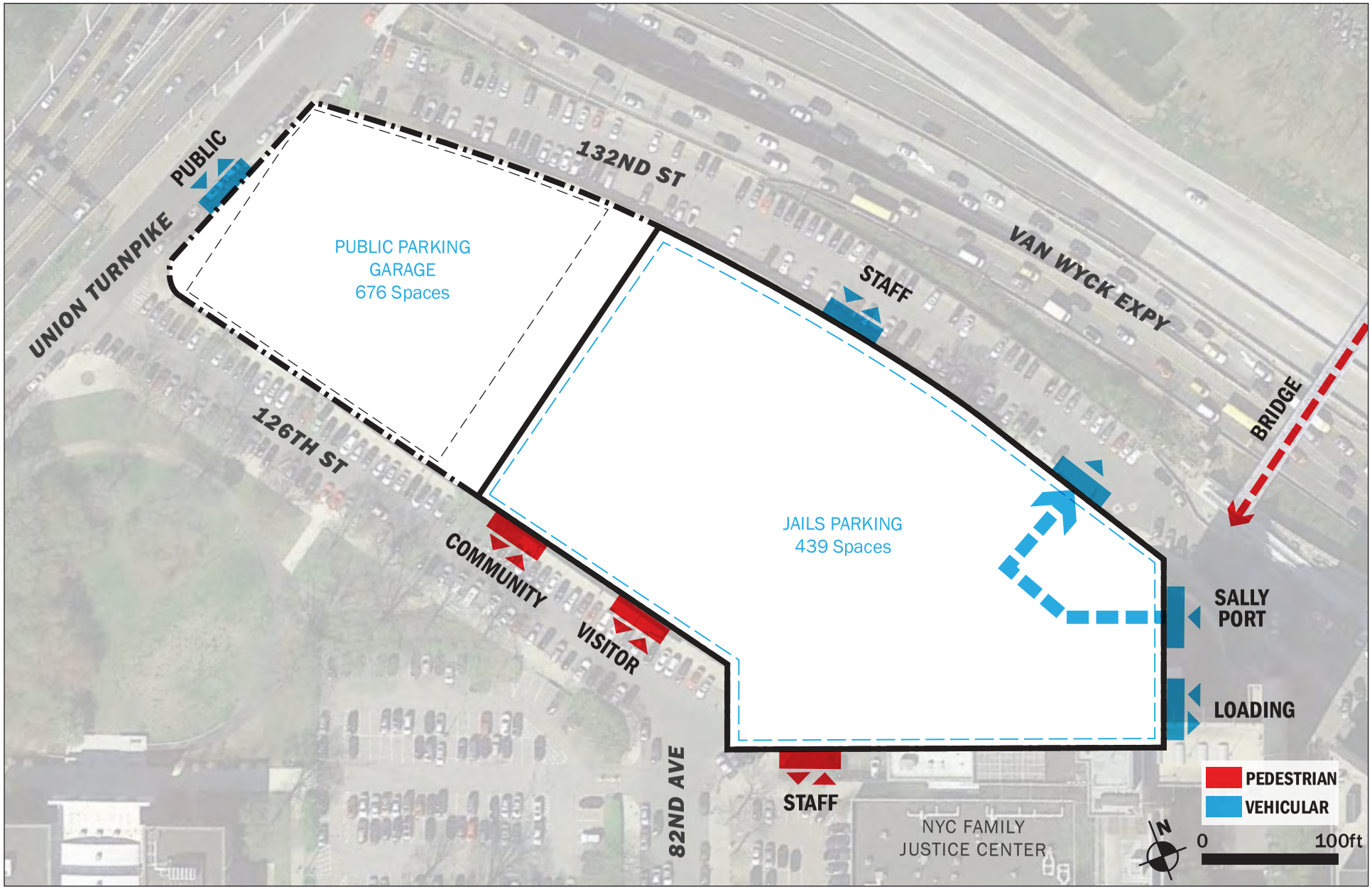



**Source:** *Perkins Eastman*

Queens Site - 126-02 82nd Avenue
Site Plan



**Figure 15**




*Source: Perkins Eastman*

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


*Source: Perkins Eastman*

Queens Site - 126-02 82nd Avenue
Elevation

**Table 2**
**Preliminary Identification of Proposed Actions**

| Site Name | Address | Actions |
|---|---|---|
| Bronx | 320 Concord Avenue | Site selection for public facilities<br>Special permit to modify regulations pertaining to bulk and parking<br>Zoning Map Amendment to map an M1-4/R7-X District (western portion of site)<br>Zoning Text Amendment to designate a Mandatory Inclusionary Housing (MIH) Area (western portion of site)<br>Site Disposition (western portion of site) |
| Brooklyn | 275 Atlantic Avenue | Site selection for public facilities<br>Special permit to modify regulations pertaining to bulk and parking |
| Manhattan | 80 Centre Street | Site selection for public facilities<br>City map change to demap Hogan Place between Centre Street and Baxter Street<br>Special permit to modify regulations pertaining to bulk and parking |
| Queens | 126-02 82nd Avenue | Site selection for public facilities<br>City map change to demap 82nd Avenue between 126th Street and 132nd Street<br>Special permit to modify regulations pertaining to bulk and parking |

**Source:** DCP, Perkins Eastman.

## E. PROJECT 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, and allow the City to end the use of Rikers Island as a detention facility. 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 five years, with the ultimate goal to reduce the total number of people in custody to 5,000. Since existing facilities apart from Rikers Island can accommodate only about 2,500 people, the City needs to create sufficient detention capacity at new facilities to facilitate the end of the use of Rikers Island as a detention facility.

In keeping with the City's foundational 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:

- Improving access to natural light and space for therapeutic programming, which results in calmer and more productive environments inside the facilities;
- Offering quality recreational, health, education, visitation and housing facilities, which helps people rehabilitate and reengage once they return to their community;
- Strengthening connections to families and communities by enabling people to remain closer to their loved ones, which allows better engagement of incarcerated individuals with attorneys, social service providers, and community supports so that they will do better upon leaving and would be less likely to return; and
- Enhancing well-being of uniformed staff and civilian staff alike through improved safety conditions, which allows them to perform at the highest level.

Lastly, the proposed project would complement existing justice facilities near each site, by reducing travel time delays and transportation costs that would reduce unnecessary case delay.

## F. ANALYSIS FRAMEWORK

The analyses contained in the DEIS will be developed in conformance with CEQR regulations and the guidance of the *2014 City Environmental Quality Review Technical Manual (CEQR Technical Manual)*. The EIS will evaluate potential impacts in the analysis year of 2027, the year by which the proposed project is expected to be complete. 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 (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.

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

In the future without the proposed project (i.e., 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 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 6,040 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 EIS will not evaluate the potential reuse or redevelopment of Rikers Island or the existing North Tower of the Manhattan Detention Complex or Vernon C. Bain Center. Any future proposal for the redevelopment of Rikers Island or reuse of the North Tower of the Manhattan Detention Complex or 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. In the future with the proposed project, these existing facilities would be decommissioned.

In addition, the City intends to relocate the tow pound prior to completion of the proposed detention facility on the Bronx site in the future with the proposed project. The relocation of the tow pound would be subject to a future planning and public review process, including separate approvals and environmental review as necessary.

## G. ENVIRONMENTAL REVIEW PROCESS

The New York City Department of Correction, the Lead Agency for this environmental review, determined that the proposed project and related actions have the potential to result in significant environmental impacts. Therefore, in accordance with CEQR procedures, DOC issued a positive

declaration requiring that an EIS be prepared that meets all applicable laws and regulations, including the State Environmental Quality Review Act (SEQRA), the City's Executive Order No. 91, and CEQR regulations (August 24, 1977), and the applicable guidance of the *CEQR Technical Manual*. This Draft Scope of Work has been prepared in accordance with those laws and regulations and the 2014 *CEQR Technical Manual.*

In accordance with SEQRA/CEQR procedures, this Draft Scope of Work has been distributed for public review. Public meetings on this draft scope of work will also be held, as follows:

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 this Draft Scope of Work will remain open until October 15, 2018. A Final Scope of Work will then be prepared that will take into consideration comments received during the public comment period and will be used to direct the content and preparation of a DEIS. As the next step in the process, once the Lead Agency has determined that the DEIS is complete, it will be made available to the public and in accordance with the CEQR process, at least one public hearing and a period for public comment will be provided. An FEIS will then be prepared to respond to the comments made on the DEIS. The Lead Agency will then prepare CEQR findings based on the FEIS, before making a decision on the proposed project. For more details, please go to rikers.cityofnewyork.us.

As described in greater detail below, the EIS will contain:

- A description of the proposed project, the related actions, and the environmental settings;
- An analysis of the potential for adverse environmental impacts to result from the proposed project;
- A description of mitigation measures to eliminate or minimize any adverse environmental impacts disclosed in the EIS;
- An identification of any adverse environmental effects that cannot be avoided if the proposed project and the related mitigation is implemented;
- A discussion of alternatives to the proposed project; and
- A discussion of any irreversible and irretrievable commitments of resources related to the proposed project.

# H. ENVIRONMENTAL IMPACT STATEMENT SCOPE OF WORK

## INTRODUCTION

Provided below is a proposed Scope of Work for the DEIS. As described and analyzed in the Environmental Assessment Statements (EASs) prepared for the proposed project, certain technical areas do not meet the CEQR threshold requirements for additional analysis and therefore will not be part of the EIS, including natural resources, solid waste and sanitation services, and energy.

## TASK 1. PROJECT DESCRIPTION

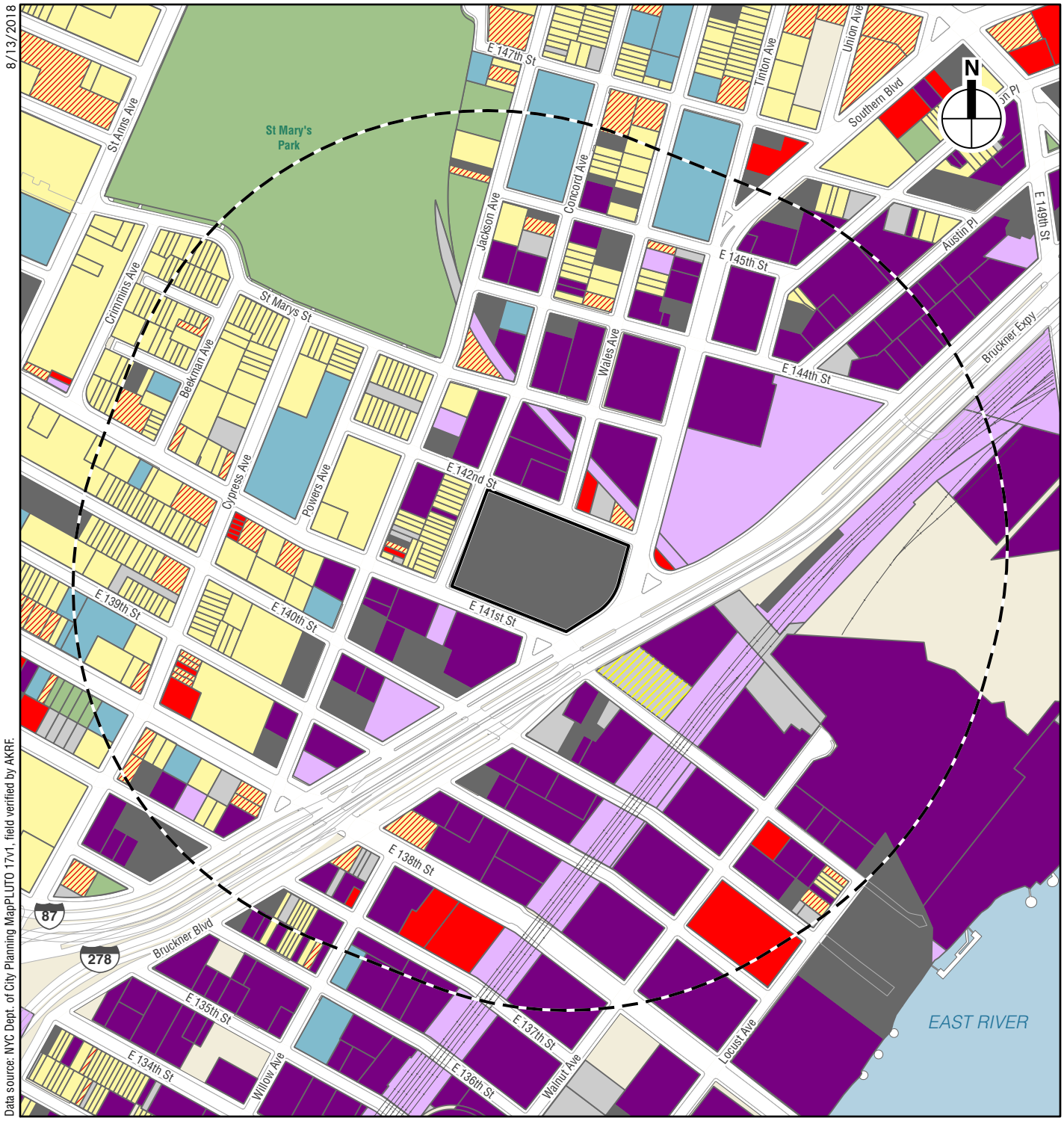
The project description introduces the reader to the proposed project and proposed actions and provides the data from which impacts are assessed. The chapter will include the location of the proposed sites; the proposed development program for each site; a description of the design of the proposed buildings; figures depicting the proposed development; a discussion of the approvals required and procedures to be followed; and a description of the No Action condition. The project description will include appropriate data from the ULURP application and drawings showing the proposed project. The role of the lead agency for CEQR will also be described as well as the environmental review process to aid in decision-making. Any environmental requirements necessary as part of the proposed project will also be identified.

## TASK 2. LAND USE, ZONING, AND PUBLIC POLICY

A land use analysis characterizes the uses and development trends in the area that may be affected by a proposed project and determines whether a proposed project is compatible with those conditions or affects them. Similarly, the analysis considers the project's compliance with, and effect on, the area's zoning and other applicable public policies. The proposed project is identified above and would facilitate the development of new detention facilities on the project sites. Therefore, a land use analysis will be prepared that analyzes the potential impacts of the proposed project on land use, zoning, and public policy pursuant to the methodologies presented in the *CEQR Technical Manual.*

Specifically, this assessment will:

- Describe predominant land use patterns in a ¼-mile study area around each project site, including recent development trends (see **Figures 18 through 21)**.
- Provide a zoning map and discuss existing zoning and recent zoning actions on each site and in the study area.
- Summarize other public policies that may apply to the site and study area, including any formal neighborhood or community plans.
- Describe conditions on the site absent the proposed project. Prepare a list of other projects that may be built in the study area that would be completed before or concurrent with the proposed project. Describe the effects of these projects on land use patterns and development trends. Also, describe any pending zoning actions or other public policy actions that could affect land use patterns and trends in the study area, including plans for public improvements.
- Describe the proposed project and assess the potential impacts of the proposed project and projected development on land use, zoning, and public policy. Consider the effects related to issues of compatibility with surrounding land use, consistency with zoning and other public policy initiatives, and the effect of the project on development trends and conditions in the area around each site.



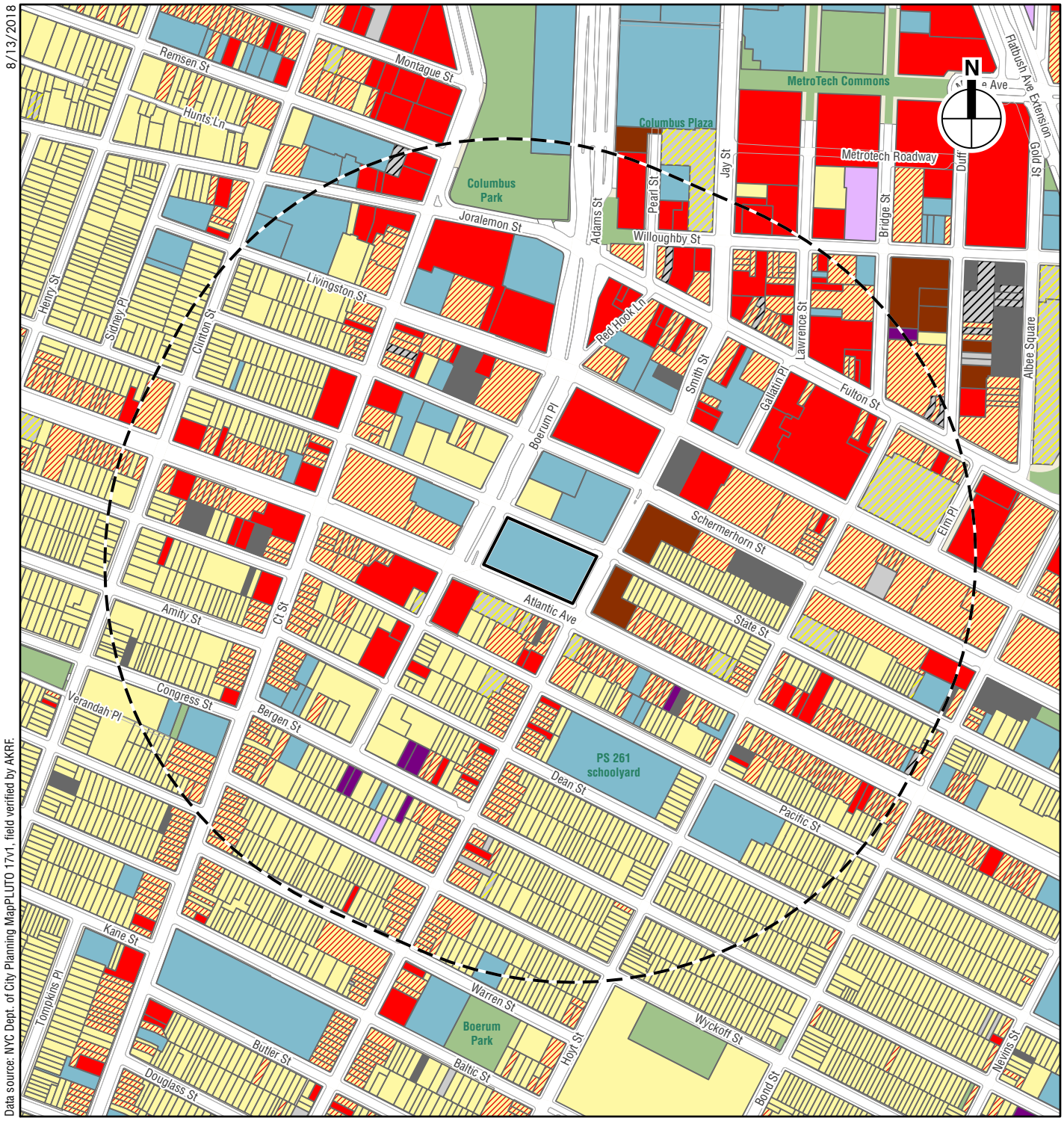

*Project Site Boundary*
*Study Area Boundary (Quarter-mile perimeter)*
*Commercial and Office Buildings*
*Industrial and Manufacturing*
*Open Space and Outdoor Recreation*
*Parking Facilities*
*Public Facilities and Institutions*
*Residential*
*Residential with Commercial Below*
*Transportation and Utility*
*Vacant Land*
*Under Construction*

0 200 FEET

Existing Land Use
Bronx Site - 320 Concord Avenue

**BOROUGH-BASED NYC JAIL SYSTEM**

**Figure 18**

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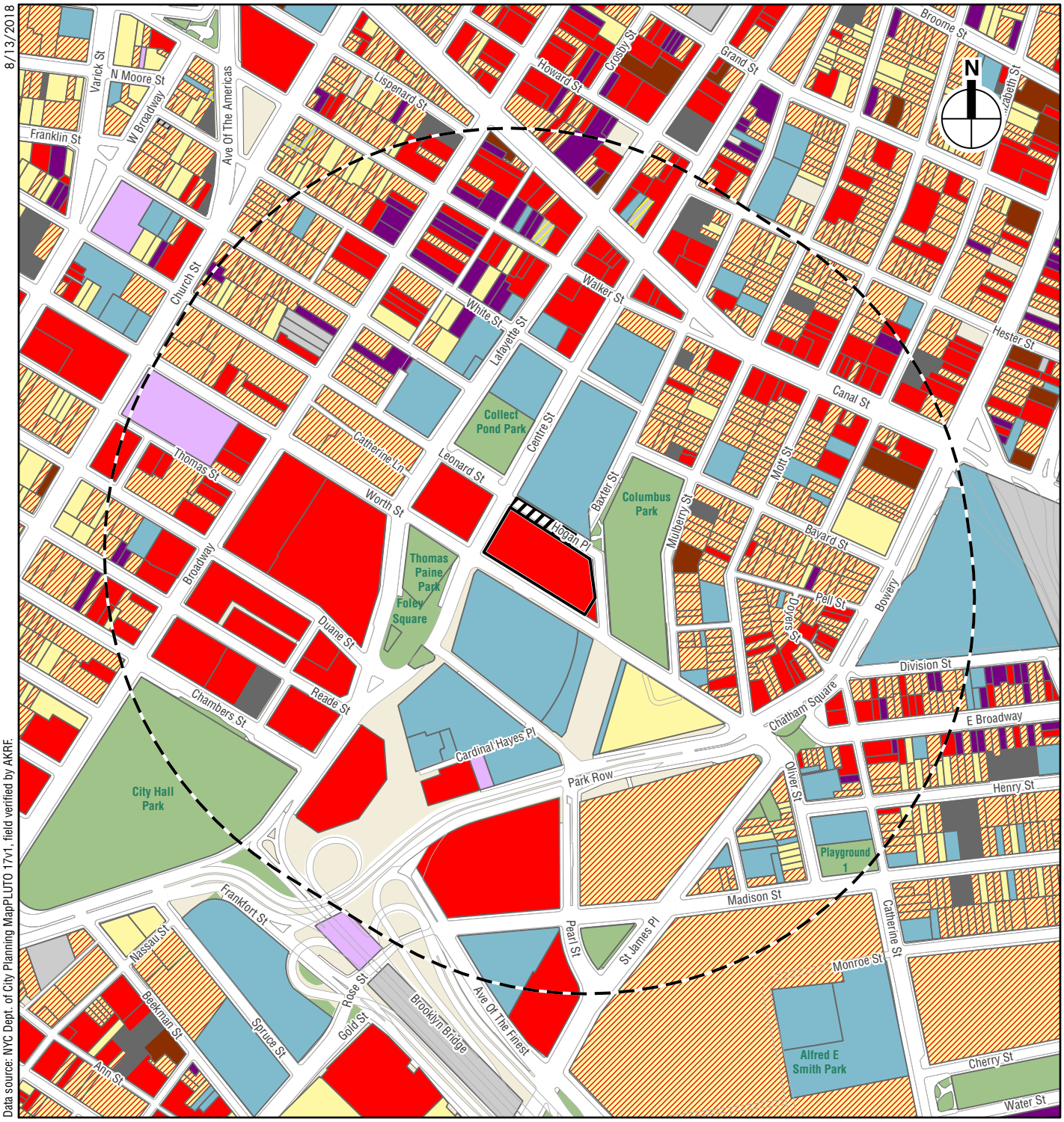
- *Project Site Boundary*
- *Study Area Boundary (Quarter-mile perimeter)*
- *Commercial and Office Buildings*
- *Hotels*
- *Industrial and Manufacturing*
- *Open Space and Outdoor Recreation*
- *Parking Facilities*
- *Public Facilities and Institutions*
- *Residential*
- *Residential with Commercial Below*
- *Transportation and Utility*
- *Vacant Land*
- *Vacant Building*
- *Under Construction*

Existing Land Use
Brooklyn Site - 275 Atlantic Avenue

**BOROUGH-BASED NYC JAIL SYSTEM**

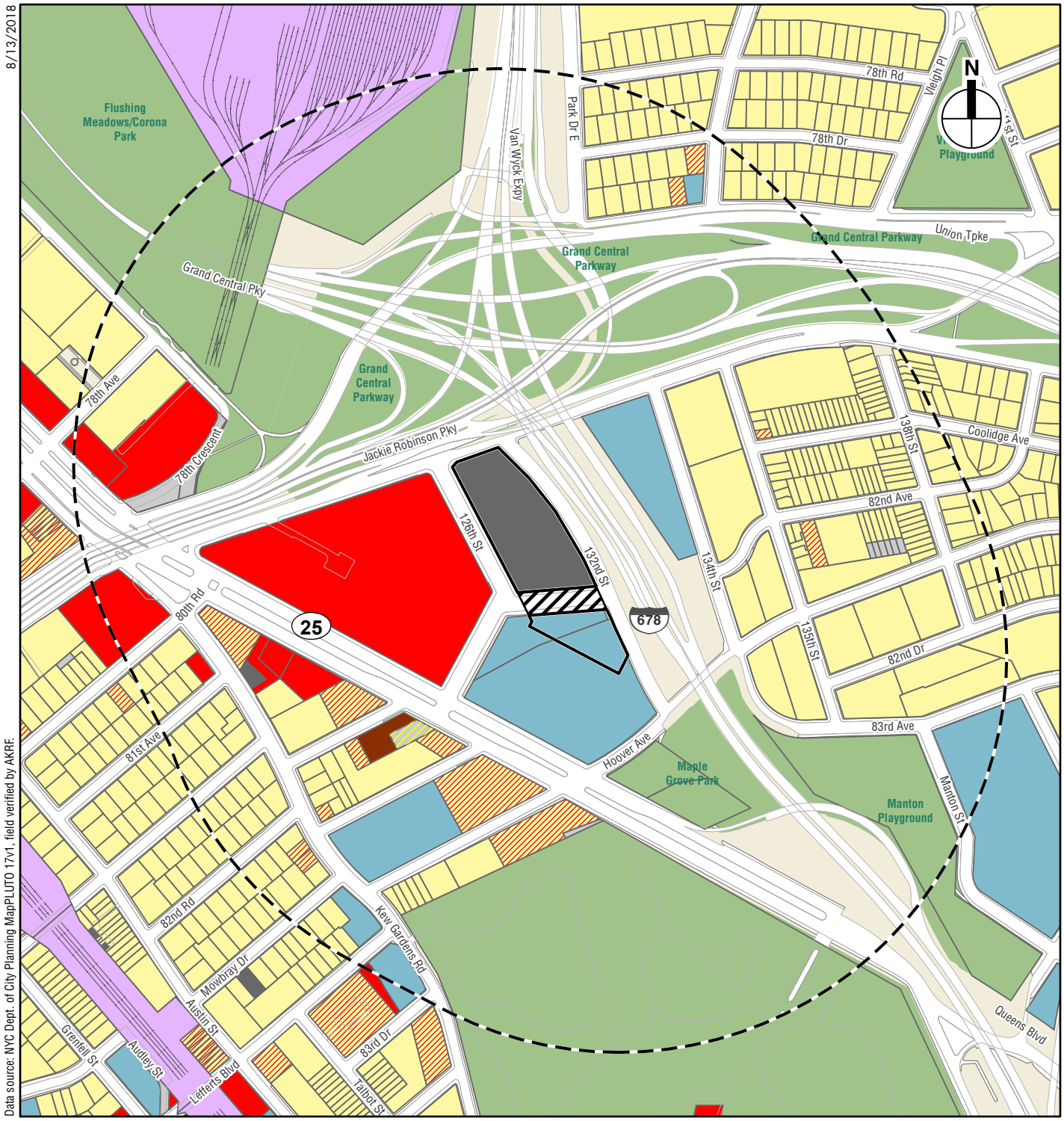
**Figure 19**




Existing Land Use
Manhattan Site - 80 Centre Street

**BOROUGH-BASED NYC JAIL SYSTEM**

**Figure 20**




Existing Land Use
Queens Site - 126-02 82nd Avenue

**BOROUGH-BASED NYC JAIL SYSTEM**

**Figure 21**

- Since the Manhattan Site may involve the relocation of existing uses to the Manhattan Detention Complex at 124 and 125 White Street, which is within the mapped Coastal Zone, an evaluation of the proposed project's consistency with the relevant policies of the City's Waterfront Revitalization Program will be provided for this site.
- If the results of the impact analysis identify a potential for significant adverse impacts, potential practicable mitigation measures to avoid or reduce those significant adverse impacts will be identified.

## TASK 3. SOCIOECONOMIC CONDITIONS

The socioeconomic character of an area includes its population, housing, and economic activity. Socioeconomic changes may occur when a project directly or indirectly changes any of these elements. Although socioeconomic changes may not result in impacts under CEQR, they are disclosed if they would affect land use patterns, low-income populations, the availability of goods and services, or economic investment in a way that changes the socioeconomic character of the area. This chapter will assess the proposed project's potential effects on the socioeconomic character of the areas surrounding the project sites.

According to the *CEQR Technical Manual*, the five principal issues of concern with respect to socioeconomic conditions are whether a proposed project would result in significant impacts due to: (1) direct residential displacement; (2) direct business displacement; (3) indirect residential displacement; (4) indirect business displacement; and (5) adverse effects on a specific industry. The following describes for each issue of concern the level of assessment warranted based on *CEQR Technical Manual* guidelines.

If the impact analysis for any of these issues of concern identifies a potential for significant adverse impacts, potential practicable mitigation measures to avoid or reduce those significant adverse impacts will be identified.

*DIRECT RESIDENTIAL DISPLACEMENT*

Direct residential displacement is the involuntary displacement of residents from a site directly affected by a project. None of the proposed sites contain any residential dwelling units; therefore, no assessment of direct residential displacement is required.

*DIRECT BUSINESS DISPLACEMENT*

Direct business displacement is the involuntary displacement of businesses from a site or sites directly affected by a proposed project or action. None of the proposed sites have any existing businesses that would be displaced and therefore no assessment of direct business displacement it is required.

*INDIRECT RESIDENTIAL DISPLACEMENT*

According to the *CEQR Technical Manual*, residential development of 200 units or less would typically not result in significant socioeconomic impacts due to indirect residential displacement. The proposed project would introduce new residential development potentially exceeding 200 units at the Bronx Site, and therefore an assessment of indirect residential displacement is warranted for this site.

The assessment will use the most recent available U.S. Census data, New York City Department of Finance's Real Property Assessment Data (RPAD) database, as well as current real estate market data to present demographic and residential market trends and conditions for the study

area. The presentation of study area characteristics will include population, housing value and rent, and average household income. Following *CEQR Technical Manual* guidelines, the analysis will start with a preliminary assessment, which entails the following step-by-step evaluation:

- **Step 1:** Determine if the proposed project would add substantial new population with different income as compared with the income of the study area population. If the expected average incomes of the new population would be similar to the average incomes of the study area populations, no further analysis is necessary. If the expected average incomes of the new population would exceed the average incomes of the study area population, then Step 2 of the analysis will be conducted.
- **Step 2:** Determine if the population that could result from the proposed project is large enough to affect real estate market conditions in the study area. If the population increase is greater than 5 percent in the study area as a whole or within any identified subareas, then Step 3 will be conducted.
- **Step 3:** Consider whether the study area has already experienced a readily observable trend toward increasing rents and the likely effect of the action on such trends.

If the preliminary assessment cannot rule out the potential for significant adverse impacts due to indirect residential displacement, then a detailed analysis will be conducted. A detailed analysis would utilize more in-depth demographic analysis and field survey to characterize existing population and housing conditions; identify populations at risk for displacement; and assess potential impacts on any identified population at risk.

*INDIRECT BUSINESS DISPLACEMENT*

A preliminary assessment describing conditions and trends in employment and businesses within the study areas of the project sites will be conducted using the most recent available data from such sources as the New York State Department of Labor and the U.S. Census Bureau, as well as private sources such as ESRI Business Analyst and real estate brokerage firms. If the preliminary assessment reveals the potential for the proposed project to introduce trends that could make it difficult for businesses to remain in the study areas, a detailed analysis will be conducted in accordance with the methodologies of the 2014 *CEQR Technical Manual*.

*ADVERSE EFFECTS ON SPECIFIC INDUSTRIES*

Subject to the conclusions of the analyses above, a preliminary assessment of potential effects on specific industries will examine:

- Whether the proposed project would significantly affect business conditions in any industry or category of businesses within or outside the study area; and
- Whether the proposed project would indirectly substantially reduce employment or impair the economic viability in a specific industry or category of businesses.

The industries or categories of businesses that will be considered in this assessment are those specified in the North American Industry Classification System (NAICS) as promulgated by the U.S. Census Bureau.

## TASK 4. COMMUNITY FACILITIES

As defined for CEQR analysis, community facilities are public or publicly funded schools, libraries, child care centers, health care facilities and fire and police protection. This chapter of the EIS will evaluate the effects on community services due to the proposed residential building at the

Bronx Site. With respect to community facilities and services at the other project sites, the proposed project would reconstruct existing detention facilities at the Brooklyn and Queens sites, replacing these facilities with new, larger detention facilities at each site. At the Manhattan Site, existing city agency offices, courtrooms, and court-related offices would be relocated back to the completed facility at 80 Centre Street or to nearby office sites. Therefore, no further analysis of the displacement of community facilities and services is warranted for these sites.

Based on the preliminary thresholds presented in the *CEQR Technical Manual*, the proposed project at the Bronx Site is not expected to trigger detailed analyses of public libraries, outpatient health care facilities or police and fire protection serving the project area. However, the proposed project will require analyses for public elementary and middle schools. To provide for a conservative analysis, it is also assumed that the Bronx Site could include affordable housing exceeding the *CEQR Technical Manual* thresholds requiring an analysis of publicly funded child care. This chapter will therefore include analyses of public schools and publicly funded child care, following the guidance of the *CEQR Technical Manual*. These analyses would include the tasks described below.

*PUBLIC SCHOOLS*

The analysis of public elementary and middle schools will include the following tasks:

- Identify schools serving the project site and discuss the most current information on enrollment, capacity, and utilization from the Department of Education. The primary study area for the analysis of elementary and intermediate schools should be the school districts' "sub-district" in which the project is located. The Bronx Site is located within a school district with elementary school choice (CSD 7, sub-district 2, which is split into Northern and Southern Priority Areas). The analysis will first take into account schools in the Southern Priority Area, and then the entire district if a significant adverse impact is found at the sub-district level.
- Based on the data provided from the Department of Education, the School Construction Authority, and DCP, future conditions in the area without the proposed project will be determined.
- Based on methodology presented in the *CEQR Technical Manual*, the potential impact of students generated by the proposed project on public elementary and middle schools will be assessed.

*PUBLICLY FUNDED CHILD CARE*

The analysis of child care will include the following tasks:

- Identify existing publicly funded group child care and Head Start facilities within approximately 1.5 miles of the project site.
- Describe each facility in terms of its location, number of slots (capacity), and existing enrollment. Care will be taken to avoid double-counting slots that receive both Administration for Children's Services (ACS) and Head Start funding. Information will be based on publicly available information and/or consultation with the ACS' Division of Early Care and Education (ECE).
- Any expected increases in the population of children within the eligibility income limitations (i.e., children in families that have incomes at or below 200 percent Federal Poverty Level), based on CEQR methodology, will be discussed as potential additional demand, and the

potential effect of any population increases on demand for publicly funded group child care and Head Start services in the study area will be assessed. The potential effects of the additional eligible children resulting from the proposed actions will be assessed by comparing the estimated net demand (number of child care-eligible children generated by the proposed projects) over capacity (number of available child care "slots" in the study area) to the net demand over capacity estimated in the No Action condition.

## TASK 5. OPEN SPACE

The *CEQR Technical Manual* recommends performing an open space assessment if a proposed project or action would have a direct effect on an open space (e.g., displacement of an existing open space resource) or an indirect effect through increased population size (i.e., new residents or an increased worker and visitor population). The proposed project would introduce a new residential population to one of the project sites (the Bronx Site), and therefore a residential open space analysis is warranted. As the Bronx Site is located in neither an area underserved by open space nor an area well served by open space, a threshold of 200 new residents will be exceeded, warranting a residential open space analysis. With respect to workers and visitors, the *CEQR Technical Manual* identifies thresholds for an open space assessment that vary depending on whether a project site is in an area underserved by open space, well-served by open space, or neither. Based on a comparison of the projected worker and visitor population at each site in the With Action condition and No Action condition it is expected that each site, except for the Brooklyn site, would exceed the applicable CEQR threshold requiring a non-residential open space analysis. At the Manhattan Site, existing employees on the site are conservatively assumed to be relocated nearby and therefore the worker and visitor population of the proposed project would represent the increment for analysis.

This open space analysis will begin with a preliminary assessment to determine the need for further analysis. As stated in the *CEQR Technical Manual*, the study area for residential open space is within a ½-mile of the project site while the study area for a non-residential open space analysis is within a ¼-mile of a project site. For this study area, the analysis will calculate the total population and an inventory of publicly accessible open space. This inventory will include examining these spaces for their facilities (i.e., active vs. passive use), condition, and use (i.e., crowded or lightly used). Conditions will be projected through the No Action condition, and project impacts will be based on the projected residential, worker and visitor populations at each site using quantified ratios and qualitative factors. If based on the preliminary analysis a detailed assessment is necessary, it will be prepared following the guidelines of the *CEQR Technical Manual*. If the impact analysis identifies a potential for significant adverse impacts, mitigation measures to avoid or reduce those significant adverse impacts will be identified.

## TASK 6. SHADOWS

The *CEQR Technical Manual* requires a preliminary shadows screening assessment for proposed project or actions that would result in new structures or additions to existing structures greater than 50 feet in incremental height. Because the proposed project would result in new structures site that would be greater than 50 feet in height, a three-tiered shadows assessment will be prepared to determine if shadow generated by the proposed project could be cast on sunlight-sensitive resources, including publicly accessible open spaces, sunlight-sensitive features of historic resources, and natural features. The Tier 1 screening assessment will determine whether any sunlight-sensitive resources are located within the longest shadow study area for each project site. For any sunlight-sensitive resources located within the longest shadow study area, the Tier 2 and Tier 3 screening assessments will be prepared to determine whether shadows generated by the

proposed project at each site could reach those resources when accounting for the position of the sun and its seasonal path through the sky.

If the preliminary shadows screening assessment cannot eliminate the possibility of new shadows from the proposed project at a particular site falling on a sunlight-sensitive resource, a detailed shadow analysis will be performed to determine the extent, duration, and significance of shadows generated by the proposed project at that site. Following the methodology described in the *CEQR Technical Manual*, the detailed analysis will include the following tasks:

- Develop a three-dimensional computer model of the elements of the base map developed in the preliminary assessment, and determine the extent and duration of new shadows that would be cast on sunlight-sensitive resources as a result of the proposed project on four representative days of the year.
- Document the analysis with graphics comparing shadows resulting from the No Action condition with shadows resulting from the proposed project, with incremental shadow highlighted in a contrasting color. Include a summary table listing the entry and exit times and total duration of incremental shadow on each applicable representative day for each affected resource.
- Assess the significance of any shadow impacts on sunlight-sensitive resources.
- If the results of the impact analysis identify a potential for significant adverse impacts, identify potential practicable mitigation measures to avoid or reduce those significant adverse impacts.

To ensure a conservative shadow analysis and maintain design flexibility, the maximum building envelope and zoning height will be used for each of the project sites. The maximum building envelopes would be larger in terms of height, massing, tower locations, and floor area than what is envisioned under the proposed project, and the actual developments would cast smaller shadows than the maximum building envelopes used for analysis purposes.

## TASK 7. HISTORIC AND CULTURAL RESOURCES

According to the *CEQR Technical Manual*, a historic and cultural resources assessment is required if there is the potential for a proposed project to affect either archaeological or architectural resources. Historic and cultural resources include both archaeological and architectural resources. These include National Historic Landmarks (NHL); properties listed on the State and National Registers of Historic Places (S/NR) or formally determined eligible for S/NR listing (S/NR-eligible), or properties contained within a S/NR listed or eligible historic district; properties recommended by the New York State Board for listing on the S/NR; designated New York City Landmarks (NYCL) and Historic Districts; properties calendared for consideration as NYCLs by the New York City Landmarks Preservation Commission (LPC) or determined eligible for NYCL designation (NYCL-eligible); and potential historic resources (i.e., properties not identified by one of the programs listed above, but that appear to meet their eligibility requirements).

### *ARCHAEOLOGICAL RESOURCES*

As the first step in the archaeology analysis, LPC will be consulted to request their preliminary determination of the potential archaeological sensitivity at each project location. As necessary, supporting information including historical maps and information from previous archaeological investigations will be submitted to LPC as necessary as part of the initial consultation. If based on that review LPC determines that a project location is not potentially archaeologically sensitive, no further analysis of archaeological resources is necessary. If LPC determines that a project location is potentially archaeologically sensitive and that additional archaeological study is warranted, a

Phase 1A Archaeological Documentary Study will be prepared for that location. The Phase 1A investigation will outline the precontact and historic contexts, environmental setting, and development history and past disturbance to identify any potential resource types that may be present. The Phase 1A study will also make a determination as to whether or not an additional archaeological investigation (e.g., Phase 1B testing) is needed at any of the project locations. The conclusions of the Phase 1A Archaeological Documentary Study (or studies) will be summarized in the DEIS, and potential impacts on any archaeological resources will be assessed in the No Action and With Action condition.

*ARCHITECTURAL RESOURCES*

An analysis will be undertaken to examine the potential impacts of the proposed project on architectural resources at the project sites and in the surrounding area. The analysis will use a 400-foot study area around each site (see **Figures 2**, **6**, **10**, **and 14**). The following tasks will be undertaken as part of the architectural resources analyses:

- Information regarding buildings that are over 50 years of age on the project sites will be submitted to LPC for LPC to make a determination as to whether the buildings possess historic/architectural significance. The Louis J. Lefkowitz State Office Building at 80 Centre Street has been previously determined eligible for listing on the S/NR. This site is also across Baxter Street from the S/NR-listed Chinatown and Little Italy Historic District, and other architectural resources are in the vicinity.
- Identify known architectural resources within the study areas for each project site. These include NHLs, S/NR and S/NR-eligible properties, NYCLs and New York City Historic Districts (NYCHDs), and properties pending NYCL and NYCHD designation.
- Perform a field survey of the study area to determine whether there are any potential architectural resources that could be indirectly impacted by the proposed project. Potential architectural resources are defined as properties that may be eligible for listing on the S/NR and/or designation as an NYCL. Identification of potential architectural resources will be based on criteria for listing on the National Register as found in the Code of Federal Regulations, Title 36, part 60, and LPC's criteria for NYCL/NYCHD designation. Map and describe any potential architectural resources.
- Based on proposed projects under the No Action condition, qualitatively discuss any impacts on architectural resources that are expected.
- Assess the proposed project's potential impacts on architectural resources, including visual and contextual impacts as well as any direct physical impacts. If significant adverse impacts are identified, develop mitigation measures in consultation with LPC.

## TASK 8. URBAN DESIGN AND VISUAL RESOURCES

According to the methodologies of the *CEQR Technical Manual*, if a project would result in physical changes which could be observed by a pedestrian from street level and could potentially change or restrict significant views of visual resources, a preliminary assessment of urban design and visual resources should be prepared. Since the proposed project would result in physical alterations observable by pedestrians, a preliminary assessment of urban design and visual resources will be prepared for each of the project sites, as follows:

- Prepare a concise narrative of the existing conditions of the project sites and the study areas. The study areas for the preliminary assessment of urban design and visual resources will be consistent with the study areas for the analysis of land use, zoning, and public policy. The analysis will draw on information from field visits to the project sites and study areas.
- Based on planned and proposed development projects and using the information gathered above for existing conditions, assess whether and how urban design conditions are expected to change in No Action condition.
- Assess qualitatively how the proposed project would affect the pedestrian experience of the built environment, and determine the significance of those changes. The preliminary assessment will present photographs, building heights, project drawings and site plans, and view corridor assessments, as appropriate.
- If warranted based on the preliminary assessment, perform a detailed analysis of the project site that would focus on the changes in the pedestrian experience.

## TASK 9. HAZARDOUS MATERIALS

According to the *CEQR Technical Manual*, hazardous materials are defined as any substances that pose a threat to human health or the environment. A hazardous materials assessment determines whether a proposed action may increase exposure to people or the environment to hazardous materials, and, if so, whether this increased exposure would result in potential significant public health or environmental impacts. According to the *CEQR Technical Manual*, significant impacts related to hazardous materials can occur when (1) elevated levels of hazardous materials exist on a site and the project would increase pathways to human or environmental exposures; (2) a project would introduce new activities or processes using hazardous materials and the risk of human or environmental exposure is increased; or (3) the project would introduce a population to potential human or environmental exposure from off-site sources.

The hazardous materials assessment in the EIS will determine which sites, if any, may have been adversely affected by present or historical uses at or adjacent to the sites. In accordance with the *CEQR Technical Manual*, Section 11-15 (Environmental Requirements) of the Zoning Resolution of the City of New York and Chapter 24 of Title 15 of the Rules of the City of New York, a Phase I Environmental Site Assessments (ESAs) will be conducted for each site, in accordance with the scope set out in American Society for Testing and Materials (ASTM) E1527-13. A Phase I ESA includes review of multiple information sources (such as historical Sanborn fire insurance maps and City directories, and federal and state regulatory databases) and a site inspection.

Where a Phase I ESA indicates the potential for Recognized Environmental Conditions (RECs), i.e., "the presence or likely presence of any hazardous substances or petroleum products in, on, or at a property: (1) due to release to the environment; (2) under conditions indicative of a release to the environment; or (3) under conditions that pose a material threat of a future release to the environment. *De minimis* conditions are not recognized environmental conditions," a work plan for a Phase II Environmental Site Investigation (ESI), to collect soil, groundwater and soil vapor samples for laboratory analysis, will be prepared for submission to and approval by the New York City Department of Environmental Protection (DEP).

The chapter, using the results of the ESA and completed ESI for each site and any additional available data (such as reports relating to asbestos and lead-based paint), will summarize the methodology, findings, and conclusions, to determine the potential for significant adverse impacts related to hazardous materials and/or measures to precede or be incorporated into site demolition

and/or development to avoid such impacts. These measures may include, for example, remedial actions such as removal of petroleum storage tanks and contaminated soils, and installation of vapor controls beneath new buildings.

## TASK 10. WATER AND SEWER INFRASTRUCTURE

According to the *CEQR Technical Manual*, a water and sewer infrastructure assessment analyzes whether a proposed action may adversely affect New York City's water distribution or sewer system and, if so, assesses the effects of the action to determine whether the impact would be significant. For the proposed project, an analysis of water supply is not warranted because the proposed project is not expected to result in a water demand of more than one million gallons per day (gpd) compared with the No Action condition at any site. The proposed project would introduce an incremental increase above the No Action condition of more than 250,000 square feet of public facility space in Manhattan and more than 150,000 square feet of public facility space in Brooklyn, Queens, and the Bronx, and each site is located in a combined sewer area; therefore, an analysis of wastewater and stormwater infrastructure will be prepared, as follows.

*WASTEWATER AND STORMWATER INFRASTRUCTURE*

The appropriate study area for the assessment will be established in consultation with DEP. The project sites are located within the service areas of the Bowery Bay Wastewater Treatment Plant (WWTP) (the Queens Site), Newtown Creek WWTP (the Manhattan Site), Red Hook WWTP (the Brooklyn Site), and Wards Island WWTP (the Bronx Site).

- The existing stormwater drainage system and surfaces (pervious or impervious) on the project sites will be described, and the amount of stormwater generated on the site will be estimated using DEP's volume calculation worksheet.
- The existing sewer system serving each site will be described based on records obtained from DEP. The existing flows to the applicable WWTP for each site will be obtained for the latest 12-month period, and the average dry weather monthly flow will be presented.
- Any changes to the stormwater drainage plan, sewer system, and surface area expected in the No Action condition will be described, as warranted.
- Future stormwater generation from the project sites will be assessed. Changes to the surface area of each site will be described, runoff coefficients and runoff for each surface type/area will be presented, and volume and peak discharge rates from the site will be determined based on DEP's volume calculation worksheet. Any proposed Best Management Practices will also be described.
- Sanitary sewage generation for the project sites will also be estimated. The effects of the incremental demand on the system will be assessed to determine if there will be any impact on operations of the WWTP serving each site.
- If the results of the impact analysis identify a potential for significant adverse impacts, potential practicable mitigation measures to avoid or reduce those significant adverse impacts will be identified.

A more detailed assessment may be required if increased sanitary or stormwater discharges from a project site are predicted to affect the capacity of portions of the existing sewer system, exacerbate combined sewer overflow (CSO) volumes/frequencies, or contribute greater pollutant loadings in stormwater discharged to receiving water bodies. A detailed analysis for one or more project sites, if necessary, will be developed based on conclusions from the preliminary infrastructure assessment and coordinated with DEP.

## TASK 11. TRANSPORTATION

This chapter will provide a transportation analysis for each site. The proposed project would generate new vehicular travel and parking demands, as well as generate additional pedestrian and transit trips. Based on preliminary estimates, the proposed project is expected to generate more than 50 additional vehicular trips in the weekday AM and midafternoon peak hours, and the Saturday midafternoon peak hour at each of the site. These peak hours are associated with shift changes by uniformed DOC employees, which represents the periods with the highest temporal concentration of project-generated travel demand. The proposed project is also expected to generate more than 200 subway and pedestrian trips in all peak hours. Therefore, the transportation studies for the EIS will include detailed quantitative analysis for each of these technical areas.

*TRAVEL DEMAND AND SCREENING ASSESSMENT*

Detailed trip estimates will be prepared using standard sources, including the *CEQR Technical Manual*, U.S. Census data, approved studies, and other references. The trip estimates (Level-1 screening assessment) will be summarized by peak hour, mode of travel, and person and vehicle trips. The trip estimates will also identify the number of peak hour person trips made by transit and the number of pedestrian trips on the area's sidewalks, corner reservoirs, and crosswalks. The results of these estimates will be summarized in a Transportation Planning Factors and Travel Demand Forecast memorandum for review and concurrence by the Lead Agency. In addition to trip estimates, detailed vehicle, pedestrian and transit trip assignments (Level-2 screening assessment) will be prepared to identify the intersections and pedestrian/transit elements selected for undertaking quantified analysis.

*TRAFFIC*

*Project Vehicle Trip Generation*

*Bronx*

Based on preliminary estimates, the reasonable worst-case development scenario (RWCDS) for the Bronx Site is expected to generate an increase of approximately 346 vehicular trips in the weekday AM and 436 in the midafternoon peak hours, and 323 in the Saturday midafternoon peak hour, compared with the No Action condition. Because the forecasted levels of new vehicular travel demand generated by the RWCDS would exceed the 50-trip *CEQR Technical Manual* analysis threshold, the EIS will provide a detailed traffic analysis focusing on these peak hours. It should be noted that the existing tow pound is to be relocated prior to completion. However, as a relocation site has not been identified, no credit for existing trips associated with this use is taken and the trip estimates conservatively assume no displacement of existing tow pound trips under the With Action condition.

*Brooklyn*

Based on preliminary estimates, the RWCDS for the Brooklyn Site is expected to generate an increase of approximately 204 vehicular trips in the weekday AM and 205 in the midafternoon peak hours, and 178 in the Saturday midafternoon peak hour, compared with the No Action condition. Because the forecasted levels of new vehicular travel demand generated by the RWCDS would exceed the 50-trip *CEQR Technical Manual* analysis threshold, the EIS will provide a detailed traffic analysis focusing on these peak hours.

*Manhattan*

Based on preliminary estimates, the RWCDS for the Manhattan Site is expected to generate an increase of approximately 116 vehicular trips in the weekday AM and 123 in the midafternoon

peak hours, and 92 in the Saturday midafternoon peak hour, compared with the No Action condition. Because the forecasted levels of new vehicular travel demand generated by the RWCDS would exceed the 50-trip *CEQR Technical Manual* analysis threshold, the EIS will provide a detailed traffic analysis focusing on these peak hours.

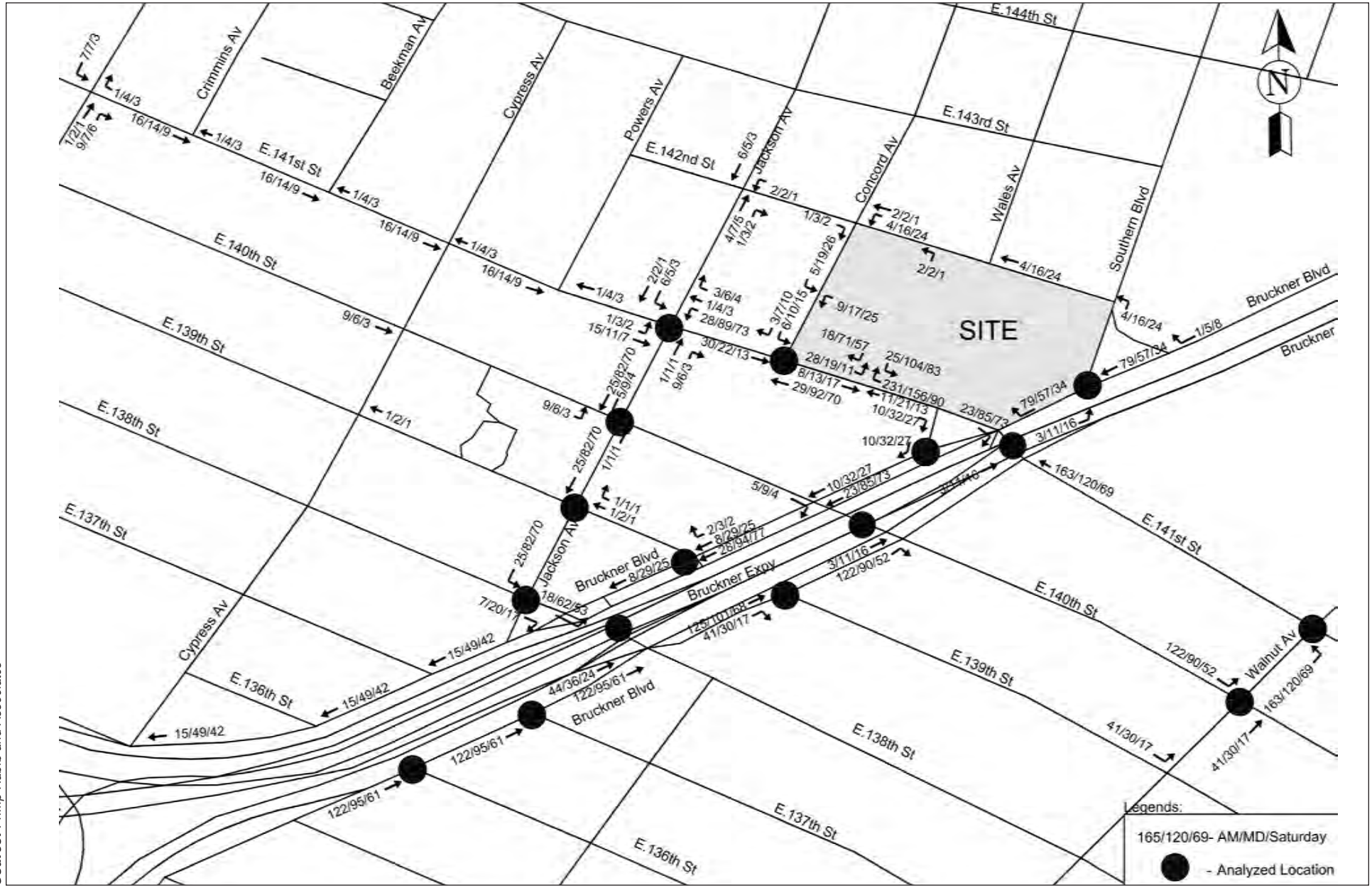
*Queens*

Based on preliminary estimates, the RWCDS for the Queens Site is expected to generate an increase of approximately 342 vehicular trips in the weekday AM and 325 in the midafternoon peak hours, and 274 in the Saturday midafternoon peak hour, compared with the No Action condition. Because the forecasted levels of new vehicular travel demand generated by the RWCDS would exceed the 50-trip *CEQR Technical Manual* analysis threshold, the EIS will provide a detailed traffic analysis focusing on these peak hours.

*Traffic Analysis Methodology*

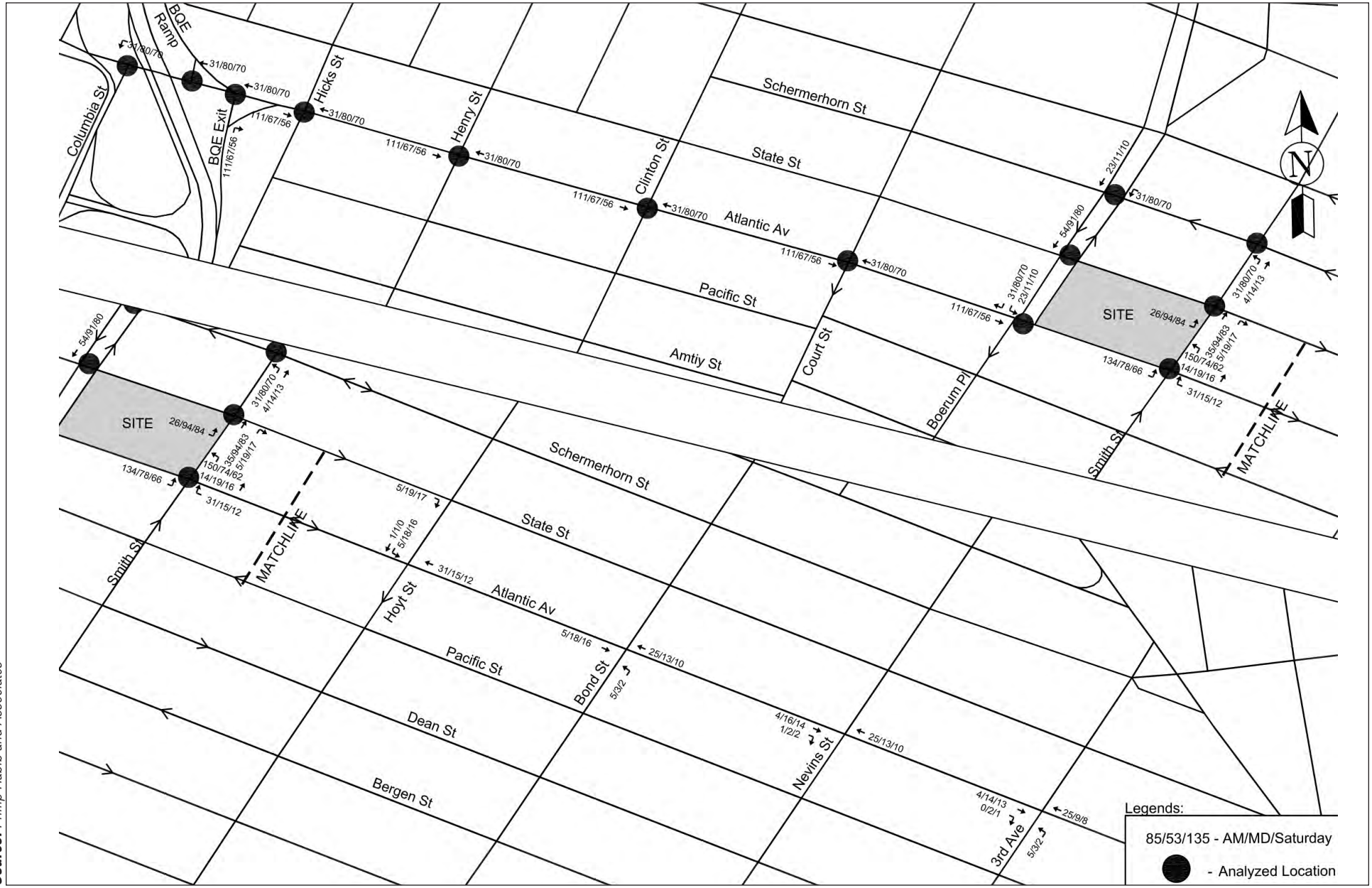
The EIS traffic analysis will include the following (see **Figures 22 through 25**):

- Define traffic study areas to account for the principal travel corridors to/from the four jail locations. Based on a preliminary travel demand forecast and vehicle trip assignments, it is anticipated that for the analyzed study areas, the study areas will include detailed analysis of 16 intersections in the Bronx, 13 intersections in Brooklyn, 5 intersections in Manhattan, and 7 intersections in Queens.
- Conduct traffic counts at traffic analysis locations via a mix of automatic traffic recorder (ATR) machine counts and manual intersection turning movement counts. ATRs will provide continuous 24-hour traffic volumes for a minimum of nine days (including two weekends) along the principal corridors serving the project area. Manual turning movement counts will be conducted during the weekday AM and midafternoon and Saturday midafternoon peak periods. Where applicable, available information from recent studies in the vicinity of the study area will be compiled, including data from such agencies as the New York City Department of Transportation (NYCDOT) and the New York City Department of City Planning (DCP).
- Conduct any required travel speed and delay studies and vehicle classification counts along principal corridors in the study area to provide supporting data for any air quality and noise analyses. These speed-and-delay studies and vehicle classification counts will be conducted in conjunction with the traffic volume counts.
- Inventory physical and operational data as needed for capacity analysis purposes at each of the analyzed intersections. The data collected will be consistent with current *CEQR Technical Manual* guidance and will include such information as street widths, number of traffic lanes and lane widths, pavement markings, turn prohibitions, parking regulations, and signal phasing and timing data as provided by NYCDOT.
- Using *Highway Capacity Software (HCS) + Version 5.5* methodologies, determine existing traffic conditions at each analyzed intersection including capacities, volume-to-capacity (v/c) ratios, average control delays per vehicle and levels of service (LOS) for each lane group and intersection approach, and for the intersection overall.
- Identify planned projects that would be developed in the area in the No Action condition and determine the associated No Action travel demand generated by these projects. The future traffic volumes from No Action projects will be estimated using published environmental assessments or forecasted based on current *CEQR Technical Manual* guidelines, Census data, and/or data from other secondary sources. An annual growth rate of 0.5 percent per year for



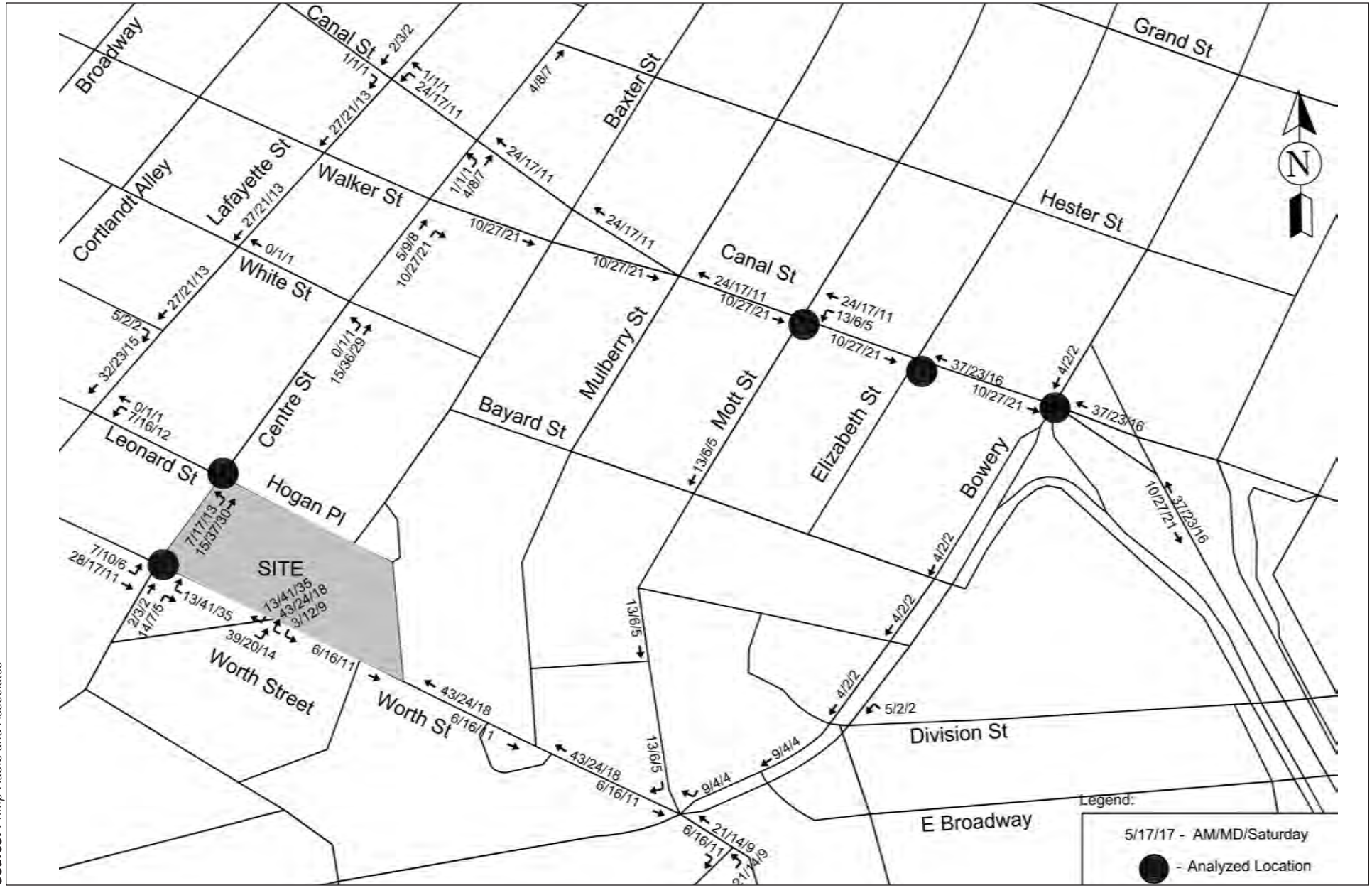

**Source:** *Philip Habib and Associates*

Bronx Site - 320 Concord Avenue
Traffic Data Collection



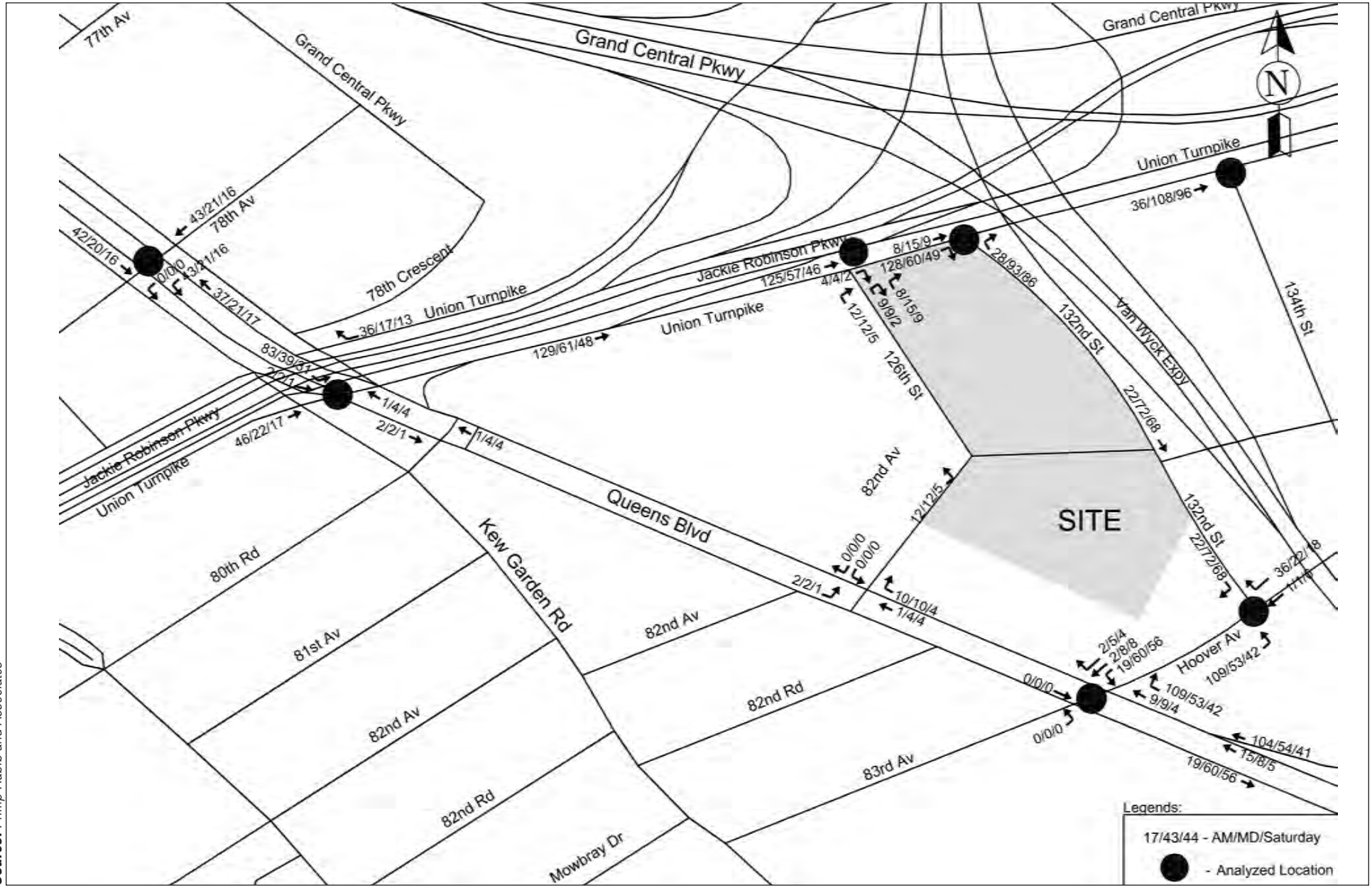

***Source:*** *Philip Habib and Associates*

Brooklyn Site - 275 Atlantic Avenue
Traffic Data Collection




**Source:** *Philip Habib and Associates*

Manhattan Site - 80 Centre Street
Traffic Data Collection




***Source:*** *Philip Habib and Associates*

Queens Site - 126-02 82nd Avenue
Traffic Data Collection



**Figure 25**

the first five years and 0.25 percent per year thereafter will also be applied to existing traffic volumes to account for general background growth through 2027 as per *CEQR Technical Manual* guidelines. Mitigation measures accepted for No Action projects will also be reflected in the No Action traffic network as will any relevant initiatives planned by NYCDOT and other agencies. No Action traffic volumes will be determined, v/c ratios and levels of service will be calculated, and congested intersections will be identified.

- Based on available sources, U.S. Census data, standard references, and other EIS documents, forecast the travel demand generated by the RWCDS's residential and local retail uses, and the modes of transportation to be used for these trips.
- Determine the volume of vehicle traffic expected to be generated by the RWCDS, assign that volume of traffic in each analysis period to the approach and departure routes likely to be used, and prepare balanced traffic volume networks for the With Action condition for each analysis period.
- Determine the resulting v/c ratios, delays and levels of service for the future With Action condition, and identify significant traffic impacts in accordance with current *CEQR Technical Manual* criteria.
- Identify and evaluate potential traffic mitigation measures, as appropriate, for all significantly impacted locations in the study area in consultation with the lead agency and NYCDOT. Potential traffic mitigation could include both operational and physical measures such as changes to lane striping, curbside parking regulations and traffic signal timing and phasing, roadway widening, and new traffic signal installations. Where impacts cannot be mitigated, they will be described as unavoidable adverse impacts.

*PARKING*

Based on data developed for the RWCDS, parking demand at the existing detention facilities typically peaks in the AM and midafternoon periods. This analysis will determine if the proposed accessory parking at each project site is sufficient to accommodate overall incremental demand. For any facility found not to provide dedicated/accessory parking sufficient that meets the site-generated demand, detailed existing on-street parking and off-street parking inventories will be conducted for the weekday AM and midafternoon periods (when parking in the jails area is at peak occupancy due to shift changes) to document existing supply and demand for each period. The parking analyses will document changes in the parking utilization in proximity to the project sites under both the No Action and With Action conditions based on accepted background growth rates and the project-generated demand. Should a parking shortfall be identified, parking within a ½-mile radius of the project site may also be considered, in accordance with the guidance of the *CEQR Technical Manual.* The forecast of new parking supply under the RWCDS will be based on the net change in parking spaces on and adjoining the four jail sites.

*TRANSIT*

Transit analyses typically focus on the weekday AM and PM commuter peak hours, as it is during these periods that overall demand on the subway and bus systems is usually highest. The subway stations selected for analysis are determined based upon projected subway trip assignment patterns and the *CEQR Technical Manual* analysis threshold of 200 incremental trips per hour at any one station. An analysis of Metropolitan Transportation Authority New York City Transit (NYCT) bus routes is similarly considered warranted based on *CEQR Technical Manual* analysis thresholds of 200 total local bus trips in any one peak hour, and 50 incremental trips per direction per hour on any one bus route.

Based on preliminary travel demand forecasts, the RWCDS is expected to generate an increase (as compared with No Action conditions) of 200 or more subway trips during the weekday midafternoon peak hour at the Bronx and Brooklyn sites. The Manhattan and Queens sites are not expected to generate 200 or more peak hour trips during the analysis peak hours. The Brooklyn Site is not expected to generate 200 or more peak hour trips at any subway station or subway line, due to the multiple station options and or/station elements, and the lines serving those locations. The Bronx Site is expected to exceed Level 2 trip assignment screening thresholds on the No. 6 subway line and station elements at the East 143rd Street station on the No. 6 subway line. However, as this analysis period is outside the typically analyzed peak commuter periods, detailed quantitative analysis is not warranted as sufficient capacity that can accommodate future increases in demand is likely available in the No Action condition.

Based on preliminary travel demand forecasts, bus trips associated with the RWCDS are expected to be below the *CEQR Technical Manual* thresholds to warrant the need for any detailed bus analysis (i.e., the RWCDS is expected to generate fewer than 200 local bus trips in any peak hour).

*PEDESTRIANS*

Based on a preliminary travel demand, the RWCDS would result in a net increase of more than the 200-trip *CEQR Technical Manual* analysis threshold to sidewalks, corner areas, and crosswalks in the immediate vicinity of the Brooklyn and Bronx sites during the weekday AM and midafternoon and Saturday midafternoon peak hours. For the Brooklyn Site, the RWCDS is expected to generate a total of approximately 297, 710, and 697 pedestrian trips during the weekday AM, midafternoon, and Saturday midafternoon peak hours, respectively. For the Bronx Site, the RWCDS is expected to generate a total of approximately 325, 1,226, and 837 pedestrian trips during the weekday AM, midafternoon, and Saturday midafternoon peak hours, respectively. These trips would include walk-only trips as well as pedestrian trips en route to and from area transit facilities (subway stations and bus stops). The Manhattan Site is expected to generate 269 pedestrian trips during the weekday midafternoon peak hour. However, as separate entrances for the proposed uses on the site would be located on three frontages, trips would be well dispersed and it is unlikely a sidewalk, corner, or crosswalk element would be used by 200 or more project-generated trips.

A quantitative analysis of pedestrian conditions will therefore be prepared focusing on those sidewalks, corner areas and crosswalks in the vicinity of the Brooklyn and Bronx sites that are expected to be used by 200 or more project-generated pedestrian trips during one or more peak hours. In addition, if the Queens Site is also found to generate 200 or more incremental project-generated pedestrian trip in one or more peak hours through a pedestrian facility, then a quantitative analysis likely would be warranted.

The pedestrian analysis will evaluate existing and No Action conditions during the weekday AM and midafternoon and Saturday midday peak hours, and the potential for incremental demand from the RWCDS to result in significant adverse impacts based on current *CEQR Technical Manual* criteria. Potential measures to mitigate any significant adverse pedestrian impacts will be identified and evaluated, as warranted, in consultation with the Lead Agency and NYCDOT.

*VEHICULAR AND PEDESTRIAN SAFETY*

Vehicular and pedestrian safety issues in the study areas will also be examined. Accident data for the study area intersections from the most recent 3-year period will be obtained from NYCDOT. These data will be analyzed to determine if any of the studied locations may be classified (using CEQR criteria) as high vehicle crash or high pedestrian/bike accident locations and whether trips

and changes resulting from the proposed action would adversely affect vehicular and pedestrian safety in the area. If any high crash locations are identified, feasible improvement measures will be explored to alleviate potential safety issues.

## TASK 12. AIR QUALITY

If the projected vehicle trips generated by the proposed project exceed the *CEQR Technical Manual's* carbon monoxide (CO) screening threshold of 170 vehicles in a peak hour at intersections in the traffic study areas and/or the particulate matter (PM) emission screening threshold discussed in Chapter 17, Sections 210 and 311 of the *CEQR Technical Manual* a screening analysis of CO and PM mobile source emissions will be performed at affected intersections to determine whether a microscale analysis at one or more intersections is necessary.

A stationary source air quality impact analysis will be undertaken to determine if emissions from the proposed project's fossil-fuel fired heating and hot water systems significantly impact air quality at existing land uses, or on the proposed project itself (i.e., project-on-project impacts). In addition, since the Bronx Site is within 400 feet of a manufacturing zoned district, an analysis of emissions from industrial sources must be prepared, and large and major sources of emissions within 1,000 feet of the study area will also be examined.

*MOBILE SOURCES*

A screening analysis of CO and PM mobile source emissions at affected intersections will be performed for each proposed site to determine whether a microscale analysis at one or more intersections is necessary. If required, an assessment of the potential CO and/or PM impacts associated due to mobile sources will be performed.

If required, an assessment of the potential CO and PM impacts associated with proposed parking facilities will be prepared.

*STATIONARY SOURCES*

*Heating and Hot Water Systems Analysis*

A screening analysis will be prepared to determine whether emissions from any on-site fuel-fired equipment (e.g., boilers/hot water heaters) could cause significant adverse air quality impacts. The screening analysis will use the procedures outlined in the *CEQR Technical Manual*. The procedure involves determining the distance from the exhaust point within which potential significant impacts may occur, on elevated receptors (such as open windows, air intake vents, etc.) that are of similar or greater height when compared with the height of the proposed project's heating and hot water equipment exhaust stack(s). The distance within which a significant impact may occur is dependent on a number of factors, including the height of the discharge, type(s) of fuel combusted, and development size or estimated emissions. A screening analysis will also be prepared using the U.S. Environmental Protection Agency's (USEPA) AERSCREEN screening dispersion model to determine whether the proposed project could potentially cause any significant adverse impacts with respect to the 1-hour average nitrogen dioxide ($NO_2$) ambient air quality standard and fine particulate matter ($PM_{2.5}$) *de minimis* criteria, and, if fuel oil is proposed to be used, the 1-hour sulfur dioxide ($SO_2$) ambient air quality standard. Project-on-project and project-on-existing and No Action impacts will be determined.

For proposed sites that fail the screening analysis, a refined modeling analysis will be prepared using the AERMOD model. For this analysis, five recent years of meteorological data from the nearest representative National Weather Service station and concurrent upper air data will be

utilized for the simulation program. Concentrations of nitrogen dioxide ($NO_2$), sulfur dioxide ($SO_2$) (if assuming fuel oil), and particulate matter ($PM_{10}$ and $PM_{2.5}$) will be determined at off-site and on-site (project) receptor locations. Predicted concentrations will be compared with NAAQS and other relevant standards. In the event that exceedances of standards and/or criteria are predicted, examine design measures to reduce pollutant levels to within standards.

*Industrial Source Analysis*

A field survey will be prepared to identify processing or manufacturing facilities within 400 feet of the project area. A copy of the air permits for each of these facilities will be requested from DEP's Bureau of Environmental Compliance. A review of New York State Department of Environmental Conservation (NYSDEC) Title V permits and USEPA Envirofacts database will also be prepared to identify any federal or state-permitted facilities within 1,000 feet of the project area.

If manufacturing or processing facilities are identified within 400 feet of the project sites, an industrial source air quality analysis will be prepared. Predicted worst-case impacts on the project will be compared with the short-term guideline concentrations (SGC) and annual guideline concentrations (AGC) reported in NYSDEC's DAR-1 AGC/SGC Tables guidance document to determine the potential for significant impacts. In the event that exceedances of guideline concentrations are predicted, more refined dispersion modeling may be employed or measures to reduce pollutant levels to within guideline levels will be examined.

*Large and Major Source Analysis*

Large and major sources of emissions within 1,000 feet of the project sites will be evaluated. If required, a detailed stationary source analysis using the USEPA AERMOD dispersion model to estimate the potential impacts on the proposed project from nearby existing or proposed stationary sources, per the *CEQR Technical Manual*.

## TASK 13. GREENHOUSE GAS EMISSIONS AND CLIMATE CHANGE

In accordance with the *CEQR Technical Manual*, greenhouse gas (GHG) emissions generated by the proposed project will be quantified, and an assessment of consistency with the City's established GHG reduction goal will be prepared. Emissions will be estimated for the analysis year and reported as carbon dioxide equivalent ($CO_2e$) metric tons per year. GHG emissions other than carbon dioxide ($CO_2$) will be included if they would account for a substantial portion of overall emissions, adjusted to account for the global warming potential. In addition, the analysis will also adhere to the guidance given by NYSDEC for its review or preparation of analyses for EISs under SEQRA, *Guide for Assessing Energy Use and Greenhouse Gas Emissions in an Environmental Impact Statement*, published July 15, 2009.

Relevant measures to reduce energy consumption and GHG emissions that could be incorporated into the proposed project will be discussed, and the potential for those measures to reduce GHG emissions from the proposed project will be assessed to the extent practicable.

*GREENHOUSE GAS EMISSIONS EVALUATION*

- Direct Emissions—GHG emissions from on-site boilers used for heat and hot water, natural gas used for cooking, and fuel used for on-site electricity generation, if any, will be quantified. Emissions will be based on available project-specific information regarding the project's expected fuel use**.**

- Indirect Emissions—GHG emissions from purchased electricity and/or steam generated off-site and consumed on-site during the project's operation will be estimated.
- Indirect Mobile Source Emissions—GHG emissions from vehicle trips to and from the project site will be quantified using trip distances and vehicle emission factors provided in the *CEQR Technical Manual*.
- Emissions from project construction and emissions associated with the extraction or production of construction materials will be qualitatively discussed. Opportunities for reducing GHG emissions associated with construction will be considered.
- Design features and operational measures to reduce the proposed project's energy use and GHG emissions will be discussed and quantified to the extent that information is available.
- Consistency with the City's GHG reduction goal will be assessed. While the City's overall goal is to reduce GHG emissions by 30 percent below 2005 level by 2025, individual project consistency is evaluated based on building energy efficiency, proximity to transit, on-site renewable power and distributed generation, efforts to reduce on-road vehicle trips and/or to reduce the carbon fuel intensity or improve vehicle efficiency for project-generated vehicle trips, and other efforts to reduce the project's carbon footprint. This assessment will also consider compliance with Local Law 86 of 2005 (Green Building Standards for City capital projects) where applicable.

## TASK 14. NOISE

The *CEQR Technical Manual* requires that the noise chapter address whether the proposed project would result in a significant increase in noise levels (particularly at sensitive land uses such as residences) and what level of building attenuation is necessary to provide acceptable interior noise levels.

The scope of work contains all the standard elements included in a CEQR noise study: selection of receptor sites; measurement of existing noise levels; prediction of future noise levels both with and without the proposed project; impact evaluation; specifying building attenuation needed to satisfy CEQR building attenuation requirements for newly introduced noise-sensitive uses; and the examination of noise abatement measures (where necessary). No detailed analysis of potential noise impacts due to mechanical equipment will be performed, since it is assumed that mechanical equipment would be designed to meet applicable regulations, such as the New York City Noise Control Code and New York City Department of Buildings Code.

Consequently, the noise analysis will examine the potential increases in noise level at nearby noise receptors resulting from traffic associated with the proposed project and the level of building attenuation necessary to meet CEQR interior noise level requirements.

Specifically, the noise analysis will include the following:

- Select noise receptor locations for the proposed project sites. Receptor locations will be selected for each potential site and will include locations representative of noise exposure at the site.
- Determine existing noise levels at the receptor locations. Existing noise levels shall be measured at each of the proposed project site receptor locations over a 20-minute time period during each of the typical weekday AM, midday, and PM peak periods. Measurements shall be made using Type I instrumentation and measured quantities shall include A-weighted and 1/3-octave band $L_{eq}$, $L_1$, $L_{10}$, $L_{90}$, $L_{min}$, and $L_{max}$ noise levels. These measurements shall provide

baseline levels. Measurements at locations adjacent to elevated noise sources (e.g., elevated highway) will be elevated to a height comparable to the height of the adjacent noise source.

- Determine future noise levels without and with the proposed project. At each of the receptor locations identified above, determine noise levels without and with the proposed project using existing noise levels, acoustical fundamentals, projected levels of traffic on adjacent roadways, and mathematical models.
- Compare noise levels with standards, guidelines, and other impact evaluation criteria. Compare existing noise levels and future noise levels, both with and without the proposed project, with various noise standards, guidelines, and other appropriate noise criteria.
- Determine amount of building attenuation required. The level of building attenuation necessary to satisfy CEQR requirements is a function of exterior noise levels. Measured values will be compared to appropriate standards and guideline levels. Recommendations regarding general noise attenuation measures needed for the proposed project to achieve compliance with standards and guideline levels will be presented.

## TASK 15. PUBLIC HEALTH

If unmitigated significant adverse impacts are identified with respect to hazardous materials, air quality, or noise at a project site and the Lead Agency determines that a public health assessment is warranted, this analysis will be provided in the EIS for the specific technical area or areas.

## TASK 16. NEIGHBORHOOD CHARACTER

This section will assess and summarize the proposed project's effects on neighborhood character at each site using the analysis of impacts as presented in other pertinent analyses (particularly urban design and visual resources, historic resources, socioeconomic conditions, traffic, and noise). This assessment will be coordinated with the analysis of socioeconomic conditions and the Fair Share analysis.

The character of a neighborhood is established by numerous factors, including land use patterns, the scale of its development, the design of its buildings, the presence of notable landmarks, and a variety of other physical features that include traffic and pedestrian patterns, noise, etc. Most of these elements will already be covered in other EIS sections but salient points from those analyses will be summarized. Tasks will include:

- Drawing on other EIS sections, describe the predominant factors that contribute to defining the character of the neighborhood for each project site.
- Based on planned development projects, public policy initiatives, and planned public improvements, summarize changes that can be expected in the character of the neighborhood for each project site in the No Action condition.
- The proposed project's potential impacts on neighborhood character will be assessed and summarized.

If the results of the impact analysis identify a potential for significant adverse impacts, potential practicable mitigation measures to avoid or reduce those significant adverse impacts will be identified.

## TASK 17. CONSTRUCTION IMPACTS

This chapter will provide a discussion of the conceptual construction schedule, activities likely to occur during construction, the types of equipment that are likely to be used, construction logistics (e.g., site access points and potential staging area locations), construction workers and truck delivery estimates, and safety measures that will be implemented to protect the public during construction. Based on this information, an assessment of relevant technical areas where construction activities may pose specific environmental problems will be provided. Measures to avoid, minimize and/or mitigate potential significant adverse construction-related effects will also be identified where appropriate.

*TRANSPORTATION*

Based on the trip projections of activities associated with peak construction for the proposed project, an assessment of potential impacts during construction and how they are compare to the trip projections under the operational condition will be provided. If this effort identifies an exceedance of the *CEQR Technical Manual* quantified transportation analyses thresholds (50 or more vehicle-trips and/or 200 or more transit/pedestrian trips during a given peak hour), a detailed traffic analysis would be undertaken for the intersections exceeding the screening thresholds.

Where appropriate, the analysis will also assess the potential cumulative effects of the proposed project's construction activities in combination with the construction activities of nearby background development projects on the area's transportation systems.

*AIR QUALITY*

The construction air quality section will assess the potential for significant adverse impacts from these sources of air emissions generated during construction of the proposed project. by reviewing the projected construction activity and equipment in the context of intensity, duration, and location of emissions relative to nearby sensitive locations (i.e., residences, open space users etc.), and identify any project-specific control measures (i.e., diesel equipment reduction; clean fuel; best available tailpipe reduction technologies; utilization of equipment that meets specified emission standards; and fugitive dust control measures, etc.) required to further reduce the effects of construction and to ensure that significant impacts on air quality do not occur.

*NOISE*

The construction noise section will contain an assessment of the magnitude and duration of noise from the proposed project's construction activity based on the conceptual construction schedule for proposed project and noise emission level estimates for individual construction stages taken from detailed noise modeling analyses that have previously undergone environmental review and approval process. The analysis will compare the construction noise levels estimated for the construction of the proposed project to existing noise levels at nearby receptors as determined by noise level measurements conducted for the operational noise analysis. The analysis will also review the projected activity and equipment in the context of intensity, duration, and location of emissions relative to nearby sensitive locations, and identify any project-specific control measures required to further reduce construction noise. Appropriate recommendations will be made to comply with state and local rules.

*OTHER TECHNICAL AREAS*

As appropriate, discuss other areas of environmental assessment for potential construction-related impacts.

## TASK 18. ALTERNATIVES

CEQR requires an analysis of a No Action Alternative (without the proposed project), which in this case assumes that the proposed detention facilities would not be constructed and the project sites would remain unchanged, but that the City would continue to implement strategies to reduce the jail population. Other alternatives to be analyzed will include an alternative or alternatives that would reduce or avoid any identified unmitigated significant adverse impacts of the proposed project. Additional project alternatives may include design alternatives or a different mix of uses at certain sites depending on any significant adverse impacts identified in the EIS. The analysis of each alternative will be qualitative, except where impacts of the project have been identified.

## TASK 19. MITIGATION

Where significant adverse impacts have been identified in the analyses discussed above, measures will be described to mitigate those impacts. Where impacts cannot be mitigated, they will be identified as unavoidable adverse impacts.

## TASK 20. SUMMARY CHAPTERS

Several summary chapters will be prepared, focusing on various aspects of the EIS, as set forth in the regulations and the *CEQR Technical Manual*. They are as follows:

1. *Executive Summary*. Once the EIS technical sections have been prepared, a concise executive summary will be drafted. The executive summary will utilize relevant material from the body of the EIS to describe the proposed project and actions, their environmental impacts, measures to mitigate those impacts, and alternatives to the proposed development and actions.
2. *Unavoidable Adverse Impacts*. Those impacts, if any, that could not be avoided and could not be practicably mitigated, will be listed in this chapter.
3. *Growth-Inducing Aspects of the Proposed Project*. This chapter will focus on whether the proposed project has the potential to induce new development within the surrounding area.
4. *Irreversible and Irretrievable Commitments of Resources*. This chapter will focus on those resources, such as energy and construction materials, that would be irretrievably committed if the project is built.

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