



**TECHNICAL MEMORANDUM 003
NEW YORK CITY BOROUGH-BASED JAIL SYSTEM
CEQR No. 18DOC001Y**

**ULURP Nos. 190333 PSY, N190334 ZRY, 190335 ZSX, 190336 ZMX, N190337
ZRX, 190338 HAX, 190339 ZSK, 190340 ZSM, 190341 PQM, 190342 ZSQ, 190116
MMK, 190252 MMM, 190117 MMQ**

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A. INTRODUCTION

On August 23, 2019, the New York City Department of Correction (DOC), as lead agency, issued a Notice of Completion for the Final Environmental Impact Statement (FEIS) for the New York City Borough-Based Jail System project. Following issuance of the Notice of Completion, the New York City Council (City Council) proposed certain modifications to the Uniform Land Use Review Procedure (ULURP) applications as a result of its review. These modifications were assessed in a Technical Memorandum dated October 11, 2019 (Technical Memorandum No. 1) and subsequently approved by the City Council on October 17, 2019. Subsequently, the project was further modified and assessed in a Technical Memorandum dated October 14, 2020 (Technical Memorandum No. 2). These modifications included several elements that were within the scope of the original City Council approval and therefore did not require further discretionary action. One element, specifically related to the a relocation of the accessory parking garage curb cut for the Manhattan Borough-Based Jail, requires a mayoral zoning override. As discussed in this technical memorandum (Technical Memorandum No. 3), further analysis of the effects of this curb cut relocation is necessary due to changes associated with a new bicycle lane to be provided on Centre Street, a change made independent of the Borough-Based Jails System project. The mayoral zoning override will rely on the assessment provided in Technical Memorandum No. 2 and in this Technical Memorandum No. 3.

The project as described in the FEIS (hereafter the “previously analyzed project”), would result in the construction of four detention facilities (one in each borough for The Bronx, Brooklyn, Manhattan, and Queens), with community facility and/or retail space at each site along with support space for quality educational programming, recreation, therapeutic services, publicly accessible community space, and staff parking. Court facilities and a mixed-use residential

building would be provided at the Bronx Site and a public parking garage would be provided at the Queens Site. Per the two preceding Technical Memoranda, the project was modified subsequent to the FEIS with several changes, including, most notably, a reduction in the number of beds for people in detention at each facility. Other modifications included modest reductions to the program floor area at each site, a change to the anticipated completion year of the project, changes to the number of parking spaces at the Bronx and Queens Sites, and a relocation of the Manhattan Site's proposed curb cut for the accessory parking garage (hereafter the "approved modified project"). Ultimately, the approved modified project would provide approximately 886 beds to house people in detention at each of the facilities.

It is imperative to note that neither the Mayor's Office of Criminal Justice (MOCJ) nor the DOC are proposing any new modifications to the approved modified project. There are no modifications to the approved modified project's program, parking, zoning envelope heights, permitted floor area, setbacks, site plans, or expected year of completion. All elements of the approved modified project and program would remain unchanged as defined in Technical Memorandum No. 2.

Although the approved modified project, described above, has not changed, since the completion and approvals of the Borough-Based Jails and associated modifications, New York City Department of Transportation (NYCDOT) has announced plans to install a new bike lane along Centre Street as part of Brooklyn Bridge Protected Bike Lane & Access. The changes related to this plan are expected to affect the transportation environmental analysis of the Manhattan Borough-Based Jail. In relation to the approved modified project, this planned bike lane and related changes by NYCDOT would not require any new discretionary approvals.

This Technical Memorandum describes the proposed changes and analyzes whether these changes would result in any new or different significant adverse transportation environmental impacts not already identified in the FEIS or preceding Technical Memoranda No. 1 or No. 2 for the Manhattan Borough-Based Jail Site. As set forth below, this Technical Memorandum concludes that the new Centre Street bike lane and related street changes on Centre Street would not result in any significant adverse impacts at any new or different lane groups not already identified in the FEIS or subsequent Technical Memoranda. However, it would result in a significant adverse impact during the Saturday midday at the same location previously identified in the FEIS and Technical Memorandum No. 2 as a significant adverse impact during the weekday midday. Even further, this update only pertains to the Transportation portion of the environmental review and would not result in any new or different significant adverse not already identified in the FEIS as relates to any other technical area.

B. DESCRIPTION OF NEW CENTRE STREET BIKE LANE & RELATED CHANGES

As mentioned above, NYCDOT plans to install a bike lane along Centre Street. The proposed bike lane is a part of NYCDOT's plan to add a protected bike lane and bicycle access to the Brooklyn Bridge. NYCDOT is also seeking to improve bicycle network by linking the Brooklyn Bridge proposed bike path to points of the existing Manhattan bicycle network further north of the bridge. The proposed protected bike lane on the bridge will be accessible and connected via the bridge's access point at Lafayette Street and Centre Street near Chambers Street. Changes, including new bike lane, are proposed along Lafayette Street (southbound) and Centre Street (northbound). As such, the bike lane will extend along Centre Street, in the vicinity of the future Manhattan Borough-Based Jail.

As part of the NYC Borough-Based Jail System FEIS and related Technical Memoranda, two intersections in Manhattan were analyzed for significant adverse impacts to traffic. These intersections include Centre Street at Walker Street and Baxter Street at Walker Street. NYCDOT plans for a bike lane on Centre Street would directly affect the intersection of Centre Street at Walker Street. The plans of for the new bike lane would specifically affect the northbound leg of the Centre Street and Walker Street intersection.

The existing configuration of northbound approach, from west to east, includes an approximately ten-foot wide parking lane along the west curb of Centre Street, two approximately ten-foot wide travel lanes, and a curbside approximately nine-foot lane marked with a No Standing sign for Monday through Friday between 7:00am to 7:00pm. It should be noted that although the lane along the east curb of Centre Street is regulated by No Standing sign, it is usually used as parking lane by Manhattan Detention Center's staff and officials. In the future, with the implementation of the plans for a new bike lane along Centre Street, the northbound approach of Centre Street and Walker Street will be reconfigured, from west to east, with a new six-foot northbound bike lane along the west curb of Centre Street, a three-foot stripped median to separate vehicular and bicycle traffic, a ten-foot travel/parking lane, an eleven-foot travel lane, and a nine-foot parking lane along the east curb of Centre Street. The ten-foot lane, outboard of the bicycle lane and striped median, would function as travel lane between the hours 7:00am to 10:00am to provide additional capacity during the weekday AM peak periods. This allows for total of two northbound travel lanes during the weekday AM peak period (7:00am-10:00am) and one northbound travel lane during all other periods (including Saturday). During all other times, the lane would be available for parking. Besides adding a protected bike lane, this provides additional motor vehicle capacity, two total northbound travel lanes, during the weekday AM peak period (7:00am to 10:00am) compared to all other periods (including Saturday) which include one northbound travel lane.

NYCDOT expects that construction of the planned bike lane and related aforementioned changes will begin at the end of 2021 and be fully implemented by 2027, the expected completion of the Borough-Based Jails System. As such, updates to the No Action (in the FEIS) and With Action (in the Technical Memorandum) traffic analysis are discussed below. This update includes the curb cuts change and other programmatic changes for Manhattan previously assessed in the preceding Technical Memoranda.

C. TRAFFIC ANALYSIS WITH UPDATES

The preceding Technical Memorandum concluded that the approved modified project at the Manhattan site would have the potential to result in significant adverse impacts to vehicular traffic at one intersection (Centre Street and Walker Street) in the weekday midday peak hour. The Technical Memorandum identified mitigation for the Manhattan Site's potential anticipated traffic impact. In the absence of the implementation of the mitigation measure, this impact would remain unmitigated and, consequently, constitute an unavoidable significant adverse traffic impact.

As the approved modified project would not result in any further programmatic changes at the Manhattan site due to the planned new Centre Street bike lane and related street changes, conclusions to transit, pedestrians, vehicular/pedestrian safety, or parking (no significant adverse impacts) presented in the FEIS and the previous Technical Memoranda remain unchanged in this Technical Memorandum. Further, as the this Memorandum focuses on the changes related to the intersection of Centre Street and Walker Street and there are no additional modifications to the approved modified project, it is important to note that the analysis at other analyzed intersections

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would also remain unchanged in the Technical Memorandum and would be consistent with the previous Technical Memorandum.

An assessment of the potential environmental impacts to traffic of the approved modified project with the planned new Centre Street bike lane and related street changes at the Manhattan site is examined below.

NO ACTION CONDITION

The 2021 through 2027 period will likely see the implementation of a number of physical changes to the study area street system associated with DOT's Brooklyn Bridge Protected Bike Lane & Access project. As mentioned above, the specific street changes proposed at Centre Street and Walker Street for the new Centre Street bike lane and related street changes would alter the No Action condition of the previously analyzed project in the FEIS. As such, the volume-to-capacity (v/c) ratios, delays, and levels of service (LOS) for those individual lane groups at the Centre Street and Walker Street intersection in each analyzed peak hour under No Action conditions are shown in **Table 1**. The northbound through-right lane group would worsen during the weekday midday (from LOS D to F) and Saturday peak hours (LOS B to F) in the No Action condition compared to the Existing condition (see **Table 4.9-8** in FEIS). The lane group would also worsen compared to the previously analyzed No Action condition (see **Table 4.9-9** in FEIS & **Table 5** in Technical Memorandum No. 2) in the weekday midday (from LOS E to F) and Saturday midday (from LOS C to F) peak hours. The northbound level of service during the Saturday midday peak hour would experience the greatest deterioration as the changes related to the new bike lane would remove one of the two northbound lanes on Saturday.

Table 1
No Action Peak Hour Traffic Conditions (Updated)

Intersection	No Action Weekday AM					No Action Weekday Midday					No Action Saturday				
	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS
Centre Street & Walker Street (signalized)	EB	LT	0.54	22.2	C	EB	LT	0.51	21.5	C	EB	LT	0.14	15.5	B
	NB	TR	0.57	20.5	C	NB	TR	1.14	107.7	F *	NB	TR	1.09	90.9	F *

- Approach: EB-Eastbound, WB-Westbound, NB-Northbound, SB-Southbound.

- Lane Group: L-Left, T-Through, R-Right, DefL-Defacto left.

* Denotes congested lane group.

This table has been updated from FEIS/ Technical Memorandum No. 2

WITH ACTION CONDITION

The v/c ratios, delays, and LOS for analyzed lane groups during all analyzed peak hours under With Action condition are shown in **Table 2**. With the implementation of the approved modified project (unchanged since 2020), including the change of the staff curb cut to Centre Street (previously analyzed in Technical Memorandum No. 2) and accounting for the related changes at the intersection of Centre and Walker Street as part of NYCDOT's new bike lane reflected in the No-Action analysis above, the northbound through-right lane group would remain congested (at LOS F) during the weekday midday and Saturday midday peak hours under With-Action conditions. The northbound movement would worsen from a delay of 107.7 seconds in the No Action condition to 179.8 seconds in the With Action condition during the weekday midday peak hour. Similarly, the northbound movement would worsen from a delay of 90.9 seconds in the No Action condition to 171.3 seconds in the With Action condition during the Saturday midday peak hour. Under the approved modified project (in the previous Technical Memorandum), this lane

group was projected to experience delay of 104.2 seconds (see Technical Memorandum No. 2 **Table 6**) compared to delay of 179.8 seconds as shown in **Table 2** during the weekday midday peak hour. Similarly, during the Saturday midday peak hour, under the modified project (in the previous Technical Memorandum), this lane group was projected to experience delay of 22.6 seconds (see Technical Memorandum No. 2 **Table 6**) compared to delay of 171.3 seconds as shown in **Table 2**.

As denoted in **Table 2**, the potential for significant adverse impacts was identified the northbound shared through-right lane group at the Centre Street and Walker Street intersection during the weekday midday and Saturday midday peak hours. Although consistent with the FEIS and the previous Technical Memorandum during the weekday midday peak hour, one additional analyzed peak hour, Saturday midday, would also have the potential to result in significant adverse impacts on the same lane group.

Table 2
With Action Peak Hour Traffic Conditions (Updated)

Intersection	With Action Weekday AM					With Action Weekday Midday					With Action Saturday				
	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS
Centre Street & Walker Street (signalized)	EB	LT	0.54	22.2	C	EB	LT	0.51	21.5	C	EB	LT	0.15	15.5	B
	NB	TR	0.61	21.5	C	NB	TR	1.31	179.8	F *	NB	TR	1.29	171.3	F *

- Approach: EB-Eastbound, WB-Westbound, NB-Northbound, SB-Southbound.

- Lane Group: L-Left, T-Through, R-Right, DefL-Defacto left.

* Denotes impacted lane group.

This table has been updated from FEIS/ Technical Memorandum No. 2

MITIGATION

With the introduction of the bike lane on Centre Street, there would be a decrease in capacity at the northbound approach at Centre Street and Walker Street during the weekday midday and Saturday midday peak hours. Implementing No Stopping Anytime regulation instead of the proposed 7:00am to 10:00am only travel lane along the westernmost lane, adjacent to the proposed bike lane, is recommended as a measure that would mitigate the project's significant adverse traffic impact in both the weekday midday and Saturday midday peak hours to the intersection's northbound approach. This would thereby provide the Centre Street northbound approach to Walker Street with two total moving lanes at all times, similar to the AM peak period (7:00am to 10:00am). The travel lane would not require any physical changes, reconfiguration, restriping. As proposed as part of the new bike lane project, the lane would 10 feet in width. The purpose of this mitigation would be to increase the number of effective moving lanes from one to two during all periods (other than the AM peak period when two moving lanes already will be available), provide greater through output, and create separate lanes for through and through-right movements. The v/c ratios, delays, and LOS for analyzed lane groups during the weekday midday and Saturday midday peak hour under Action-With-Mitigation condition for project are shown in **Tables 3 & 4**, respectively. As shown in **Tables 3 & 4**, the northbound through-right lane group would significantly improve to LOS C during both the weekday midday and the Saturday midday peak hours with the presence of the incremental demand of the traffic as a result of project and the implementation of the recommended mitigation measure. If this measure is deemed infeasible, other potential measures will be considered in consultation with the NYCDOT. In the absence of the application of mitigation measures, the impact would remain unmitigated.

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Table 3

Weekday Midday Action-with-Mitigation Peak Hour Traffic Conditions (Revised)

Intersection	No Action Weekday Midday					With Action Weekday Midday					Action-with-Mitigation Weekday Midday				
	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS
Centre Street & Walker Street (signalized)	EB	LT	0.51	21.5	C	EB	LT	0.51	21.5	C	EB	LT	0.51	21.5	C
	NB	TR	1.14	107.7	F	NB	TR	1.31	179.8	F *	NB	TR	0.62	21.9	C

- Approach: EB-Eastbound, WB-Westbound, NB-Northbound, SB-Southbound.
 - Lane Group: L-Left, T-Through, R-Right, DefL-Defacto left.
 * Denotes impacted lane group.

Table 4

Saturday Midday Action-with-Mitigation Peak Hour Traffic Conditions (Revised)

Intersection	No Action Saturday Midday					With Action Saturday Midday					Action-with-Mitigation Saturday Midday				
	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS	Approach	Lane Group	V/C Ratio	Delay (sec/veh)	LOS
Centre Street & Walker Street (signalized)	EB	LT	0.14	15.5	B	EB	LT	0.15	15.5	B	EB	LT	0.13	15.2	B
	NB	TR	1.09	90.9	F	NB	TR	1.29	171.3	F *	NB	TR	0.61	21.7	C

- Approach: EB-Eastbound, WB-Westbound, NB-Northbound, SB-Southbound.
 - Lane Group: L-Left, T-Through, R-Right, DefL-Defacto left.
 * Denotes impacted lane group.

D. CONCLUSION

This Technical Memorandum concludes that new Centre Street bike lane and associated changes planned in the vicinity of the Manhattan Borough-Based Jail would not result in any significant adverse impacts at any new or different lane groups not already identified in the FEIS or subsequent Technical Memoranda. However, it will result in a mitigable impact during the Saturday midday peak hour at a lane group (northbound through-right at Centre Street and Walker Street) previously identified in the FEIS and Technical Memorandum No. 2 as impacted during the weekday midday.



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Date