TECHNICAL MEMORANDUM 008
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
November 12, 2024

A. INTRODUCTION

The City of New York, through the New York City Department of Correction (DOC) and the Mayor's Office of Criminal Justice (MOCJ), is proposing to implement the New York City Borough-Based Jail System project as part of the City's continued commitment to create a modern, humane, and safe justice system. On August 23, 2019, DOC, as lead agency, issued a Notice of Completion for the Final Environmental Impact Statement (FEIS) for the proposal. The City Planning Commission (CPC) approved the proposal on September 3, 2019 and referred the application to the New York City Council (City Council). The actions as approved by the CPC are referred to as the "FEIS project" in this Technical Memorandum.

Following issuance of the Notice of Completion, 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. Subsequent modifications to the project by DOC and MOCJ related to the scope of the original City Council approval, including changes to the build/analysis year, programmatic changes to support areas and parking, and the relocation of the accessory parking garage curb cut for the Manhattan Borough-Based Jail, were assessed in a Technical Memorandum dated October 14, 2020 (Technical Memorandum No. 2). Further analysis of the effects of this Manhattan curb cut relocation was necessary due to changes associated with a new nearby bicycle lane (independent of the Borough-Based Jails System project). This was addressed and assessed in Technical Memorandum No. 3, which was specific to changes associated to the Manhattan Borough-Based Jail, and dated and issued July 28, 2021. Most recently, revised analyses of the effects of new changes specific to the Brooklyn Borough-Based Jail were presented and assessed in early 2024. These changes were related to reductions to the anticipated population/beds in Brooklyn, a change to the anticipated completion year, changes to the number of parking spaces associated with the Brooklyn Site, and an overall update to the transportation analyses with more current traffic data and traffic conditions. This was addressed and assessed in Technical Memorandum No. 4, which was specific to changes associated to the Brooklyn Borough-Based Jail only, and dated and issued February 14, 2024. Technical Memoranda No. 5, 6, and 7 analyzed specific changes associated with the Queens, Bronx, and Manhattan Borough-Based Jails, respectively, and were issued prior to the fall of 2024.

Per the three preceding Technical Memoranda relevant to Brooklyn (Technical Memorandum No. 1, Technical Memorandum No. 2, and Technical Memorandum No. 4), 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, modest reductions to the program floor area, a change to the anticipated completion year, and changes to the number of parking spaces (hereafter the "previously modified project"). This technical memorandum should be read in conjunction with Technical Memorandum No. 4, which provides detailed information on the size, program, and projected demand for the proposed Brooklyn Borough-Based Jail. As discussed in this Technical Memorandum, additional minor changes specific to the Brooklyn Borough-Based Jail are presented and assessed. Unlike the previous changes to the Brooklyn Site, there are no changes related to reductions to the population/beds, reductions to the program floor area, or the anticipated project completion year for the Brooklyn Site. However, in response to community concerns about the New York Police Department (NYPD) current sally port on State Street not being appropriately sized resulting in NYPD vehicles being parked on the public street and transferring detainees from the public street to the courthouse, the City agreed to accommodate the NYPD sally port within the planned below-grade DOC staff parking garage in the new Brooklyn Borough-Based Jail. This technical memorandum analyzes shifting the sally port access for NYPD vehicles from State Street to the BBJ facility via the previously approved Smith Street curb cut and a minor reduction in the number of DOC staff parking spaces as a result of the sally port relocation. These modifications are hereafter referred to as the "newly modified project with an NYPD sally port".

It is imperative to note the modifications to the project require an overview/assessment of the effects on transportation. The newly modified project with an NYPD sally port would not result in any changes to height, bulk of the maximum zoning envelope, permitted floor area, setbacks, or approved ULURP site plan for the Brooklyn Site. This Technical Memorandum does not address or assess the environmental implications or effects as it relates to other technical areas, such as zoning, land use, and public policy; socioeconomic conditions; neighborhood character; community facilities; air quality; hazardous materials; water and sewer infrastructure; solid waste and sanitation services; eliminate change; energy; shadows; historic and cultural resources; urban design and visual resources; natural resources; and hazardous materials.

The project modifications outlined in this Technical Memorandum are summarized below. This Technical Memorandum describes the proposed changes and analyzes whether the newly modified project with an NYPD sally port would result in any new or additional analyses or assessments not already studied or considered in the FEIS or preceding Memoranda for the Brooklyn Borough-Based Jail Site. As set forth below, this Technical Memorandum concludes that the modified project with an NYPD sally port would not result in any new or additional analyses or assessments not previously studied or considered.

B. DESCRIPTION OF THE NEWLY MODIFIED PROJECT WITH AN NYPD SALLY PORT

The Brooklyn Site encompasses the existing lot area of the former Brooklyn Detention Complex, which has been dismantled. Construction of the future facility is currently underway. As discussed in the most recent technical memorandum regarding the Brooklyn Jail Site (Technical Memorandum No. 4), it was assumed that the Brooklyn Borough-Based Jail would house approximately 1,040 beds with a 30,000-sf community facility space (assumed as medical office

for the purposes of transportation). More importantly, the on-site DOC staff parking garage was proposed with 100 spaces and access from Smith Street. The previous technical memorandum also assumed DOC sally port access from State Street, between Boerum Place and State Street.

As previously noted, in response to community concerns about the current NYPD sally port not being appropriately sized resulting in NYPD vehicles being parked on the public street and transferring detainees from the public street to the courthouse, the City agreed to accommodate the NYPD sally port within the planned DOC staff parking garage. The recommendation proposes that the NYPD sally port for its Department vehicles (containing detainees for court arraignments, hearings, and proceedings) be accessed from the planned garage curb cut along Smith Street, as opposed to the existing NYPD sally port on the north side of State Street. As noted above, the NYPD sally port would not require a new or additional curb cut but would share the previously approved curb cut on Smith Street with DOC. As a result of the changes needed to accommodate the new NYPD secured sally port area, the on-site staff parking garage would be reduced to 78 spaces, as compared to 100 spaces (provided and accessed in the preceding technical memorandum), in order to physically fit five NYPD spaces in the newly proposed secured sally port area and a secured zone for transferring detainees between the detention facility and the court via the underground tunnel. Therefore, there would be no incremental change in the number of beds for people in detention at each facility or to the program floor area.

Based on the proposed changes, it is assumed that proposed project modifications would not alter the previously approved conclusions with respect to land use, zoning, and public policy; socioeconomic conditions; community facilities and services; open space; shadows; urban design and visual resources; historic and cultural resources; hazardous materials; natural resources; water and sewer infrastructure; solid waste and sanitation services; air quality, energy; noise; public health, neighborhood character; greenhouse gases and climate change and construction.

C. DEMAND, ASSIGNMENT, & SCREENING/ANALYSES

The new modifications for the NYPD sally port will result in a couple of changes to the previous transportation assumptions. As previously mentioned, vehicles would be diverted from the existing sally port (located on the north side of State Street), which currently provides NYPD with direct access to the court building, to the proposed curb cut on the west side of Smith Street, which was initially designated for the on-site staff garage but would also be utilized as the primary access for NYPD vehicles to the detention facility and court. Based on data provided by NYPD on existing operations at the State Street access point, the diversion of NYPD vehicles is considered below.

In addition, as previously discussed, in order to accommodate the secured NYPD sally port area, the on-site staff parking would be reduced from 100 spaces to 78 spaces. As such, compared to the previous technical memorandum, 22 staff vehicles would be reassigned from the staff garage curb cut on the west side of Smith Street to the public parking facilities in vicinity to the Brooklyn Site. This slight reduction and reassignment of staff parking is also considered below for both traffic assignment purposes as well as a parking evaluation.

CEQR METHODOLOGY

As discussed in Technical Memorandum No. 4, the 2021 *CEQR Technical Manual* describes a two-level screening procedure for the preparation of a "preliminary analysis" to determine if quantified operational analyses of transportation conditions are warranted. As discussed in the

following sections, the preliminary analysis begins with a trip generation (Level 1) analysis to estimate the numbers of person and vehicle trips attributable to the project. According to the *CEQR Technical Manual*, if the proposed project is expected to result in fewer than 50 peak hour vehicle trips and fewer than 200 peak hour transit or pedestrian trips, further quantified analyses are not warranted in this Technical Memorandum. When these thresholds are exceeded, detailed trip assignments (a Level 2 analysis) are to be performed to estimate the incremental trips that would be incurred at specific transportation elements and to identify potential locations for further analyses in this Technical Memorandum. If the trip assignments show that the project would generate 50 or more peak hour vehicle trips at an intersection, 200 or more peak hour subway trips at a station, 50 or more peak hour bus trips in one direction along a bus route, or 200 or more peak hour pedestrian trips traversing a sidewalk, corner area or crosswalk, then further quantified operational analyses may be warranted in this Technical Memorandum to assess the potential for significant adverse impacts on traffic, transit, pedestrians, vehicular and pedestrian safety, and parking.

PLANNING FACTORS & TRAVEL DEMAND

The transportation planning factors and the forecasted travel demand of the project's land uses are consistent with the factors and demand discussed and summarized in Technical Memorandum No.4. As none of the land uses, detainee bed count, and programmatic floor areas would change and the planning factors are consistent with the previous technical memorandum, the estimated travel demand generated by the detention facility and the community facility space (assumed as medical office) would remain unchanged for all analyzed peak hours. More specifically, compared with the previous technical memorandum, the newly modified project with an NYPD sally port would generate no additional incremental subway or bus trips during weekday AM, midday, and PM peak hours and the Saturday peak hour. As such, as with the previous findings in the preceding technical memorandum, bus and subways trips generated by the newly modified project with an NYPD sally port would not result in significant adverse impacts.

However, while the project would generate no additional incremental vehicle and pedestrian trips during the analysis peak hours, the changes connected to the NYPD sally port would result in a minor diversion of vehicles from one frontage to another and a reassignment to 22 staff vehicles from the Brooklyn Site to nearby public parking facilities. Further, those staff members or auto person trips reassigned to public parking facilities would also need to be reassigned between each public parking facility and the Brooklyn Site as walk-only trips within the pedestrian network. As such, a Level 2 screening assessment for vehicle and pedestrian trips is therefore warranted and provided below.

REASSIGNMENT & DIVERSIONS

TRAFFIC

Traffic assignment patterns and distributions discussed in the preceding technical memorandum were used to reassign the staff demand and divert the existing NYPD demand. Consistent with the previous work, 22 staff auto trips that can no longer be accommodated in the on-site parking garage were assigned to park at the nearest off-site parking facilities with available capacity (and walk to/from the project site). Patron distributions and patterns remain consistent with the origin-destination data obtained in surveys conducted at existing detention facilities for the EIS.

As for the diversion of NYPD vehicles from the sally port on State Street to the curb cut on Smith Street, the Police Department provided data (see **Table 1**) based on a log of vehicles that utilized

the existing sally port in September 2024. The provided information was separated into three main eight-hour shifts. The data does not provide an hourly estimate of vehicle trips in and out of the existing sally port, but it does provide the number of vehicles that occupied the existing NYPD sally port during the time periods of 11:00 pm to 7:00 am, 7:00 am to 3:00 pm, and 3:00 pm to 11:00 pm. It should be noted that these shift hours are consistent with the peak hours assumed for previous technical work conducted for the environmental review for the Borough-Based Jail. As shown in the data, the average for each period ranges from 16 to 19 vehicles per shift with the peak occurring during the second platoon/shift (between 7:00 am and 3:00 pm). The maximum number of vehicles that utilizes the sally port over any one eight-hour shift is up to 25 vehicles. This equates to a maximum of approximately three vehicles per hour, if the vehicles arrive uniformly.

Table 1
NYPD Existing Sally Port Vehicle Data

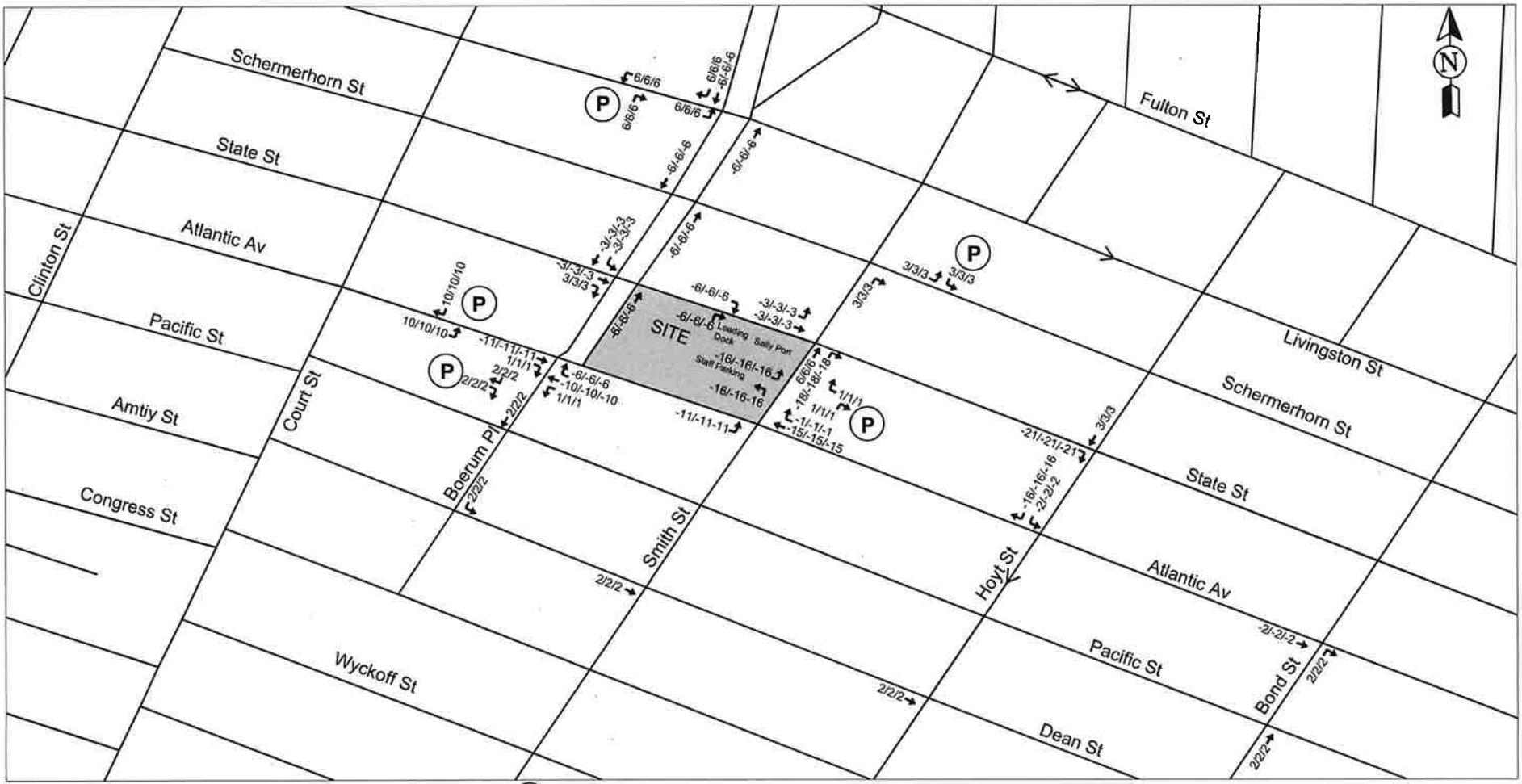
	Shift (Time)		
Date	1st platoon (11:00 pm-7:00 am)	2nd platoon (7:00 am-3:00 pm)	3rd platoon (3:00 pm-11:00 pm)
9/3/2024	17	22	14
9/10/2024	16	15	20
9/11/2024	17	25	12
9/12/2024	25	18	16
9/13/2024	20	15	7
9/14/2024	15	18	20
9/15/2024	15	24	18
9/16/2024	11	13	23
Average	17	19	16
Maximum	25	25	23

In addition, the Police Department also supplemented this data with additional information that suggested that the dwell time of each vehicle is usually approximately between two to three hours. It is also worth noting that the proposed sally port would consist of five spaces for the parking of NYPD vehicles as well as a protected area that would potentially function as a reservoir zone to hold vehicles during the secure transfer of detainees through the tunnel. Based on the data and information provided by the NYPD, it is conservatively assumed that the maximum of 12 NYPD vehicle trips (6 trips inbound, 6 trips outbound) would be diverted from the existing State Street sally port to the proposed Smith Street curb cut as a result of the NYPD sally port relocation during the weekday AM, weekday midday, and Saturday peak hours.

Figure 1 shows the sum of traffic diversions related to both the garage reduction and the sally port relocation during the weekday AM, weekday midday, and Saturday peak hours. As shown in **Figure 1,** the traffic diversions would be generally concentrated around the project site as well as in vicinity of parking facilities with parking availability (based on off-street parking survey conducted by PHA in 2023 for Technical Memorandum No. 4). Based on this reassignment for the newly modified project with an NYPD sally port, no intersection is expected to exceed the 50 vehicles per hour threshold for additional detailed traffic analysis in any analyzed peak hour.

PEDESTRIANS

As discussed above, the newly modified project with the NYPD sally port would not generate additional incremental trips during the weekday AM, weekday midday, and Saturday peak periods, respectively, as there are no changes in bed count or program floor areas. However, as a



Legend: 8/8/8 - AM/MD/Saturday ▭ - Projected Development Site (P) - Off-Street Public Parking Facility

Borough Based Jails - Brooklyn

Figure 1

Weekday AM/Midday/Saturday Peak Hour Traffic Diversions

result of the minor reduction of staff parking spaces due to the relocated NYPD sally port, staff members or auto person trips were reassigned between public parking facilities and the project site as walk-only trips within the pedestrian network. Pedestrian assignment patterns and assumptions, which have remained consistent with the previous technical memorandum, were used to reassign these auto person trips. Based on the pedestrian assignment for the weekday AM, weekday midday, and Saturday peak hours, shown in **Figure 2**, these pedestrian trips would be concentrated on sidewalks, corners, and crosswalks along corridors between the future detention facility entrances and nearby parking facilities. Based on the pedestrian assignment, no pedestrian element would exceed the 200-trip threshold for additional detailed pedestrian analysis in any analyzed peak hour.

PARKING

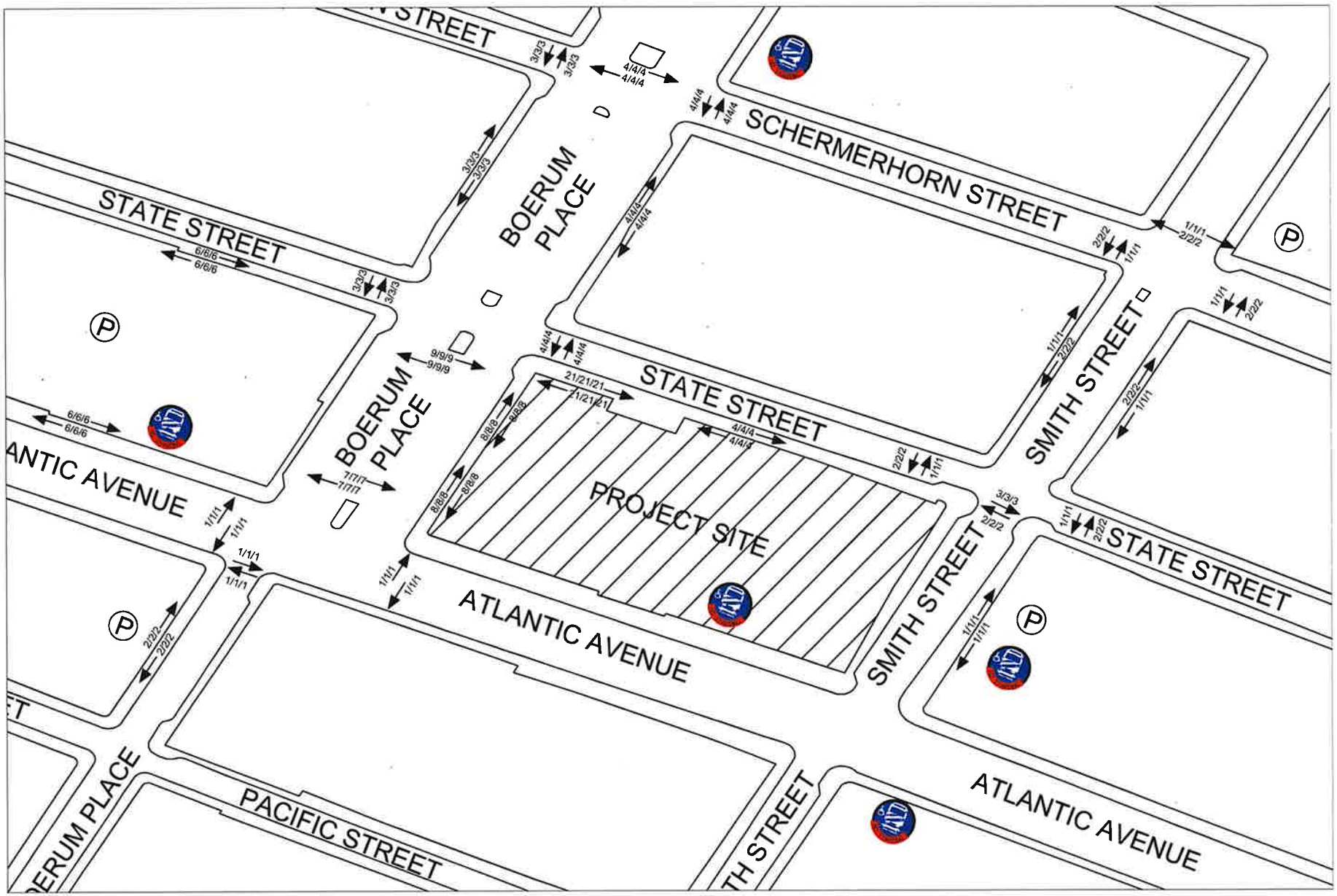
Though parking analyses are typically only warranted if a quantified traffic analysis is necessary, an evaluation of the With Action parking demand is provided below due to the 22% reduction of parking spaces.

The previous technical memorandum assumed that the proposed on-site accessory parking would accommodate 100 staff vehicles, however, the newly modified project with an NYPD sally port would only accommodate 78 staff vehicles. As such, 22 staff vehicles would have to utilize available public parking spaces (on-street and at off-street parking facilities). Based on the previous technical memorandum (see **Table** 2), which presented a comprehensive parking assessment of the study area's public (on-street and off-street) parking conditions, the With Action condition would have a surplus of public parking within a quarter mile radius of the Brooklyn Site. This surplus would sufficiently accommodate the demand for 22 additional parking spaces during the weekday early morning, weekday midday, and Saturday midday peak periods. After accounting for this additional parking demand to the study area's public parking, there would still be a surplus of 714, 794, and 1,243 public parking spaces during the weekday early morning, weekday midday, and Saturday midday peak periods, respectively. Therefore, the newly modified project with an NYPD sally port would result in a reduction of 22 parking spaces from the proposed on-site staff parking garage to the study area's public parking; however, the potential for a parking shortfall is unlikely because of the availability of on and off-street parking in the study area, consistent with the preceding findings.

Table 2
With-Action Public Parking Evaluation

	Weekday Early AM	Weekday Midday	Saturday Midday
With-Action Supply (Tech Memo No. 4)[1]	4,638	4,953	4,872
With-Action Public Parking Demand (Tech Memo No. 4)[2]	3,902	4,141	3,607
With Action Public Parking Surplus (Tech Memo No. 4)	736	812	1,265
Parking Reduction for NYPD Sally port	-22	-22	-22
Revised With Action Public Parking Surplus	714	790	1,243

Notes:
1 Includes displacement of 6 on-street parking spaces on site frontage
2 Includes new project-related demand addressed in Technical Memorandum No.4 and existing demand from the existing facility



Borough Based Jails - Brooklyn

Figure 2

Weekday AM/MD/Saturday Peak Hour Additional Pedestrian Volumes from Parking Facilities

(P) Public Parking Facility MTA Bus Stop

Projected Development Site

D. CONCLUSION

This Technical Memorandum concludes that the newly modified project with an NYPD sally port does not warrant further analysis based on the screening assessment discussed above and thresholds defined in the *CEQR Technical Manual*. Additionally, the modified project would not require any additional detailed analyses beyond those previously conducted for the Brooklyn Site, specifically the traffic and pedestrian analyses in Technical Memorandum No. 4. For comprehensive information on the previously conducted analyses for the Brooklyn Borough-Based Jail, refer back to Technical Memorandum No. 4.

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