

**New Detention Facility
in Lower Manhattan**

C-109 Final Report

**Conceptual Design
Volume 2**

**Prepared for
The City of New York
Department of General Services
Submitted by**

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**Correctional Architects/Planners
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II ISSUES

City Government Concerns

The city is represented by the Department of General Services as the client for the Department of Corrections. Their main concerns are that the new Detention Center, containing beds for 500 detainees will be a good, function facility that can be built within a relatively short period of time, and be within budget. They therefore want a building designed

"as of right" within existing legislative codes so as to avoid any undue delays, such as seeking other government agencies. They are sensitive to the needs of the community and would like to see a facility which fits into the surrounding community. They are open to community suggestions and would hope that the new facility be an award-winning solution to a very difficult problem.

Community Concerns

The community is represented by a steering committee made up of various organizations from the Chinatown Planning Council, the Chinese Consolidated Benevolent Association, the Chinatown Senior Citizens Center, the Asian America Legal Defense and Education Fund and Community Board #1. A Walker Street Site Use Report, prepared for Community Board #1 by Anshultz Christidis and Lauster, was put on the table for discussion. This report basically advocates using the southern half of the site, fronting on White Street, for the Detention Center, while using northern half of the site, fronting on Walker Street, for conventional uses.

The community has expressed the desire for the entrance to the Detention Center to be from the corner of Centre and White Streets, to minimize any negative impact of visitors and staff congestion on the community. There is a desire for a prominent location for detention guards with good surveillance of the surrounding streets and good visibility to passerby. Pedestrians being able to see into the lobby of the facility would alleviate some of the mystery of what's going on inside. Another community concern is the volume of traffic on Baxter Street.

Aside from the issue of the appropriate use for the Walker Street site, and how it can be implemented, the community representatives are interested in stopping the institutional expansion of the Civic Center before it goes any further northward. For this reason the development of the northern half of the site for some community use would satisfy their goal.

The community is concerned that the building be as compact as possible and that programming should investigate avoiding duplication of services, which will be provided by the existing Tombs facility. There is a concern about what kind of neighbor the Detention Center will be next to any community redevelopment plan that may occur on the northern portion of the site.

APPENDIX A

A SOLUTION TO OVERCROWDING - AN ALTERNATE HOUSING APPROACH

During the course of this Study, the Consultants toured the major detention facilities administered by the Department of Correction. Numerous conferences were held with the Commissioner of Correction and his executive staff, as well as with superior officers and correctional line personnel of the Department. Meetings were held with all other agencies involved in the criminal justice process in New York City. Relevant statistical data pertaining to detention in New York City was obtained from numerous sources and analyzed. This activity has led us to identify the most critical problem facing the Department of Correction in the management of the pre-trial detention system: the intolerable conditions of OVERCROWDING in the present remand institutions.

The area requirements listed in Part V of this Study are based on a total building population of 1200 inmates. The housing facilities for these inmates are predominantly dormitories utilizing single beds. Some individual inmate rooms are also provided, each room containing a single bed. The Consultants are deeply concerned because this type of housing is susceptible to an increase in the initial population capacity of 225%, by the following means:

1. Removal of the desks and chairs in the dormitories and substituting additional beds.
2. Removal of single beds in the dormitories and individual rooms, and substituting double-tier beds.

It has been stated that the basic capacity of this new facility will not be exceeded beyond 125% by virtue of administrative decision. The Consultants believe that this is a good decision and that it must be maintained. It should be pointed out, however, that the next Commissioner may be unable to avoid increasing the capacity of the facility beyond 125%, if he is faced with an over-all city detention population of crisis proportions.

Overcrowding always begins in the housing units of an institution, when beds are moved closer together and grow from single to double-tier. There are some who consider the possibility of increased capacity in a given housing unit as "population flexibility." The Consultants wish to emphasize that they do not feel that the ability to overcrowd constitutes flexibility. They feel that the housing units should be designed to specifically exclude this possibility. Excessive population growth within an institution puts impossible strains on the basic services and general support facilities, which are not initially designed to serve an increased population.

On the other hand, a facility which has a definite fixed maximum inmate population and is served by a Services and Facilities component planned for the initial population will always be able to provide the necessary balance between the two elements, enabling effective delivery of programs and services. The Consultants recognize that such an approach would require the construction of additional facilities if the court reforms are not effective in reducing the rising remand rate.

Another area of concern to the Consultants is the determination of housing types that are consistent with the objectives of the Facility. As stated in the text, the programs of this institution will attempt to focus on the needs of inmates as individuals, providing varied treatment modalities. To be consistent with this stated goal, a mix of housing types seems appropriate, providing both individual living spaces and group living spaces as determined by classification procedures.

This, then, is the purpose of Appendix A -- to develop an alternative design which will accomplish the following:

1. A system of inmate housing that will be proof against the possibility of overcrowding, now or in the future.
2. A system of inmate housing that will allow housing assignments based on realistic needs of the inmates, as determined by classification and diagnostic procedures.

Proof Against Overcrowding

The development of space standards for housing elements developed in this appendix followed a most unorthodox path, one which at first glance may seem regressive in principle. In fact, however, the final approach is deliberately calculated to specifically avoid the conditions that are generally recognized as the prime deterrents to proper management of a detention facility -- overcrowding.

The Consultants began by deliberately establishing liberal space standards for the living areas. Dormitory spaces were planned with spacious aisles and comfortable distances between beds. Desk space was allocated to each dormitory resident. The bed placement took a loose, unregimented form. Rooms contained a single bed, toilet fixtures and a desk and chair. It became apparent however that if the liberal space-planning standards were maintained the result would be a facility in which it would be possible to increase the inmate capacity to 225% by increased bed density and "doubling-up." In the light of the past history of New York City detention, this possibility is not to be discounted.

The Consultants therefore decided to analyze the steps involved in establishing space standards for the living units. The following emerged from this analysis:

1. The space allocation for each dormitory resident should be sufficient for individual comfort, privacy and circulation within the constraint of security. The dayroom space with its tables and chairs could be used as a substitution for individual desk and chair stations within the dormitory space. This provided additional free floor space in front of each bed station.
2. Further analysis of the possibility of overcrowding led to the development of a 30-bed dormitory that, by its physical design, precluded all possibility of increasing bed capacity within the basic dormitory space. With this method we accepted the use of double-tier beds at the outset, with the principle that double-tier bed arrangements are not intrinsically unsatisfactory if the following conditions are met:

- (a) That the basic group to be housed remains small (maximum 30 inmates);
- (b) That there is sufficient room for basic privacy, comfort and circulation;
- (c) That there is adequate supervision of all areas of the dormitory space.

The overwhelming advantage of this system is the uncompromising exclusion of the possibility of doubling up (overcrowding) of the dormitory modules.

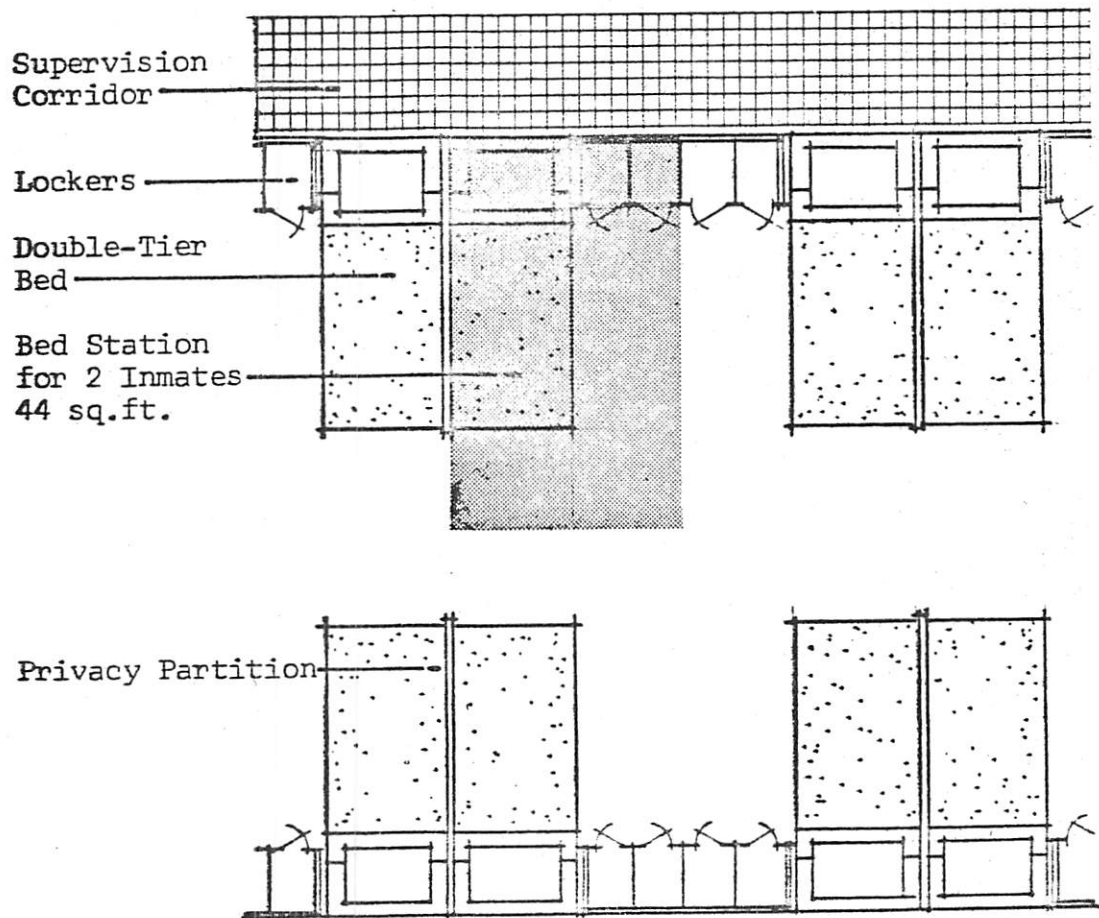
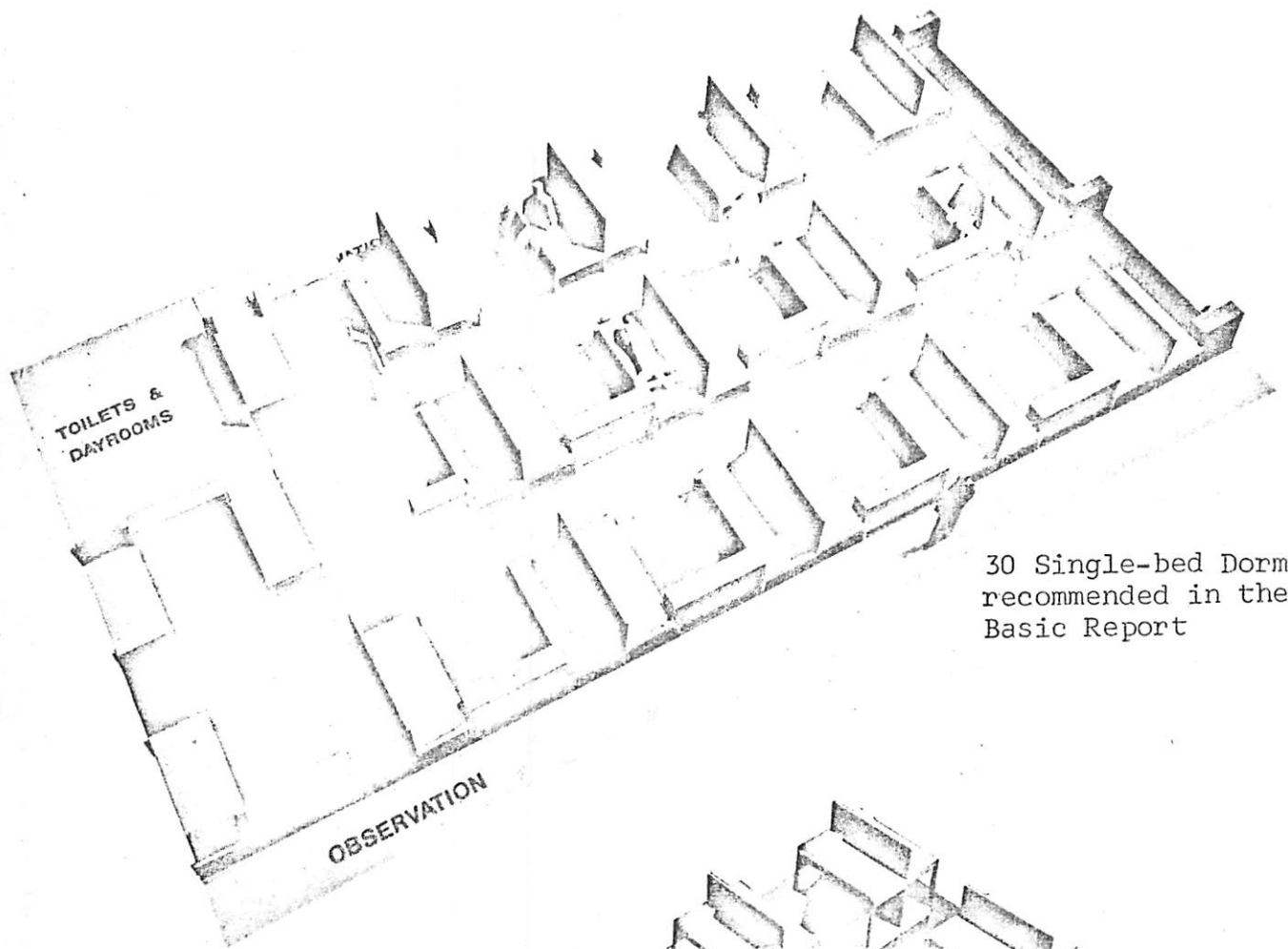
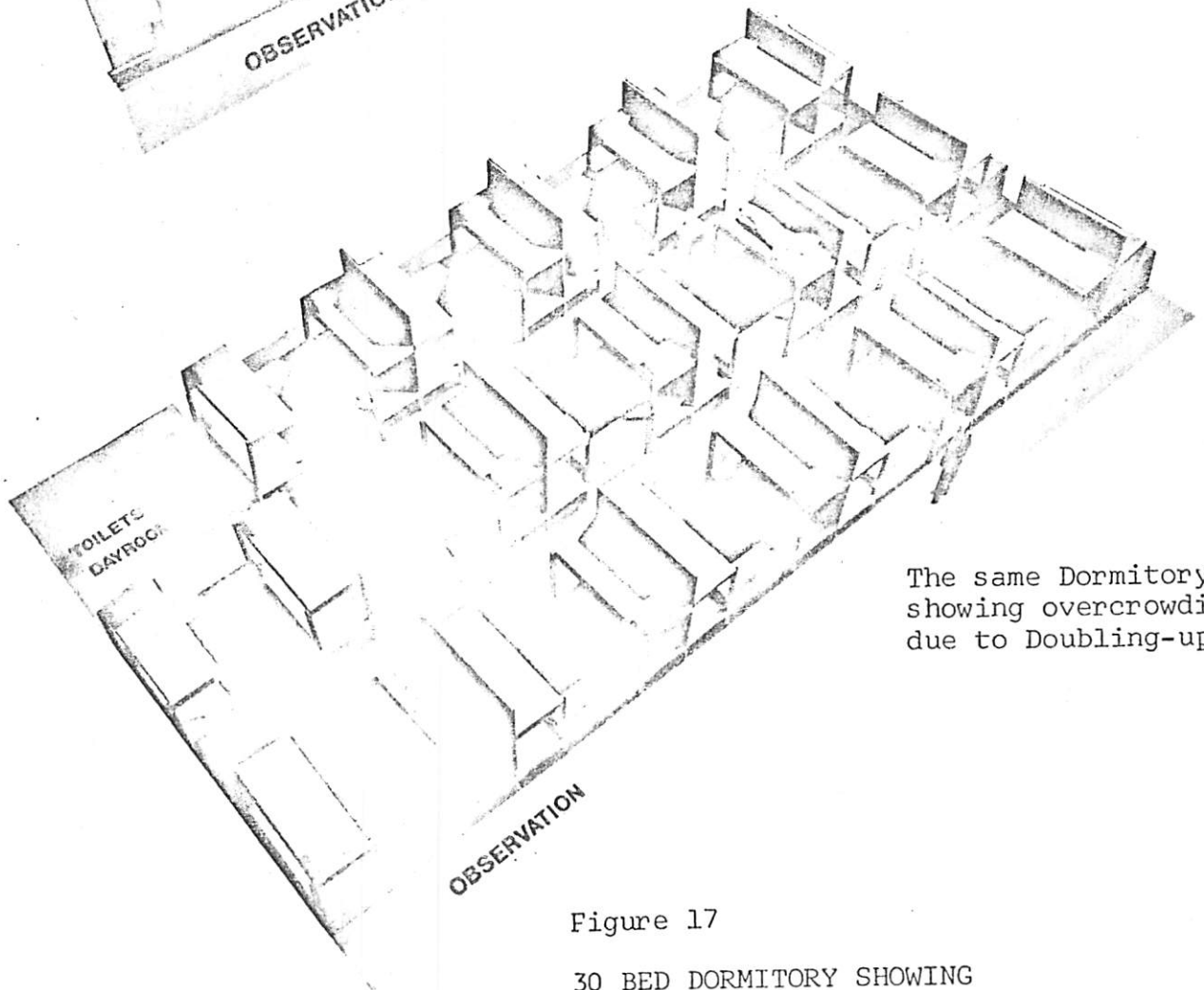


Figure 16

TYPICAL DORMITORY BED STATION UTILIZING DOUBLE-TIER BEDS



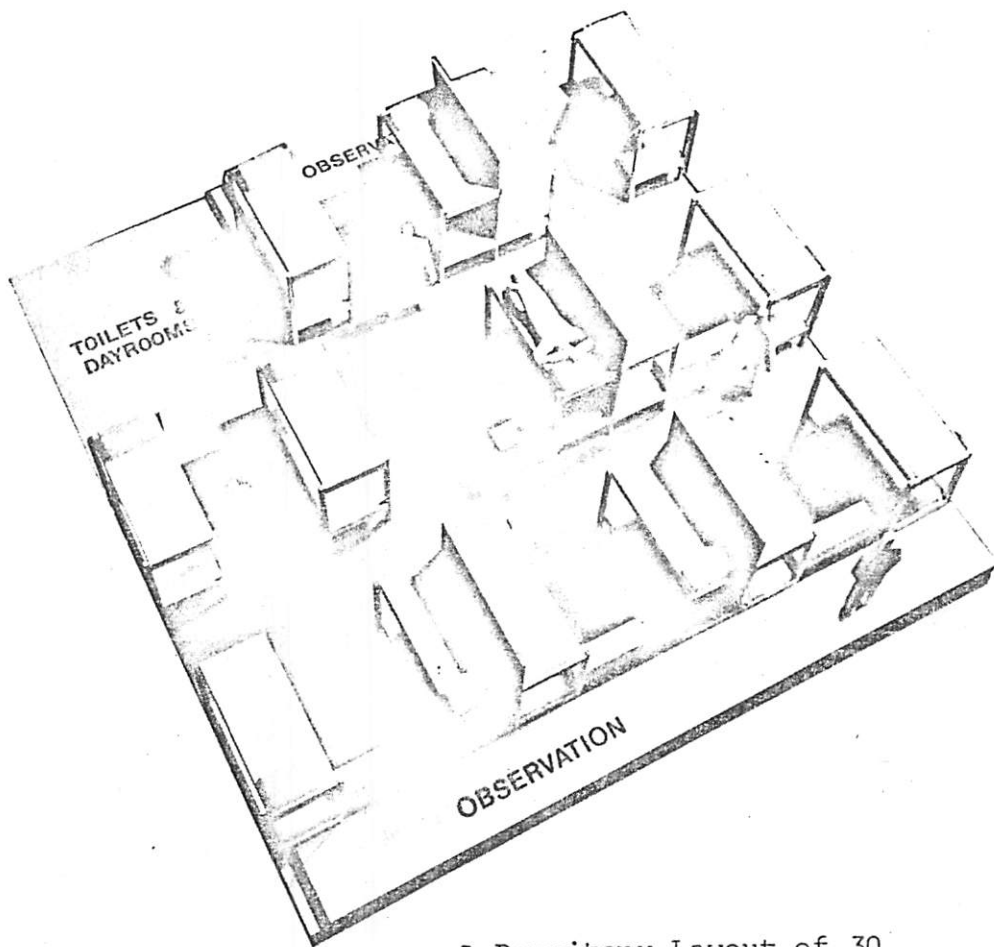
30 Single-bed Dormitory
recommended in the
Basic Report



The same Dormitory
showing overcrowding
due to Doubling-up

Figure 17

30 BED DORMITORY SHOWING
POTENTIAL OVERCROWDING

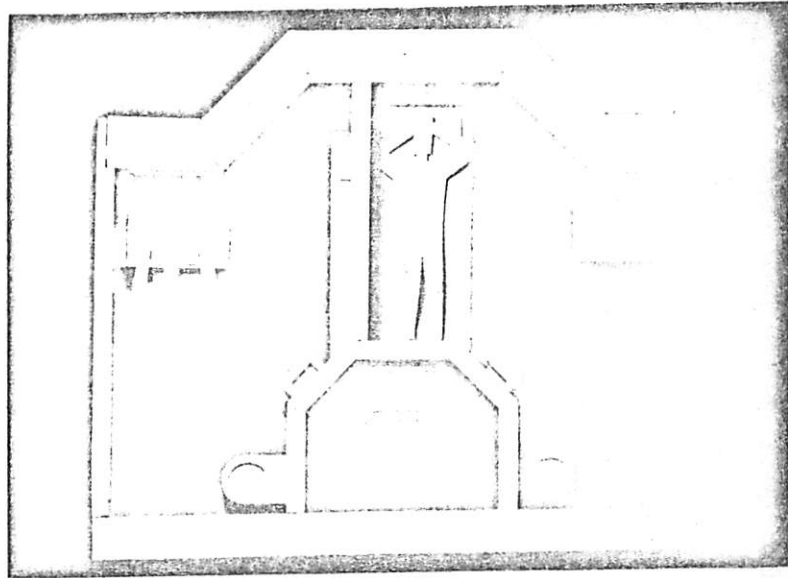


A Dormitory Layout of 30 beds as proposed in this Appendix. Although there is ample circulation space, no more beds can be added.

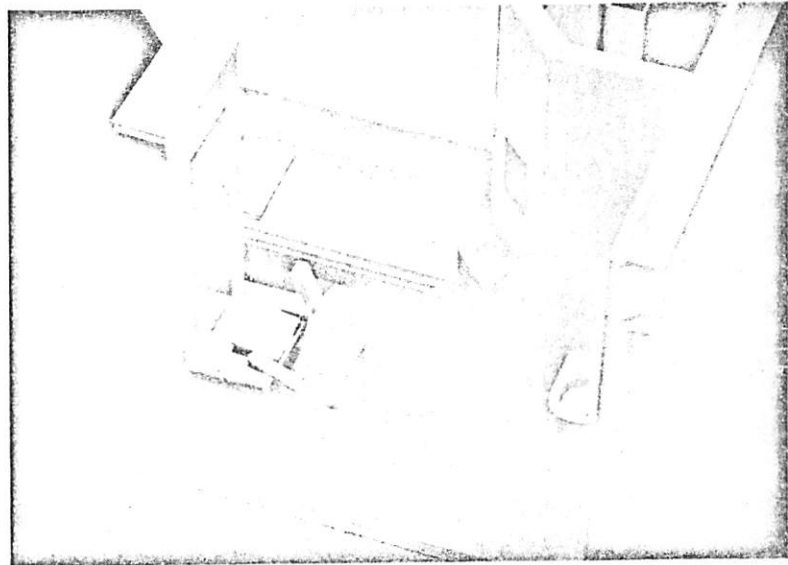
Figure 18

30 DOUBLE-TIER BED DORMITORY

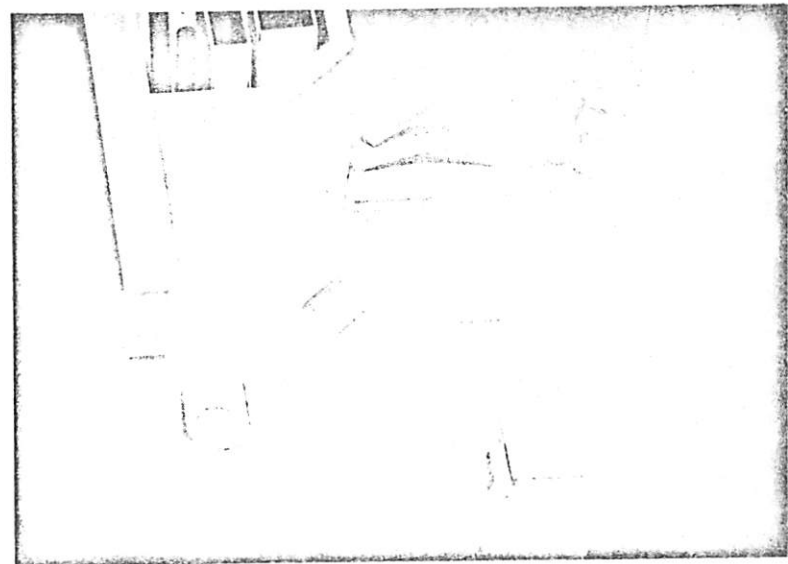
Adjacent "Over/Under" Rooms



Room with Lower Bed



Room with Upper Bed



SINGLE ROOMS THAT DEFY "DOUBLING-UP"

3. The individual rooms were also analyzed with a view to preventing overcrowding. It was determined that the 65 square feet area could not be reduced in a conventional inmate room. Therefore the possibility of replacing the single-tier bed with a double-tier type could not be excluded utilizing this design.
4. It was further determined that in order to physically limit the individual rooms to a single inmate occupant, it would be necessary to substantially re-design the basic room configuration. The room design that emerged is based on the "over-under" arrangement of inmate beds which was specifically developed to exclude the possibility of "doubling up" single room occupancies. It provides a net area of 57 square feet for each occupant with the assurance that this area will never have to serve more than one occupant, as it is physically impossible to place another bed in the room, nor is it possible to "double-up" on the initial bed.

Proportion of Housing Types

On the basis of optimum treatment milieu, individual living quarters for inmates is far superior to a dormitory arrangement. An area that an inmate can identify as "his own", affording privacy and dignity, can foster a sense of responsibility and a positive inmate attitude to the range of therapeutic programs offered in the institution.

The basis of this recommendation is therefore an inmate housing system that emphasizes individuality by providing predominantly single rooms in groups of 20, forming a basic Housing Module, supplemented by support facilities (See Figure 6, Page 39: Bottom Diagram). Some dormitory spaces are provided in this system for those inmates who function better in a group environment, as determined by classification. The recommended distribution of housing Type 1 is tabulated in the following charts:

Housing Function	No. of Inmates	Housing Type	Possible Floor Accumulation*
Orientation	180	2-30 bed dorms. 6-20 room modules	1
General Housing	180	2-30 bed dorms. 6-20 room modules	2
	180	" " " "	3
	180	" " " "	4
	50	1-20 room module 1-30 bed dorms.	5
Infirmary	80	4-18 bed wards 8-single rooms	
Administrative Segregation	20	1-20 room module	
Work Release	150	6-20 room modules 1-30 bed dorm.	6
Sentenced Help	180	6-20 room modules 2-30 bed dorms.	7
Total	1200		

Housing Type	Capacity	Percent
Dormitory	360	30%
Rooms	760	63.3%
Infirmary	80	6.7%
Total	1200	100%

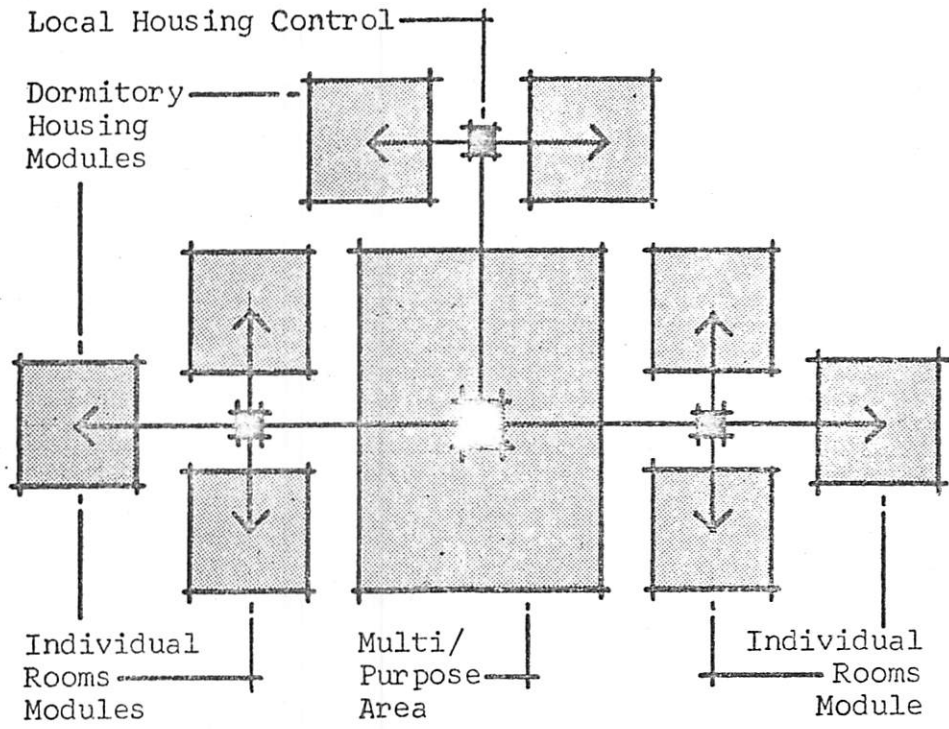


Figure 20

DIAGRAM OF TYPICAL HOUSING FLOOR/ALTERNATE

Functional and Space Requirements

The requirements for functional relationships and special characteristics are the same as described in the basic study, Inmate Housing Section. The specific area requirements for this alternate housing system are tabulated below:

Space

Sq. Feet

Individual Rooms Housing Type:

Living Units*- 38 @ 1700	64,600
Dayrooms - 38 @ 300	11,400
Dayrooms Storage - 38 @ 25	950
Showers - 38 @ 60	2,280
Janitor's Closet** - 13 @ 50	650
Laundry** - 13 @ 150	1,950

Dormitory Housing Type:

Living Units - 12 @ 615	7,300
Supervision Corr. - 12 @ 245	2,940
Dayrooms - 12 @ 450	5,400
Dayrooms Storage - 12 @ 35	420
Toilets - 12 @ 125	1,500
Janitor's Closet - 12 @ 35	420
Showers - 12 @ 90	1,080
Laundry - 12 @ 40	480

Net Assignable Area: 101,450 Sq. Ft.

(Multiply by factor to obtain Gross) X 2.0

Probable Gross Area: 202,900 Sq. Ft.

* Includes factor for center access corridor
** Facilities shared by 3 rooms units

Cost Analysis

Total Gross Area: 202,900 Sq. Ft.
(Housing area required by alternate Housing System)

Multiply by Construction Cost Factor: X \$75/Sq. Ft.

Estimated Construction Cost: \$15,217,500
(Alternate Housing System)

Estimated Construction Cost of Housing System described in Basic Study (See Part VII): \$12,566,640

Cost Summary

Although the Alternate Housing System is comprised of less total Net Area than the Basic Study System, this saving is more than offset by the increased complexity of construction and additional walls and plumbing fixtures, which are characteristic of a system emphasizing individual living space. It is estimated that the implementation of the Alternate Housing System would increase the Total Project Cost by approximately \$3,000,000.00.

APPENDIX B

CENTRALIZED BASIC SERVICES - NEW DETENTION FACILITY
AND EXISTING MANHATTAN HOUSE OF DETENTION FOR MEN

The site recommended for the New Detention Facility permits close interaction of the programs, space and facilities of this new institution with that of the existing Manhattan House of Detention for Men, by means of connections by bridges and a tunnel across White Street. It is appropriate that the physical plant of the new facility be used to provide relief for some of the antiquated and inadequate functions of the existing building, by means of shared use of certain basic services within the new facility. This will require additional area in the new facility for such shared services, above those listed in the Basic Study.

The specific areas of potential shared use between the two facilities must be identified through a comprehensive analysis of both institutions. While this is beyond the scope of this study, the areas which have been identified by the Department of Correction as most appropriate for shared use are as follows:

1. Laundry

The Laundry in the present M.H.D.M. is inadequate and obsolete. The laundry area in the existing building is vitally needed for expansion of inadequate storage and locker facilities. The laundry in the new facility will have to be sized for an average weekly load of 40,000 lbs. to include the M.H.D.M.

Required Net Assignable Area:	9,750 Sq. Ft.
(Centralized Laundry)	
Multiplied by Net/Gross Factor:	X 1.45
Probable Gross Area:	<u>14,138 Sq. Ft.</u>
Multiplied by Cost/Sq. Ft.	X \$65/Sq. Ft.
Estimated Construction Cost:	<u>\$918,970</u>
Less: Estim. Cost of Laundry for New Facility only:	<u>612,235</u>
Estimated Additional Cost of Centralized Laundry:	\$306,745

2. Maintenance Shops and Records Storage

The facilities for Maintenance Shops and Records Storage in the existing Manhattan House of Detention for Men are grossly inadequate for the operation of that facility, and, due to existing space limitations, without hope of expansion. The new facility will be physically connected to the existing building by a tunnel at the basement providing direct access at the level where these functions are housed. Therefore the centralization of Maintenance Shops and Records Storage for shared use in the new building is feasible and proper.

For shared use the area requirements for the Maintenance Shops and Records Storage should be increased as follows:

Centralized shared use maintenance services required net assignable area:	9,018 Sq. Ft.
Multiplied by Net/Gross Factor:	X 1.7
Probable Gross Area:	<u>15,331 Sq. Ft.</u>

Multiplied by Cost/Sq.Ft.	X \$65/Sq. Ft.
Estimated Construction Cost:	<u>\$996,515</u>
Less: Estim. Cost of Maint. Services for New Facility only:	<u>797,290</u>
Estimated Additional Cost of Centralized Maint. Services	\$199,225

Centralized shared use Records Storage required net assignable area:	4,000 Sq. Ft.
Multiplied by Net/Gross Factor:	X 1.4
Probable Gross Area:	<u>5,600 Sq. Ft.</u>

Multiplied by Cost/Sq. Ft.	X \$60/Sq. Ft.
Estimated Construction Cost:	<u>\$33,600</u>
Less: Estim. Cost of Records Storage for New Facility only:	<u>16,800</u>
Estimated Additional Cost of Centralized Records Storage:	\$16,800

3. Other Possible Shared Use Functions

Other functions in the existing building could be shared with the new facility such as dayroom space, classrooms and other program areas. These functions could be constructed as part of the bridge system linking the two buildings and it would be very desirable to locate the medical unit in the new building at the same level as the medical unit of the existing building and to connect these two facilities by bridge for centralized circulation of medical staff.

The specific estimates of cost for these modifications must await the determination of the final building configuration.

APPENDIX C

A CONCEPT OF DECENTRALIZED DETENTION

A concept yet to be explored in a large metropolitan city is that of a broad-based Detention System, comprised of several Community Detention Centers providing intermediary holding modalities which fall between maximum security confinement in a centralized jail (Manhattan House of Detention for Men) and pre-trial release. The prime directive in locating these facilities would be to optimize both the Center's availability to the citizens of the service area and the availability of community resources to the Center.

Each Center should provide a variety of custody and control environments to function primarily as a detention institution, work release center and district probation office. In addition to its direct detention function, the Center should be available for use by citizens of its service area, with emphasis on problems of delinquency, prevention, control and treatment. Such a Center would have the potential for becoming broad-based as a community service facility. Each Center should have a capacity of 50 to 100 men, and could utilize renovated existing buildings in the low income neighborhoods which are home to most Manhattan detainees.

An advantage of this approach is that planning and construction can proceed piecemeal without a major appropriation. The City would not be committed to a large, expensive and specialized structure. This system could more easily be expanded or abandoned in the future as social conditions change in ways presently unforeseen.

The principal disadvantage to this concept is transportation. Either each small facility must have its own court to which judge and jury must travel, or detainees must be brought to court by prison van. The concept of a decentralized court system does not appear viable at this time as current efforts at court reform place emphasis on centralization.