SUPPLEMENTAL DRAFT ENVIRONMENTAL IMPACT STATEMENT

Proposed Construction of a Joint 500-Bed Adult
Detention Facility and a 156-Bed Juvenile
Detention Facility, Co-Located Adjacent to
the Existing Borough House of Detention and Criminal Courts
Building in Lower Manhattan

(Supplement to 500-Bed Detention Facility in Lower Manhattan, Draft Environmental Impact Statement, April 1982)

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August 1982

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I. DESCRIPTION OF THE PROJECT

INTRODUCTION

This statement is intended to supplement the Draft Environmental Impact Statement submitted in April 1982 by the Department of Correction (DOC) for the proposed construction of a 500-bed adult detention facility adjacent to the existing Borough House of Detention and Criminal Courts Building in lower Manhattan.* It examines the environmental impact of the alternative of incorporating a 156-bed secure juvenile detention facility into the plans for construction by the DOC at the lower Manhattan site. The addition of juvenile detention capacity at the site and the environmental impacts this might create were unforseen at the time the DOC Draft Environmental Statement was prepared.

Where information in this supplemental statement is identical to that documented earlier in the DOC Draft Environmental Impact Statement, reference is made to that information in the DOC Draft Environmental Impact Statement.

PURPOSE AND NEED

The Department of Juvenile Justice (DJJ) is undertaking a program to provide secure juvenile detention capacity in the borough of Manhattan. This program was undertaken in response to recommendations by the City Council Public Safety Committee and Mayor's Task Force on Spofford, that the Spofford Juvenile Center (presently located in The Bronx), the City's only secure facility for the detention of juveniles, be closed and replaced with borough-based facilities.** These recommendations were issued in 1978 after independent investigations by the two bodies found the institution inappropriate to its intended purpose due to its size, design and location. The Mayor has expressed his commitment to the goal of replacing the Spofford facility.

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* Draft Environmental Impact Statement, Proposed Construction of a 500-Bed Detention Facility Adjacent to the Existing Borough House of Detention, And Criminal Courts Building in Lower Manhattan, prepared for the City of New York, Department of Correction by Parsons Brinckerhoff Quade & Douglas, Inc., April 1982.

** Report of the Committee on Public Safety: Spofford Juvenile Detention Center, The City Council of New York, April 1978; incorporated by reference herein; and

Mayor's Task Force on Spofford: First Report, June 1978; incorporated by reference herein.

After reviewing the juvenile detention system design alternatives, the City has authorized DJJ to proceed with the planning and implementation of a two-site plan -- one new juvenile detention facility in Manhattan and a second at a site to be determined. As part of this plan for decentralizing secure juvenile detention, the Department proposes to construct a 156-bed secure juvenile detention facility in conjunction with plans by the DOC to construct a new 500-bed adult detention facility at the so-called "White Street site" in lower Manhattan. The proposed new facility will house alleged juvenile delinquents and juvenile offenders between the ages of 10 and 16 who are awaiting processing in the Family, Criminal, and Supreme Courts of Manhattan, Brooklyn and Staten Island. A small number of sentenced youths will also be temporarily housed at the institution pending transfer to State-operated facilities. Additionally, offices for the Department's administrative staff will be located at this site.

In accordance with federal guidelines that call for total sight and sound separation of adult and juvenile populations, the proposed Manhattan juvenile detention facility will be completely separate and autonomous in its operations from the adult detention facility within the shared building envelope. Building mechanical systems may be shared where such sharing promotes cost efficiency.

History of the Project

Controversy has long surrounded the manner in which the City discharges its responsibility for the secure detention of juveniles awaiting court processing. Spofford Juvenile Center, a sprawling complex located in the South Bronx, is presently the City's only secure juvenile detention facility. A consensus of informed opinion has developed that many of the inadequacies of the present detention operation are inherent in the location, size and design of this institution.

Spofford contrasts dramatically with national standards established for the operation of juvenile detention facilities: its inaccessible location increases the cost of transporting youths to court and disrupts program operations, reduces detainees' access to legal counsel and causes unnecessary disruption in family ties for detained youths; and Spofford's size, design and deteriorating condition increase operating costs, reduce security and hamper staff efforts to maintain a reasonable standard of humane treatment for juveniles in detention.

In accordance with the recommendations stemming from independent investigations of Spofford conducted by the City Council Public Safety Committee and the Mayor's Task Force on Spofford in 1978, the Department developed a proposal to replace Spofford and decentralize secure juvenile detention operations by constructing four borough facilites. This plan was intended to accomplish the following programmatic objectives:

1. New facilities were to be designed in a manner that would support service delivery, supervision and security, and create a "normative" environment for youth.

2. New facilites were to be designed to promote prudent fiscal management.

3. New facilities were to be conveniently located to courts and public transportation, to allow for ease of access by visitors and efficient transportation of detainees.

Between October 1980 (submission of the DJJ proposal to decentralize into four borough facilities) and May 1982 (decision by the Mayor to construct two new juvenile detention facilities), the DJJ worked with other City officials and agencies as the merits of the four-facility plan were examined. These efforts were directed toward developing a plan which met the DJJ's programmatic objectives, as well as represented the most efficient utilization of the City's capital resources and created the least perceived intrusion into communities.

As part of this process, alternatives to the four-facility plan were identified and studied. Among the alternatives considered were: a) renovation of Spofford and reduction of its capacity to 189 beds, and the construction of one new facility; b) renovation of Spofford and reduction of its capacity to 60 beds, and the construction of three new facilities; and c) renovation and continued use of Spofford as a central facility with no reduction in capacity.

Each of these plans calling for continued use of Spofford with some renovation or reduction in capacity were rejected. Any slight economic advantage which could be gained by continued use of Spofford for housing juvenile detainees would be offset by the inability of Spofford to meet the DJJ's programmatic objectives, and the operational problems which would persist.

In the course of this review, it was determined that decentralizing into two new facilities, appropriately located, could substantially meet the programmatic objectives of the four-facility plan and afford fiscal and land use advantages beyond that of the earlier plans.

The programmatic objectives of the four-facility plan can be approximated in a two-facility plan by careful design. However, the larger individual capacity of two (versus four) facilties may make movement and supervision of detainees more difficult due to larger facility size. This tends to divert attention from programming to custody and control, an effect which can be reduced by the arrangement of interior space and the development of modular housing units. In this manner, a broad range of program activities can be centered around the living area, maximizing detainee contact with staff (thereby increasing supervision), while minimizing movement between program areas. By maintaining small-scale through the organization of housing space, the desired normative and supportive environment can be facilitated within the two-facility plan.

Financial savings as a result of the two-site plan are difficult to estimate. It is clear, however, that acquisition and preparation of two sites and construction of two facilities will be less costly then pursuing an acquisition and construction program for four facilities.

Pursuant to the conclusion that a two-facility plan for juvenile detention could accomplish the objectives of both the City and the DJJ, the possibility of co-locating one of these two facilities on a site with the proposed DOC adult detention facility in lower Manhattan was raised. In August 1981,

the so-called "White Street site" had been identified by an interagency task force as the preferred site for a lower Manhattan adult detention facility. Subsequently, in April 1982, the DOC submitted a Draft Environmental Impact Statement and ULURP application for use of the site for a new detention facility.

Co-locating a Manhattan juvenile detention facility on the site with the DOC proposed lower Manhattan facility would afford the following benefits to the DJJ and the City:

1. Reduce transportation costs and related program disruption, since the proposed lower Manhattan site would provide ready access to courts in Manhattan, Brooklyn and Staten Island.

2. Generate savings in site acquisition, operating costs and an accelerated project implementation schedule.

3. Maximize utilization of the proposed DOC lower Manhattan site from a land use perspective.

4. Lessen impact on the community by eliminating the need for an additional detention site.

During the time in which the original DJJ decentralization proposal was being actively reviewed and analyzed, the DOC was in the midst of implementing plans for new facility construction as outlined in Jails for the 80's.* Since the decision to decentralize into two new juvenile detention facilities was not made until May 1982, the DOC Draft Environmental Impact Statement and ULURP application for the proposed lower Manhattan site could not reflect this additional intended use of the site.

LOCATION

Site Description

(This section is identical to that contained in the Department of Correction, Draft Environmental Impact Statement, Proposed Construction of a 500-Bed Detention Facility Adjacent to the Existing Borough House of Detention and Criminal Courts Building in Lower Manhattan, prepared by Parsons Brinckerhoff Quade & Douglas, Inc., April, 1982 -- see pages 2, 4 and 5.)**

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* New York City Department of Correction, Jails for the 80's, September 1980; incorporated by reference herein.

** Subsequent references to this document are stated as follows: "DOC Draft Environmental Impact Statement."

DESIGN AND OPERATIONS

Overall Concept

In large measure, the physical design of detention facilities determines the humaneness, effectiveness and efficiency of these operations. New facilities planned by DJJ will reflect this knowledge and will be designed with the capability of adapting to changing demands over a long period of time. The design of these buildings will be responsive to minimum standards and regulations for secure juvenile detention now being promulgated at state and national levels. Taking these concepts, standards and regulations into account, preliminary program development studies were produced to identify design considerations for secure juvenile detention facility development in New York City.*

Based on these preliminary program development studies, approximately 800 gross square feet are required per detainee to accommodate housing, program and support services, with additional square footage required for outdoor recreational and administrative offices. These square foot requirements are greater than those generally required for adult detainees, and result from program requirements specific to a juvenile population. Based on preliminary estimates, the proposed juvenile detention facility will contain approximately 132,800 gross square feet (excluding outdoor recreation).

The proposed juvenile detention facility will be organized so as to achieve maximum flexibility and utility of space, to provide space which is conducive to interaction between residents and staff, to obtain increased security through supervision, and to provide building circulation which is efficient, secure and easily supervised.

The juvenile detention facility proposed for the lower Manhattan site will house a maximum of 156 juvenile detainees. It is planned that residents will be assigned to housing units of no more than 16 persons each, the organizational framework within which both group living and program activities will take place. This structure will provide stability for the detained youth, facilitate the establishment of an enforceable code of behavior, minimize movement and enhance staff efforts to maintain control within the facility. Each detainee will be housed in a separate room which will contain a security glass window providing an unobstructed view to the outside.

In addition to the housing areas (and in some cases within the housing area), space within the facility will be designated for education, recreation, medical care, social services, visiting and support/administration services.

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* Litchfield Grosfeld Associates, Decentralized Secure Juvenile Detention Facilities in the City of New York, May 1980; Michael McMillen, Preliminary Report to the Department of Juvenile Justice, City of New York: Design Considerations for Secure Detention Facility Development, June 1980; incorporated by reference herein.

New York State Division For Youth regulations establish minimum program requirements for secure juvenile detention facilities which bear both on physical design and program content. DJJ is required to provide a structured program of education and recreation of specified daily duration, in addition to a range of medical, social and support services. Facility design will allow for compliance with all applicable regulations.

One such regulation relates to the provision of outdoor recreation. New York State Division for Youth (DFY) regulations for secure detention facilities require one acre of outdoor recreation space per 20 youth. This standard was waived for the Spofford Juvenile Center in July 1980, and is unrealistic for any urban site. The difficulty of complying with this regulation is exacerbated by co-locating the juvenile and adult detention facilities, due to competing interest in the limited outdoor space.

The solution to this problem lies in a) facility design that creates and maximizes available outdoor space; and b) program development and scheduling that combines indoor and outdoor recreation activities in a way that meets the needs of the detained population and the requirements of the DFY. Once facility design and an operational analysis of recreation needs are developed, DJJ will seek a waiver of the DFY regulation for outdoor recreation space.

Security in the proposed facility will be assured through a combination of innovative architectural design features and the unobtrusive use of hardware and electronic surveillance devices. Separate entrances into the facility, or entrances designed in keeping with federal guidelines that call for sight and sound separation of adult and juvenile populations will be provided for pedestrians and vehicles. Vehicle entry will be through a "sally port," a double-gate arrangement which provides secure passage into and out of the building.

As a desirable component of the project, approximately 32 parking spaces will be provided on-site in the joint DOC/DJJ facility for use by senior staff, departmental cars, visiting physicians, official visitors and DJJ vans.

Detainee admissions to the facility will be either by police vehicle or DJJ vans. Once admitted to the facility, all detainee movements in and out of the building will be by vehicle under the direct supervision of staff. A secure, enclosed area will be provided for parking the six to eight DJJ vehicles used in transporting residents to and from court appearances.

Inside the facility there will be a visitor waiting area and a visiting room. These spaces will be large enough to accommodate waiting visitors and preclude visitor overflow onto the streets. Since the scheduling of visitor days and hours is within the purview of DJJ, these can be modified in response to any congestion in the visiting pattern.

The expected staff for the 156-bed juvenile detention facility is 400 employees, including uniformed security, group care, operations and support services, and administration. It is anticipated that present DJJ staff will be reassigned to the proposed new facility as part of the decentralization effort.

As noted in the DOC Draft Environmental Impact Statement, the proposed lower Manhattan facility design can best be described from the three prototypical designs prepared for the White Street site by the DOC in 1980.* Figure 4 in the DOC Draft Environmental Impact Statement schematically illustrates those designs in the context of the surrounding buildings. The prototype designs are for a 400-bed facility, while the proposed facility is planned to house up to 500 adult and 156 juvenile detainees. As noted in the DOC Draft Environmental Impact Statement, however, even with this increase in size, the bulk is still considerably less than that permitted "as of right" by the existing zoning for the site.

Depending on the design alternatives for outdoor recreation space, waivers of building height and setback regulations may be required. This is reflected in a site feasibility study prepared by the Ehrenkrantz Group after the decision was made to propose co-locating the juvenile and adult detention facilities at the proposed site.** This study presents limited design alternatives, and reflects a "worst case" scenario relative to outdoor recreation. As design issues are addressed following site selection, DJJ and DOC will search for an "as of right" option that will provide the needed outdoor recreation space.

Consistent with the DOC prototypical designs, the juvenile facility entrances will be located on Centre and White or Baxter Streets. These entrances would accommodate all admission and transportation of juveniles, as well as visitors and staff. Facility entrances for the proposed juvenile and adult detention facilities will be either separate or designed in keeping with federal guidelines that call for sight and sound separation of adult and juvenile populations.

Included in the prototypical designs are rooftop areas which will be utilized for recreation. These rooftop areas will be enclosed on the sides to obscure views to and from surrounding roofs and windows. Juvenile rooftop recreation will be totally separate from the outdoor recreation for adult detainees.

The appearance of the building facade for the portion housing the additional facility will be the same as that described in the DOC Draft Environmental Impact Statement (page 7). A good example of modern correctional facility facade aesthetics is provided by the Metropolitan Correctional Center, the federal detention facility located nearby at 150 Park Row (see Figure 5, DOC Draft Environmental Impact Statement).

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* Department of Correction, Planning and Facility Guidelines, April 1980.

** The Ehrenkrantz Group, White Street Feasibility Study, May 28, 1982; incorporated by reference herein. (Note: This report refers to a design option requiring a "variance"; this is actually a height and setback waiver pursuant to special permit issued by the City Planning Commission.)

Possible future actions include a franchise for a bridge or a tunnel to provide a direct connection between the facility and the Tombs as a security measure.

CONSTRUCTION ACTIVITIES

(This section is the same as that in the DOC Draft Environmental Impact Statement -- see page 7.)

II. PROJECT ENVIRONMENT AND IMPACTS

SUMMARY OF IMPACTS

Community and Land Use

The community and land use impacts of the 156-bed juvenile detention facility on the same site as the proposed new 500-bed adult detention facility in lower Manhattan may increase the perceived negative impacts discussed in the DOC Draft Environmental Impact Statement.

There will be some short-term noticeable noise impacts on the Chinatown community during the first few months of construction. Traffic and air quality impacts due to construction are expected to be negligible and, therefore, will have little impact on the community.

Since the proposed site is within an area surrounded by courts and other government buildings where detention facilities have been a traditional land use, direct negative impacts on the nearby neighborhood are expected to be less than would otherwise be the case. However, the community is very concerned over several issues: in particular, the perceived negative image of a new jail in the area; the potential for visitor loitering; and use of the land for a purpose other than housing that is needed by the community. The DJJ is committed to working with the DOC to mitigate the first two of these issues.

Traffic and Transportation

Construction of a 156-bed juvenile detention facility on the same site as the proposed new 500-bed adult detention facility will have a negligible incremental impact on transportation services in the project area. Although the project area does exhibit a congested transportation system, due to the nature of the proposed facility, the project is expected to generate relatively light levels of traffic and to have a peak traffic period which will not coincide with regular rush hours. The proposed juvenile detention facility is forecast to generate 11 vehicle trips during the peak 8-hour average and 13 trips during the peak hour. When added to the vehicle trips forecast for the proposed adult detention facility, the project is expected to generate a total of 22 vehicle trips during the peak 8-hour average and 18 trips during the peak hour.

Air Quality

Construction of a 156-bed juvenile detention facility on the same site as the proposed new 500-bed adult detention facility in lower Manhattan will have an insignificant additional short-term effect on air quality. The results of air quality modeling for operating conditions at the site show no significant increase with the addition of the juvenile facility, and only a slight impact for the project as a whole.

Noise

The addition of a 156-bed juvenile detention facility on the same site as the proposed new 500-bed adult detention facility in lower Manhattan will

create no significant additional change from that described in the DOC Environmental Impact Statement. There will be some noticeable noise impacts during construction, particularly in the first few months. The most significant short-term impacts would result from the driving of foundation piles. However, operation of the detention facilities is not expected to have any significant impact on community noise levels.

Economics

The total estimated cost of the proposed 156-bed juvenile detention facility is $29,902,000 in actual time-of-expenditure dollars. When added to the estimated cost of the proposed 500-bed adult detention facility, the total project cost is estimated at $101 million.

As with the proposed adult detention facility, construction expenditures for the juvenile detention capacity will modestly benefit the construction industry directly. Indirectly, they will benefit related sectors of the city and state economies. Construction of the juvenile and adult detention facilities at the site will preclude an alternative use of the space. The maximum "opportunity cost" would be to forgo a commercial or residential high-rise development at the site.

Utilities and Solid Waste

The proposed site for the juvenile detention facility is located in a highly developed well-serviced urban area. For this reason, neither the construction nor operation of the 156-bed juvenile detention facility in conjunction with the 500-bed adult detention facility is expected to have significant impacts on the utility systems or on the disposal of solid waste.

Visual Quality

Based on preliminary designs, the addition of the 156-bed juvenile detention facility to the construction plans for the proposed new 500-bed adult detention facility in lower Manhattan will add approximately four stories to the building height.

Impacts on the visual quality of the neighborhood due to construction will be short-term and limited to the site itself. The facility will be designed to blend with the existing visual fabric. Its bulk and visual impact will be much less than that of the existing adjacent detention facility, or an allowable (as of right) commercial development project at the site.

COMMUNITY AND LAND USE

Existing Environment

(A description of the existing environment can be found in the DOC Draft Environmental Impact Statement -- see pages 9-14.)

Impacts

The impacts on community resources and land use during construction and operations are the same as those discussed in the previously referenced DOC Draft Environmental Impact Statement (see Pages 15-17). To the extent that this proposal adds an additional detainee population to that originally proposed by the DOC, it may increase the perceived negative impacts discussed in the DOC Draft Environmental Impact Statement.

TRAFFIC AND TRANSPORTATION

Introduction

The analysis methodology used for assessing the impacts of the joint DOC/DJJ facility is essentially the same as that detailed in the DOC Environmental Impact Statement. The traffic estimates for the DJJ component of the facility were added to those previously estiamted for the DOC program and overlaid on the 1986 no-build condition. The impact and traffic-related characteristics of this alternative are similar to those of the DOC alternative. While the study area is quite congested, the incremental effects of the proposed facility on traffic and transportation are negligible.

Existing Conditions

(Unchanged from the DOC Draft Environmental Impact Statement -- pages 18-20.)

Impacts

Methodology and Analysis

The assessment of the DOC/DJJ facility's impact on vehicular traffic on the streets surrounding the project site used the six-step methodology presented in the DOC Environmental Impact Statement. These steps are:

- Trip generation -- estimation of new person trips expected to come to and from the detention facility.
- Temporal distribution -- estimation of the percentage of new trips attributable to the project that will take place during the one and eight-hour peak periods.
- Modal split -- estimation of the percentage of person-trips to be made by auto, taxi, and other modes for project-related travel; and the coversion of person-trips into vehicle trips according to assumed vehicle occupancy rates.
- Truck traffic -- estimation of new truck trips generated by the project.
- Modification of existing taffic -- addition of new traffic that is expected from other development in the project area.

- o Traffic impact assessment -- evaluation of the effects on existing traffic conditions of incremental auto, taxi, and truck trips associated with the project during the one- and eight-hour peak periods.

The estimates for the DOC component of the alternative and the modification of existing traffic remain unchanged from the DOC Environmental Impact Statement. The traffic estimates for the DJJ program portion of the alternative are presented below.

Trip Generation. The estimation of new person trips to and from the proposed DJJ facility was based on projected staffing levels and previously established trip making patterns at Spofford. Trips to the facility will be made by juvenile detainees, uniformed security personnel, juvenile counselors, operations and support personnel, administrative staff and visitors. The expected staff for a weekday is 24 security guards, 80 counselors, 205 operations and support, and 91 administrative, which includes 68 administrative employees currently working at the DJJ offices at 42 Broadway. The assumed trip generation rate for employees is two trips per employee, which produces 800 trips per day.

It is expected that an average of 7 new arrests will be brought to the facility each day. In addition, there will be daily van and bus trips for detainees to courts in Manhattan, Brooklyn and Staten Island and routine trips to non-secure detention facilities, hospitals, the division for youth placement facilities, and inter-boro transfers. It is estimated these activities will generate 56 trips per day.

The weekday estimate for visitor trips is based on the current rates at Spofford, with an adjustment to account for the improved accessibility of the new facility. It is expected that there will be approximately 44 visitors on an average weekday, of whom 31 will be family and friends, with the remainder clergy or court-related. This figure results in 88 visitor trips per day.

Temporal Distribution. As explained in the DOC Draft Environmental Impact Statement (page 23), the traffic analysis focuses on travel characteristics for the peak hour 9-10 AM, and between 9 AM and 5 PM for the peak eight-hour average.

Except for the administrative staff, employees will generally work three eight hour shifts commencing at 7 AM, 3 PM and 11 PM. These shifts will generate no trips during the 9-10 AM peak hour. During the peak eight-hour average, an estimated 28 trips will be generated as the morning shift departs and the evening shift arrives for work (117 + 105 = 222 ÷ 8 = 27.25). The administrative staff generally works a 9 AM - 5 PM shift. It was assumed that 25 percent of these trips are made during the peak hour as administrative staff arrives for work, and 50 percent during the peak eight-hour average for estimates of 56 and 14 trips respectively.

Visitor trips are permitted on weekdays either during the 3-5 PM or the 7-9 PM period. Business or clergy visits are permitted during the morning as well as the afternoon. Assuming a day on which there is visiting during the 3-5 PM period, it is estimated that there will be 6 visitor trips during the peak hour and 11 for the peak eight-hour average.

Van and bus trips are distributed throughout the day. The DJJ estimates there will be 9 trips during the peak hour and 4 trips for the peak eight-hour average.

Modal Split. Modal split estimates were based on survey data supplied by the DJJ and figures used in the DOC Draft Environmental Impact Statement. It was assumed that 10 percent of the daytime employees, 50 percent of the evening employees and 63 percent of the night shift employees would come by automobile. Multiplying these factors by the estimated number of employee trips results in 234 person trips by auto. For visitors, it was assumed that 20 percent arrive by auto, which results in 18 person trips. As with the previous estimates in the DOC Draft Environmental Impact Statement, these modal split estimates should be regarded as conservative. There is limited parking available in lower Manhattan during the work day and the proposed facility will house only a small number of on-site parking spaces for employees. Consequently, it is likely that the percent of trips made by auto will be even lower than those used in this analysis.

The assumed vehicle occupancy rate (expressed as persons per vehicle) of 1.65 for administrative employees, and 2 for all other employees and visitors is the same as used in the previous DOC analysis. These modal split and vehicle occupancy factors were applied to the incremental person-trips associated with the project for the peak hour and peak eight-hour average. Estimated vehicle trips for the joint DOC/DJJ facility alternative are shown below.

Vehicle Trips Between	Employees		Visitors		DJJ Vans and Buses
	DOC	DJJ	DOC	DJJ	
9 AM - 10AM	1	3	2	1	9
9AM - 5 PM Average	8	5	2	1	5

Truck Traffic. The facility is expected to generate approximately 12 truck deliveries per day. These would be generally service related trips associated with the delivery of food stuffs, laundry, and garbage pick-up.

Modification of Existing Traffic.

(Unchanged from the DOC Draft Environmental Impact Statement -- see pages 24-26).

Total Additional Traffic. Total incremental traffic associated with the renovated Tombs and the White Street residential building alternative are calculated on pages 25 and 26 in the DOC Draft Environmental Impact Statement.

Table 1 shows the forecast of additional traffic associated with these other developments in the project area as well as with the joint DOC/DJJ proposal.

Traffic Impact Assessment

The 1986 no-build scenario, and a no-build comparison with an apartment tower on the White Street site are presented in the DOC Draft Environmental Impact Statement. The impacts of the DOC/DJJ build alternative are similar to those for the DOC build alternative presented in that document (pages 26-29).

Table 1

Forecast of Additional Traffic in the Study Area

	DOC/DJJ Facility	Tombs	White St.[1] Resid. Bldg.
One-Way Person Trips			
24-Hour Total	1,886	814	20,397
Peak 8-Hour Average (9 AM-5 PM)	110	46	1,756
Peak Hour (9-10 AM)	97	29	523
Vehicular Trips			
24-Hour Total	358	188	1,247
Peak 8-Hour Average	16	8	81
Peak Hour	7	3	63
Truck Trips[2]			
24-Hour Total	80	10	194
Peak 8-Hour Average (9 AM-5 PM)	6	1	18
Peak Hour (9-10 AM)	11	2	22
Total Vehicle Trips			
24-Hour Total	438	198	1,441
Peak 8-Hour Average (9 AM-5 PM)	22	9	99
Peak Hour (9-10 AM)	18	5	85

NOTES

1. Development occurs only if White Street Site is not used for project. This condition is analyzed under the comparison no-build alternative.

2. Presented in PCEs. Includes vans and buses used by DJJ.

The only additional changes are slight increases in volume-to-capacity ratios ranging from 0.01 to 0.03, and on a drop in level of service on the Centre Street approach to White Street ("B" reducing to "C") compared to the DOC build alternative. Traffic conditions for the joint DOC/DJJ alternative are shown in Table 2 and Figure 1.

Would go on Notice

Transit Impact Assessment

The incremental demand from the project for bus and subway trips will not have a significant impact on transit services in the project area. The demand will be relatively small -- fewer than 900 trips per day -- and would not coincide with the rush hours when the transit system experiences its greatest level of congestion.

Parking Impact Assessment

Although there is only limited off-street parking available in the area, it is likely that the demand for parking generated by the project can be absorbed by the existing supply. Based on the survey of parking lots in the area, it appears there are approximately 100 spaces available during the midday. At slightly greater distances, north of Canal Street, there is a small amount of additional parking. The midday demand will be less than 40 spaces, and the peak parking demand from the project will be for employee parking during the evening and night shifts when the utilization rates are much lower than during the midday.

A limited number of on-site parking spaces will be provided in the joint DOC/DJJ facility. Approximately 32 spaces will be provided for use by DOC and DJJ senior staff, departmental cars, visiting physicians, official visitors and DJJ vans. This parking will minimize the likelihood of special vehicles parking on the curb and obstructing pedestrian flows.

AIR QUALITY

Existing Environment

Air Pollutants and Meteorology

(Unchanged from the DOC Draft Environmental Impact Statement -- see pages 31-33.)

Prediction Sites

Two of the sites previously analyzed for the 500-bed detention facility (prediction sites 1 and 2 on Centre Street and White Street, respectively) were selected for the joint DOC/DJJ facility analysis because they provide the most relevant basis for comparing the air quality impacts of the joint facility, and both sites represent locations where maximum changes in carbon monoxide concentrations are expected. The other three sites previously analyzed (prediction sites 3, 4 and 5) were not analyzed for the joint facility because they will experience a smaller air quality impact.

Table 2
Summary of Traffic Conditions for Joint DOC/DJJ Facility

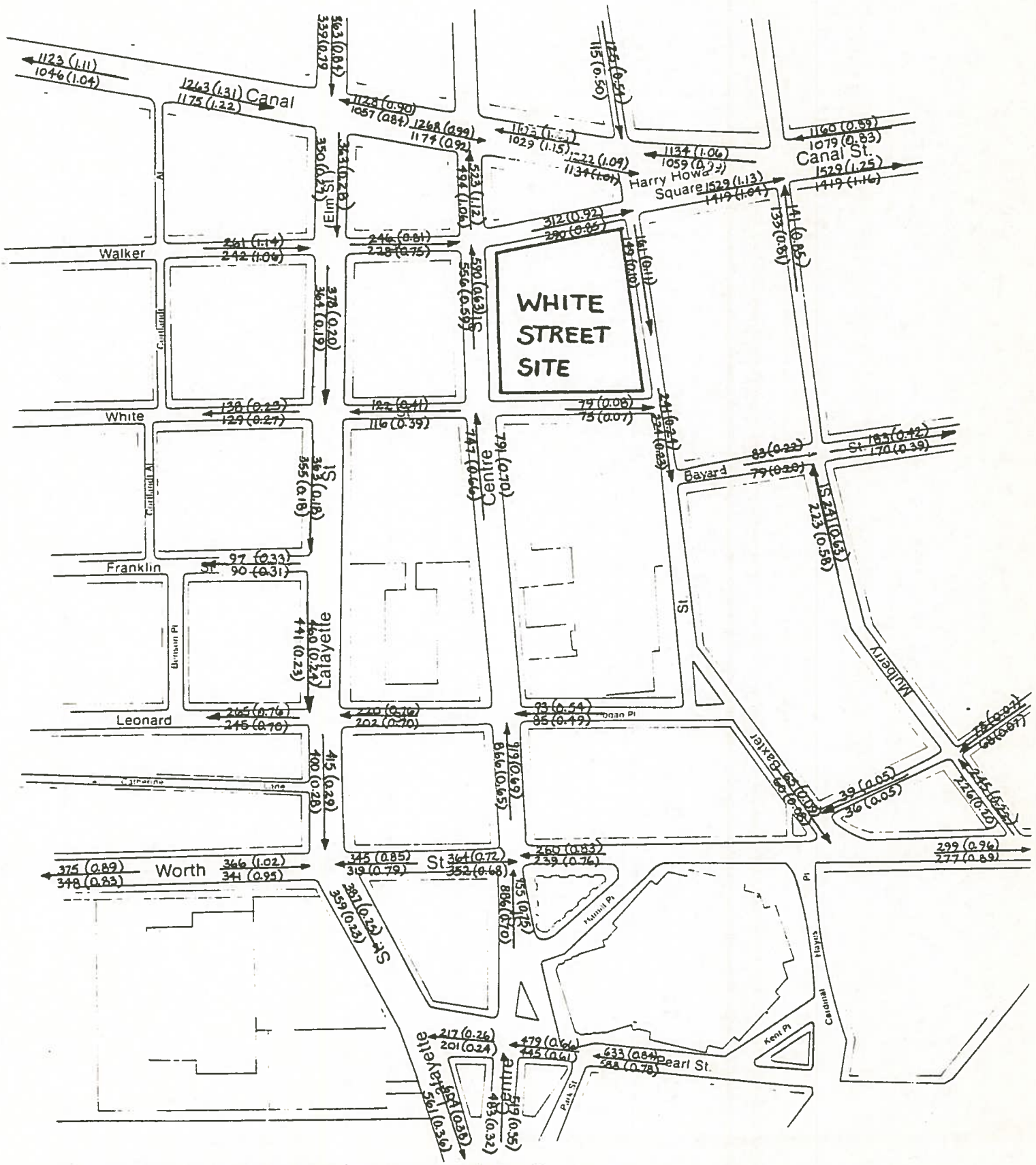
Location	Capacity	1986 White St. DOC/DJJ Facility	
		Volume (PCE's)	V/C
Canal St. (from Mott St. to Mulberry St.)	1,563	1,390	0.89
Canal St. (from Mulberry St. to Baxter St.)	1,287	1,360	1.06
Canal St. (from Baxter St. to Centre St.)	1,074	1,322	1.23
Canal St. (from Centre St. to Lafayette St.)	1.503	1,353	0.90
Canal St. (from Lafayette St. to Broadway)	1,210	1,346	1.11
Canal St. (from Broadway to Lafayette St.)	1,151	1,514	1.31
Canal St. (from Lafayette St. to Centre St.)	1,529	1,520	0.99
Canal St. (from Centre St. to Baxter St.)	1,348	1,465	1.09
Canal St. (from Baxter St. to Mulberry St.)	1,629	1,833	1.13
Canal St. (from Mulberry St. to Mott St.)	1,462	1,833	1.25
Walker St. (from Broadway to Lafeyette St.)	324	369	1.14
Walker St. (from Lafayette St. to Centre St.)	432	348	0.81
Walker St. (from Centre St. to Baxter St.)	481*	442	0.92
White St. (from Centre St. to Baxter St.)	1,047*	83	0.08
White St. (from Centre St. to Lafayette St.)	310	127	0.41
White St. (from Lafayette St. to Broadway)	619	142	0.23
Franklin St. (from Broadway to Lafayette St.)	304	100	0.33
Hogan Place (from Baxter St. to Centre St.)	179	96	0.54
Leonard St. (from Centre St. to Lafayette St.)	299	226	0.76
Leonard St. (from Lafayette St. to Broadway)	360	273	0.76
Worth St. (from Broadway to Lafayette St.)	383	389	1.02
Worth St. (from Lafayette St. to Centre St.)	535	387	0.72
Worth St. (from Centre St. to Park Row)	331	317	0.96
Worth St. (from Park Row to Centre St.)	333	278	0.83
Worth St. (from Centre St. to Lafayette St.)	431	366	0.85
Worth St. (from Lafayette St. to Broadway)	447	398	0.89
Lafayette St. (from Howard St. to Canal St.)	455	384	0.84
Lafayette St. (from Canal St. to Walker St.)	1,350	384	0.28
Lafayette St. (from Walker St. to White St.)	2,042	400	0.20
Lafayette St. (from White St. to Franklin St.)	2,127	384	0.18
Lafayette St. (from Franklin St. to Leonard St.)	2,020	487	0.24
Lafayette St. (from Leonard St. to Worth St.)	1,495	439	0.29
Lafayette St. (from Worth St. to Pearl St.)	1,613	408	0.25
Lafayette St. (from Pearl St. to Duane St.)	1,660	638	0.38
Centre St. (from Duane St. to Pearl St.)	1,579	549	0.35
Centre St. (from Pearl St. to Worth St.)	1,338	1,009	0.75
Centre St. (from Worth St. to Leonard St.)	1,408	972	0.69
Centre St. (Midblock pedestrian crossing between White and Leonard Sts.)	959	837	0.87
Centre St. (from Leonard St. to White St.)	1,199	837	0.70
Centre St. (from White St. to Walker St.)	988	623	0.63
Centre St. (from Walker St. to Canal St.)	493	553	1.12
Baxter St. (from Hester St. to Canal St.)	237	129	0.54
Baxter St. (from Walker St. to White St.)	1,474*	166	0.11
Baxter St. (from White St. to Bayard St.)	1,047	250	0.24
Baxter St. (from Hogan Place to Worth St.)	764*	67	0.09
Mulberry St. (from Worth St. to Park St.)	1,150*	252	0.22
Mulberry St. (from Park St. to Bayard St.)	394	248	0.63
Mulberry St. (from Bayard St. to Canal St.)	170	145	0.85
Bayard St. (from Baxter St. to Mulberry St.)	399	87	0.22
Bayard St. (from Mulberry St. to Mott St.)	454	190	0.42
Park St. (from Mott St. to Mulberry St.)	1,047*	75	0.07
Park St. (from Mulberry St. to Worth St.)	785*	40	0.05
Pearl St. (from Park Row to Park St.)	799	672	0.84
Pearl St. (from Park St. to Centre St.)	722	509	0.66
Pearl St. (from Centre St. to Lafayette St.)	887	231	0.26

* No signal at this intersection; therefore, this approach capacity is calculated under unrestricted conditions.

PCE = Passenger car equivalent.

V/C = Volume-to-capacity ratio.

Figure 1 FUTURE BUILD TRAFFIC: JOINT DOC/DJJ FACILITY (1986)



A.M. Peak Volume in Vehicles Per Hour (Volume-to-Capacity Ratios)
8-hour Average Volume in Vehicles Per Hour (Volume-to-Capacity Ratios)

Existing Ambient Air Quality

(Unchanged from the DOC Draft Environmental Impact Statement -- see pages 34-36.)

Impacts

During Construction

During construction, the air quality impacts of the joint DOC/DJJ facility, will be the same as those described for the 500-bed adult facility in the DOC Draft Environmental Impact Statement (see page 37). However, since a larger building with the joint facility is proposed at the site, particulate matter from construction activities and gaseous pollutants from private vehicles of construction workers and construction vehicles are expected to increase. The increase in air pollutants is expected to occur because the proposed joint facility is larger.

To minimize these air pollutants, the mitigating measures recommended for the 500-bed adult facility are recommended for the joint facility. These measures for fugitive dust emissions include:

- The use, where possible, of water or other suitable chemicals for control of dust in excavation and construction operations; and
- The covering, at all times when in motion, of open-bodied trucks transporting materials likely to give rise to airborne dust.

For localized increases in mobile source emissions, the following mitigating measures are recommended:

- Performance of construction requiring temporary street closings during off-peak hours;
- Maintenance of the existing number of available traffic lanes; and
- Prohibition on the idling of delivery trucks or other equipment during periods when they are being unloaded or not in active use.

During Operation

(Unchanged from the DOC Draft Environmental Impact Statement -- see pages 38-42 -- except for the following section.)

Results

Table 3 shows the results of the air quality analysis for the maximum predicted one-hour and eight-hour carbon monoxide concentrations at the two prediction sites, for the no-build (vacant), the joint DOC/DJJ facility, the 500-bed facility in the DOC Draft Environmental Impact Statement, and the comparison no-build (residential development) alternatives. The results are based on the peak traffic conditions and worst case meteorological conditions

described previously in the DOC Draft Environmental Impact Statement. Since these results differ only with respect to the joint DOC/DJJ facility alternative, the following discussion deals only with this alternative.

Table 3

Maximum One- and Eight-Hour Carbon Monoxide Concentrations
(ppm)*

	Baseline 1982		No-Build 1986		DOC Facility (White Street Site) 1986		Joint DOC/DJJ Facility 1986		Comparison No-Build 1986	
Site	1-hr	8-hr	1-hr	8-hr	1-hr	8-hr	1-hr	8-hr	1-hr	8-hr
Predictions Applying Hiway-2										
1	39.0	17.4	22.2	10.0	22.2	10.1	22.2	10.1	24.6	10.7
2	7.6	4.1	4.4	2.3	4.5	2.4	4.5	2.4	4.4	2.4
Predictions Applying SRI APRAC-1A										
Site										
1	16.3	13.7	9.1	7.9	9.3	8.0	9.3	8.0	9.1	7.9
2	6.4	4.0	3.7	2.3	3.9	2.4	4.0	2.4	3.7	2.3

*All concentrations include background.

For both prediction sites, there will be no change (relative to the earlier analysis for the DOC facility) in both one- and eight-hour carbon monoxide concentrations utilizing HIWAY-2. However, the SRI APRAC-1A model shows a slight increase for the one-hour concentration at prediction site 2 (White Street) because of the 10 percent increase of vehicular emissions.

Table 4 summarizes the results of the analysis using the Sontowski deep canyon model. These results indicate that deep canyon formation can possibly occur at both sites 1 and 2. Slight increases of 0.1 ppm at the prediction sites relative to the 500-bed adult facility are shown. These increases in concentrations are due to a higher aspect ratio (i.e., the added height of the juvenile facility with the adult facility) and higher emissions from increases in vehicular activity.

Table 4

Effects of Proposed Project On Carbon Monoxide Concentrations
Due to Deep Canyon Effects
(Increases relative to the 500-bed adult facility)

Site	CO (ppm)
1	+0.1
2	+0.1

Regional Analysis. The regional pollutant burden of carbon monoxide, hydrocarbons, and nitrogen oxides is expected to increase relative to the DOC facility analysis. However, the amount of carbon monoxide, hydrocarbons, and nitrogen oxide emissions generated from the minimal traffic associated with the joint facility is insignificant when viewed relative to the DOC facility, and even more insignificant in a regional context. It is therefore concluded that there will be a very small impact from the above pollutants and from photochemical oxidants due to the operation of the joint DOC/DJJ facility.

Consistency of the Project with the New York State Air Quality Implementation Plan for the New York City Metropolitan Area

(Unchanged from the DOC Draft Environmental Impact Statement -- see page 47.)

NOISE

Introduction

(Unchanged from the DOC Draft Environmental Impact Statement -- see pages 48-50.)

Existing Environment

(Unchanged from the DOC Draft Environmental Impact Statement -- see pages 50-52.)

Impacts

During Construction

Because of the greater height and total floor area of the joint adult and juvenile facility, the construction period for this alterantive may be slightly more extended than that for the adult facility alone. There will, however, be little or no increase in the duration or intensity of the pile

driving activity which constitutes the most significant construction noise impact.

During Operation

The increase in vehicular traffic generated by the addition of the juvenile detention facility is far too small to produce any significant change in traffic noise levels on adjacent streets. Projected traffic volumes for the combined facility would result in traffic noise levels no more than 0.2 dBA greater than the no-build levels. Changes in noise levels of less than 3 dBA are barely perceptible to most listeners.

ECONOMICS

Existing Conditions

(Unchanged from the DOC Draft Environmental Impact Statement -- see pages 57-58).

Impacts

During Construction

The construction of secure detention capacity for juveniles in Manhattan is being funded as New York City Capital Project JJ-1. Construction at the White Street site, in conjunction with the DOC adult facility, would be expected to begin in 1983 and last approximately three years, with peak construction employment of approximately 300.

The estimated total cost of the juvenile detention facility portion of the entire building is $29,902,000 in actual, time-of-expenditure dollars, assuming an escalation factor during the construction period of 1 percent per month to the midpoint of construction. (The approximate development cost of the juvenile detention facility in 1982 dollars is $21,987,000).* When added to the estimated time-of-expenditure cost of developing the proposed adult detention facility ($71,380,000), the total project cost is estimated at $101 million.

The added project cost for the proposed juvenile detention facility will increase estimates of generated expenditures for the proposed adult detention facility (see DOC Draft Environmental Impact Statement -- page 59). Based on total project expenditures of $101 million, additional or generated expenditures can be estimated as follows: total economic impact

* In addition to direct construction costs, the total development costs for the juvenile detention facility include design costs of approximately 8 percent, construction management fees of approximately 4 percent, equipment costs at 4.5 percent, services and expenses at 4 percent, and contingencies at 10 percent of base construction costs.

within New York State is estimated at $67.3 million in wages and salaries, and $61.9 million in goods and services, with a total resulting economic activity of $129.2 million; of this amount, approximately $99.2 million would be expected to occur in New York City and $30 million would be expected to occur in the remainder of New York State.

A further description of economic impacts can be found in the previously referenced DOC Draft Environmental Impact Statement (see pages 58-60).

During Operation

The proposed juvenile detention facility will be built as replacement space for Spofford Juvenile Center rather than as an additional facility for the system. Since new facility operating costs will be offset by reductions in operating expenses elsewhere, the net fiscal impact to the city is expected to be negligible. Some efficiencies and related economies can be expected by housing detainees close to courts as well as by operating and maintaining a new building in conjuction with the DOC. However, these economies are not expected to have a significant net impact on DJJ operating costs.

Similarly, because it is a replacement facility, DJJ operating expenditures for the proposed facility are not expected to have a significant direct or indirect impact on the city's economy. The estimated annual operating expenditures for the proposed juvenile detention facility (in July 1982 dollars) would be $9.4 million (based on estimated FY 1982 annual operating costs for Spofford Juvenile Center). Of this amount, $7.3 million would be used for personnel expenditures. Most of the expected staff for the proposed 156-bed juvenile detention facility--400 employees including security, group care, operations, support services and administrative personnel--would be existing DJJ employees transferred from other locations. The balance of operating expenditures (estimated at $2.1 million in 1982 dollars) will be allocated for purchases of materials and contract services.

To the extent that materials and services are purchased in the immediate area and to the extent that employees and visitors support the retail establishments and restaurants in the area, the proposed joint facility will have a small positive impact on the local economy.

ENERGY USE AND CONSERVATION*

Energy Use During Construction

The embodied construction energy of the joint DOC/DJJ facility is approximately 490×10^9 BTU. This is about 40% greater than the construction energy of the adult facility alone, reflecting the greater height and bulk of the combined facility.

*See also discussions in the DOC Draft Environmental Impact Statement --pages 61-62.

Energy Use During Operation

Estimated operating energy for the joint DOC/DJJ facility is shown in Table 5. Electrical consumption for the facility is about 40% greater than that for the DOC adult facility alone, and other energy consumption (heating, hot water, cooling) is about 35% greater.

Table 5
Operating Energy Consumption
Joint DOC/DJJ Facility

Heating (billion BTU/year)	3.3
Hot Water (billion (BTU/year)	3.9
Air Conditioning (billion BTU/year)	2.6
Lighting and Other Electrical (million KWh/year)	2.8

Locating the juvenile detention facility in Lower Manhattan will result in a considerable savings in transportation energy. Detainees being transported to courts in Manhattan, Brooklyn, and Staten Island will have much shorter trips than are currently necessary to transport detainees from the Spofford facility in the Bronx. Also, the location of the facility near many subway and bus routes will facilitate the use of mass transit by visitors and staff.

UTILITIES AND SOLID WASTE

Existing Conditions

(Unchanged from DOC Draft Environmental Impact Statement -- see pages 63-64.)

Impacts

The proposed joint facility should not overtax any of the existing utility systems as it will probably require less utility service than any apartment or commercial buildings for which the site is zoned. Generally, the facility's utility requirements will be miniscule when compared to those of New York City. Except for steam, the utility service adjacent to the site should be sufficient for the urban area which they service.

To build the proposed facility, some temporary street excavation in the area may be required to connect service leads to the various utilities. In addition, the feasibility of using Con Ed steam, which is not available at the White Street site, or another heating and cooling source will have to be investigated.

Modification During Construction.

(Unchanged from the DOC Draft Environmental Impact Statement -- see page 64.)

Usage During Operation. Both the DOC facility and the DJJ facility will require potable water for drinking, cooking, washing and sanitary waste disposal. It has been estimated that each detainee or inmate would use an average of 200 gallons of water per day (gpd); each full time staff member, 40 gpd; and each visitor, 20 gpd (New York City Department of Correction, April 1980). Using these water use factors and the reported staff and visitor projections, the joint DOC/DJJ facility would require 163,700 gpd of water. Because this is only 0.01 percent of the system's safe yield, it will have no perceptible effect on New York's water supply. Water pressure in the distribution lines will not be adversely affected.

If the facility is not built on the site and other new development is constructed there, significantly more water may be required. Maximum water use by an assumed residential apartment building constructed as-of-right would be about 202,000 gpd, whereas the DOC/DJJ facility would require about 164,000 gpd.

Sewerage

Modification During Construction. Although specific connections from the DOC/DJJ facility to the sewage collection system have not yet been identified, the site has sewers on all four sides, affording flexibility. If the sewage to be discharged should exceed any one sewer's capacity, the flow could be split.

Construction, as the connection from the facility to the sewer system is made, would be confined to the immediate site area for a limited time period, and would not affect other sewage system users. To construct the facility, installation or reactivation of a service connection would probably be required.

Usage During Operation. Because the proposed site was previously improved, there should be no change in the quantity of stormwater runoff entering the combined sewer system.

Conservatively assuming that all of the water supplied to the DOC/DJJ facility ultimately becomes wastewater (consumptive and evaporative losses are ignored), an average of 163,700 gpd of sanitary sewage will be discharged to the sewer system. During dry weather, the sewage will be treated by the Newtown Creek Sewage Treatment Plant and the effluent discharged to the East River. This flow, which is much less than the Newtown Creek Plant's 27 MGD excess capacity, would account for only 0.05 percent of the plant's average daily flow and would have negligible impact on Newtown Creek Sewage Treatment Plant operation. During wet weather, the sanitary sewage would be combined with stormwater and be discharged through an outfall sewer to the East River. Because the incremental flow from the facility will be small in comparison to the entire New York City flow, there will be no noticeable effect on the receiving water quality.

If the joint DOC/DJJ facility is not built on the site and it is assumed that a high rise commercial or residential development will be built, roughly 202,000 gpd would be discharged to the sewer system.

Solid Waste

Usage During Construction. To construct the facility, excavated and construction materials will be disposed of at a landfill. If the facility is not built at the White Street site, and construction of an apartment building on the site is assumed, excavated soil, debris and various construction materials would be generated to be disposed of by a private contractor at a landfill.

Estimated Usage During Operation. Using reported projections, (New York City Department of Correction, April 1980), the proposed facility would generate about 3,300 pounds of solid waste per day. This refuse, to be collected by the New York City Department of Sanitation, would be disposed of at the Fresh Kills Landfill on Staten Island. Representing 0.008 percent of all of the solid waste in New York City on a daily basis, the facility should have a negligible effect on the operation of New York City's landfills.

Electricity

Modification During Construction. (Unchanged from DOC Draft Environmental Impact Statement -- see page 66.)

Usage During Operation. The facility is expected to consume an average 320 kilowatts of electricity, which represents 0.01 percent of the average demand to Con Ed's system. Service to Con Ed's other customers will not be affected.

Steam

Modification During Construction.

(Unchanged from DOC Draft Environmental Impact Statement -- see page 66.)

Estimated Usage During Operation. The proposed facility would require an estimated 10,200,000 pounds of steam each year for heating, cooling and hot water, and should not affect Con Ed's other steam customers.

If the facility is built on the White Street site, the feasibility of providing steam would have to be studied in detail.

Telephone

Modification During Construction. Some temporary construction activity may be necessary to provide the desired telephone service. Although the New York Telephone Company provides service in the site area, no specific connection arrangements have been made. Most likely, the facility would be expected to require far less telephone service than a no build, commercial development on the site. During construction, no service interruption to New York Telephone's other customers is anticipated.

Usage During Operation. Operation of the faciity will not affect telephone service to New York Telephone's other customers.

VISUAL QUALITY

Existing Environment

(A descripton of the existing visual environment can be found in the DOC Draft Environmental Impact Statement -- see page 67.)

Impacts

The addition of the 156-bed juvenile detention capacity will add approximately four stories to the building's height, however, this is not expected to significantly change the visual impacts of the proposed facility as described in the DOC Draft Environmental Impact Statement (see pages 67-68). Although the proposed building for the White Street site has not yet been designed, a block diagram study prepared to identify design feasibility options for a co-located juvenile and adult detention facility suggests a 13 story building.*

* The Ehrenkrantz Group, White Street Feasibility Study, May 28, 1982.

III. ALTERNATIVES TO THE PROPOSED PROJECT

NO ACTION

If the DJJ takes no action--that is, it continues to operate Spofford as the City's central and only secure juvenile detention facility--all of the operational problems with that institution will persist. These problems have been fully documented in the decentralization proposal submitted by the DJJ to the Mayor in 1980 (for a more detailed description, see "History of the Project" on page 2).* While community impact and new construction costs would be eliminated by this alternative, all of the historic problems of transportation, security and management will endure, and have financial implications. The Department's mandate to improve the delivery of secure detention services will be thwarted by continued use of a facility which is too large, poorly designed and inaccessibly located.

CONTINUED USE OF SPOFFORD AND SOME NEW CONSTRUCTION

Continued use of Spofford in conjunction with any level of new facility construction would have the effect of reducing the population level at Spofford. As such, it would be possible to undertake renovation at Spofford to improve the facility's general physical plant. The additional restructuring of residential housing could reduce the number of residents per living unit and place program activity areas in closer relationship to each other and to housing areas. This would reduce the need for population movement within the facility, one of the main criticisms of Spofford.

While such renovation would represent a considerable improvement over existing conditions, all the drawbacks of a large-scale juvenile detention facility, in terms of security, program capability and negative impact on detained juveniles, would remain. The inflexibility of the existing structure would prevent the development of a completely logical management of interior space.

The difficulty of undertaking major renovation of Spofford would be greatly compounded by the need to keep the facility in operation during the entire construction period. A system of phased construction would be required. At every step, security would have to be assured and sufficient residential beds would have to be provided. When the high price of renovating an occupied detention facility such as Spofford is added to the cost of new facility construction, this becomes a very costly alternative.

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* New York City Department of Juvenile Justice, A Plan for Decentralizing Secure Juvenile Detention Services, October 1980.

For these reasons, this alternative is not considered to be a reasonable alternative that would achieve the same or similar objectives as the proposed action.

REPLACEMENT OF SPOFFORD WITH ALL NEW AND INDEPENDENT CONSTRUCTION

The "History of the Project" section of this Supplemental Draft Environmental Impact Statement (see pages 2-4) describes the DJJ's programmatic objectives for secure juvenile detention, and concludes that these objectives could be met by replacing Spofford with two to four new facilities. In addition, greater flexibility in design and simplified facility administration would be afforded by replacement of Spofford with independent new facility construction.

In contrast to the proposed action, however, this alternative, which does not include "co-locating" with a DOC facility, does not meet the fiscal and land use objectives of the DJJ. The cost of site acquisition and/or site preparation would be greater under this alternative, and the opportunity for accelerated project implementation would be lost. Additionally, negative perceptions of intrusion into communities would be heightened by the siting of an independent juvenile facility in lower Manhattan.

For these reasons, this alternative is not considered to be a reasonable alternative that would achieve the same or similar objectives as the proposed action.

JOINT FACILITY IN LOWER MANHATTAN

Rationale for a Joint Facility

After analysis and review by an interagency task force composed of representatives of the Mayor's Office of Operations, the Criminal Justice Coordinator's Office, the Law Department, the Department of General Services, the Office of Management and Budget, Department of Correction (DOC), and the Department of Juvenile Justice (DJJ), DOC and DJJ propose to construct a joint detention facility in lower Manhattan to address the needs of both agencies.

The proposal is the result of an analysis which concluded that there were advantages to a joint facility which would best serve the City and the criminal justice community. DOC intends to use its portion to house inmates detained for Manhattan court appearances; DJJ's portion would be for Manhattan, Brooklyn and Staten Island detainees. The perceived advantages of a joint facility are:

A. Social

Buildable sites are few in lower Manhattan's civic center, and there are competing public/community uses for each. Both DOC and DJJ require a location as near as possible to the courts along Centre and Lafayette Streets in order to minimize travel time for production of trial inmates and juvenile detainees, provide court-mandated access to attorneys and social services and ensure public security, which is jeopardized during lengthy inmate and juvenile detainee trips by bus.

Balancing these needs is a difficult one at best. The proposal for a single site in lower Manhattan for the two new detention facilities will reduce the land use impacts while meeting the location requirements for both.

B. Economics

Locating both institutions on one site lowers the total land cost in an area where appropriate sites command premium prices. In addition, combining the square footage needs of each agency (a total of 445,800 square feet)* encourages the fullest use of available zoning in a predominantly commercial neighborhood where greater density is permitted.

Construction costs are lowered when one building envelope is required, as well as when the two facilities can share the same building systems.

C. Environmental

In general, constructing both facilities on one site as near as possible to the courts minimizes to the greatest degree those impacts related to air quality, noise and energy usage by reducing vehicular (bus) traffic to and from the immediate area.

Summary of Sites Considered

The two applicant departments reviewed a total of 12 sites before proposing the one at White Street. Each was assessed according to site selection criteria representing threshold, physical environment, social, economic and management/programmatic issues.

Most of the sites had previously been assessed as to suitability for the DOC facility alone (see Draft Environmental Impact Statement, Proposed Construction of A 500-Bed Detention Facility etc. prepared for the New York City Department of Correction by Parsons Brinckerhoff Quade & Douglas, Inc., April 1982). This assessment has been updated in conjunction with the joint DOC/DJJ site selection process.

Of the 12 sites, three were found to be no longer available: Washington Street Urban Renewal Area Sites 5A/5B/6 and Sites 1A/1B have construction and/or development activities underway for other uses; Old Gouverneur Hospital has been sold to a private developer with construction underway on a major rehabilitation of the existing structure.

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* Includes 313,000 square feet for the DOC facility and 132,800 square feet for the DJJ facility.

Two others are not large enough to accommodate the new joint facility program. These are the Chambers Street parking lots and those behind the Supreme Courts Building.

Of the remaining alternatives, three were found to satisfy substantially more of the criteria assessed than the others: 80 Centre Street, 300 Broadway and White Street.

80 Centre Street is an office building belonging to the State of New York, whose current plans are to renovate the structure to serve as relocation space for state agencies displaced from the World Trade Center. The State, consistently since cancellation of the proposed lease of Rikers Island to the State in 1979, has declined to put the building up for sale, and State ownership is sovereign, i.e., not subject to condemnation by the City.

In assessing the 300 Broadway and White Street alternatives, the criterion of location becomes salient. About 300 DOC inmates pass through the Manhattan Court Detention Facilities each weekday. About 260 of these, or 87%, go to the Criminal Courts Building at 100 Centre Street. DJJ delivers up to 20 detainees to Manhattan courts each day. Of these, 12 go to Family Courts at 60 Lafayette Street, 4 go to Supreme Courts at 111 Centre Street and 4 more go to Criminal Courts at 100 Centre Street. Twenty additional detainees are bused to Brooklyn courts at several locations.

300 Broadway is located approximately five blocks from these court buildings. Thus, approximately 320 persons per day would be transported via local bus runs from a facility located there to the Centre/Lafayette Street courts, and 20 more to Brooklyn.

The White Street site is located immediately north across White Street from the complex at 100 Centre Street whose northernmost wing is the Tombs. Applicants propose to connect their new facility into and through the Tombs, achieving a direct, enclosed entry to the Criminal Coruts Building at 100 Centre Street.

This would eliminate the need for all transportation of inmates except the delivery by van of approximately 76 persons per day to other courts in lower Manhattan and Brooklyn. Inmates and juvenile detainees during transport constitute the two departments' greatest escape risks since supervision is at its lowest officer/resident/detainee ratio and residents/inmates are not within a secure perimeter. This condition impacts both the departments' daily operations and public safety for the communities through which inmate transport buses must pass.

Consideration of Individual Sites

The pages which follow provide a comparative assessment of the 12 sites considered including the proposed site.

SITE ALTERNATIVE 1 (PROPOSED): WHITE STREET/BAXTER STREET/WALKER STREET/CENTRE STREET

CRITERIA	DISCUSSION OF ENVIRONMENTAL IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION:			
1. Appropriate size and configuration	Site is 52,215 square feet. Present zoning allows for greater floor area than is required for the new facility, but height and setback waivers may be required for recreation space.	X	
2. Compatibility with neighboring land uses	Site is on the northern boundary of the Foley Square/Centre Street area and is adjacent to the Chinatown and Little Italy neighborhoods. The facility design must relate to neighboring land uses and account for community's security concerns.		X
3. Access to main public transportation routes	There is immediate accessibility to subway and bus routes serving the Canal Street and Foley Square vicinity.	X	
4. Potential for timely development	The site is in private ownership and must be acquired by purchase or condemnation.		X
PHYSICAL ENVIRONMENT:			
5. Impact on traffic and air quality	Minimal adverse impacts are associated with use of the site; air quality will be slightly impacted by the potential increase in traffic, but less so than by plans filed by the present owner for future development.	X	
6. Impact of the construction process	No long term adverse impacts are associated with the project. Short term disruptions to local traffic may result from the construction process.	X	
SOCIAL:			
7. Public perception/image of a detention facility	Special care must be given to design of facility to ensure all possible mitigation of visual impact, congregation of visitors and the like.		X
8. Public safety	Special consideration must be given to perceived density of jail population in the neighborhood. Minimal transport of inmates would be necessary, limiting neighborhood public safety impacts. In addition facility will provide marginal addition to neighborhood safety due to presence of armed peace officers twenty-four hours/day.		X
9. Social opportunity impact.	Potential adverse impact is associated with loss of residential development and/or parking on the site.		X
10. Impact on criminal justice system	Site provides for enhanced accessibility for detainees to courts, legal counsel, social services and is expected to speed processing through the system.	X	

CRITERIA	DISCUSSION OF ENVIRONMENTAL IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
ECONOMIC:			
11. Total development cost of project	Total cost is higher at this and other privately owned sites which must be acquired by purchase or condemnation. However, development costs are minimized by the construction of a joint facility.		X
12. Opportunity cost to city for use of site for this project	City would forego real estate taxes estimated by Dept. of General Services at upwards of $.5M annually based upon a reasonable as-of-right residential development.		X
13. Impact on existing economic/commercial environment	Nearby federal correctional center has had no demonstrable adverse impact on adjacent economic/commercial environment and none is anticipated at this site. (Note: combined capacity of all Lower Manhattan detention facilities at completion of this project will be less than Tombs at its highest operating capacity before closing in 1974)	X	
14. Cost of facility operation at this site over long term	Savings in excess of $1.8 million per annum in cost of transporting detainees to court over existing operations are projected.	X	
SPECIAL DEVELOPMENT:			
15. Relocation/demolition on the site	None required	X	
16. Renovation of existing non-correctional structure	Not applicable	NA	NA
MANAGEMENT AND PROGRAMMATIC:			
17. Proximity of site to existing jail and court facilities	Site is immediately north across White Street from the renovated Tombs and the NYC Criminal Courts Building, is across street from Supreme Court Criminal Parts at 111 Centre Street and is 2 blocks from Family Courts and Supreme Courts Buildings.	X	
18. Flexible use of site	Site allows for flexible design and operational alternatives	X	

SITE ALTERNATIVE 2: 80 Centre Street

CRITERIA	DISCUSSION OF ENVIRONMENTAL IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION:			
1. Appropriate size and configuration	Site is 72,000 square feet. The gross floor area for the existing building is approximately 500,000 square feet. Present zoning allows for any changes in the existing floor area to meet facility requirements.	X	
2. Compatibility with neighboring land uses	Site is within the Foley Square/Centre Street (Civic Center) area primarily occupied by public institutional uses. The site is on the western boundary of the Chinatown neighborhood with Columbus Park separating the community from the building.	X	
3. Access to main public transportation routes	There is immediate accessibility to subway and bus routes serving the Foley Square and Canal Street vicinity.	X	
4. Potential for timely development	Transfer of the building from NYS to NYC has been declined by the State and site, therefore, is not available for timely development.		X
PHYSICAL ENVIRONMENT:			
5. Impact on traffic and air quality	Minimal adverse impacts are associated with use of the site; air quality will be slightly impacted by the potential increase in traffic.	X	
6. Impact of the construction process	No long term adverse impacts are associated with the project. Short term disruptions to local traffic may result from the construction process.	X	
SOCIAL:			
7. Public perception/image of a detention facility	Special care must be given to design of facility to ensure all possible mitigation of visual impact, congregation of visitors and the like.		X
8. Public safety	Special consideration must be given to density of jail population in the neighborhood. Minimal transport of inmates would be necessary, limiting neighborhood public safety impacts. In addition, facility would provide marginal addition to neighborhood safety due to presence of armed peace officers twenty four hours/day.		X
9. Social opportunity impact.	Potential adverse impact is associated with loss of existing and future uses as a State office building.		X
10. Impact on criminal justice system	Site provides for enhanced accessibility for detainees to courts, legal counsel, social services and is expected to speed processing through the system.	X	
ECONOMIC:			
11. Total development cost of project	Land cost is higher at this site than at city-owned site alternatives since NYC must acquire from NYS. This would be potentially offset by an estimated 17% savings when compared with new construction as opposed to renovation/reuse of existing structure.	X	

RITERIA	DISCUSSION OF ENVIRONMENTAL IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
12. Opportunity cost to city for use of site for this project.	None. However, State must forego use of 500,000 g.s.f. of office space.		X
13. Impact on existing economic/commercial environment	No adverse impact is associated with reuse of the building given the existing institutional character of the surrounding area and the current under-utilization of the building. Nearby federal correctional center has had no demonstrable adverse impact on adjacent economic/commercial environment and none is anticipated at this site.	X	
14. Cost of facility operation at this site over long term	Savings in excess of $1.8 million per annum in cost of transporting detainees to court over existing operations are projected.	X	
SPECIAL DEVELOPMENT:			
15. Relocation/demolition on the site	State offices will need to be relocated		X
16. Renovation of existing non-correctional structure	The structural condition, configuration and floor area of the existing building make it amenable for re-use as a correctional.	X	
MANAGEMENT AND PROGRAMMATIC:			
17. Proximity of site to existing jail and court facilites	Site is immediately south across Leonard Street from the NYC Criminal Courts Building, immediately north across Worth St. from the Supreme Courts Building and one block south of the renovated Tombs facility. It is one block east of the Family Courts Building and ½ block south of the Supreme Court, Criminal Parts at 111 Centre Street.	X	
18. Flexible use of site	The existing office building would be renovated, therefore limiting flexible use of the site.		X

SITE ALTERNATIVE 3, 300 Broadway (Block Bounded by Broadway, Duane, Elk and Reade Sts.)

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION:			
1. Appropriate size and configuration	Site is 71,578 s.f., with building area of 715,780 s.f. under present zoning. New facility would significantly underutilize site.		X
2. Compatibility with neighboring land uses	Site is immediately west of Civic Center and is surrounded by institutional and private office buildings with some street level commercial uses. A residential loft conversion is located one block away at Broadway/Thomas Street. Others exist or are planned within three blocks to north and/or west of site, therefore, conflicts may occur.		X
3. Access to main public transportation routes	There is immediate accessibility to subway and bus routes serving the civic center and lower Broadway vicinity.	X	
4. Potential for timely development	The site is city owned and underdeveloped.	X	
PHYSICAL ENVIRONMENT:			
5. Impact on traffic and air quality	Placement of a detention facility at this location would not contribute significantly to the peak hour traffic in this area. The peak hour occurs at 5:00 pm on Broadway while the detention facility's peak hour occurs prior to this time. There are possible adverse air quality impacts due to the addition of induced bus trips. However the elimination of the existing uncovered vehicular parking/service lot would most likely compensate for this impact. Minimal adverse impacts are, therefore, expected.	X	
6. Impact of the construction process	No long term adverse impacts are associated with the project. Short term disruptions to local traffic may result from the construction process.	X	
SOCIAL:			
7. Public perception/image of a detention facility	Special care must be given to design of facility to ensure all possible mitigation of visual impact, congregation of visitors and the like.		X
8. Public Safety	Facility will provide marginal addition to neighborhood safety due to presence of armed peace officers twenty-four hours/day. However, local transport of inmates would be necessary, contributing to potential neighborhood public safety impacts.		X
9. Social opportunity impact	None, since site is city-owned and intended for office, vehicle service or institutional use.	X	
10. Impact on criminal justice system	As opposed to existing conditions, this site would provide for enhanced accessibility for detainees to courts, legal counsel, social services and is expected to speed processing through the system. Transportation to courts will still be required although distances are local rather than inter-borough.	X	

ITERIA	DISCUSSION OF ENVIRONMENTAL IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
CONOMIC:			
. Total development cost of project	City ownership of joint site contributes to lower total development cost.	X	
2. Opportunity cost to city for use of site for this project	City would have to relocate existing vehicle parking/service lot and would have to forego use of site for future municipal office buildings.		X
3. Impact on existing economic/commercial environment	Not expected to have any effect.	X	
4. Cost of facility operation at this site over long term	Savings in excess of $1.3 million per year for inmate transport to court could be realized over existing transportation operations of the two applicant agencies.	X	
PECIAL DEVELOPMENT:			
5. Relocation/demolition on the site	Demolition of eight structures would be required.		X
6. Renovation of existing non-correctional structure	Not applicable.	NA	NA
ANAGEMENT AND PROGRAMMATIC:			
7. Proximity of site to existing jail and court facilities	This site alternative is not adjacent to any court or jail facility and would require local vehicular transport of inmates for all transfers.		X
8. Flexible use of site	Site is large enough to accommodate a variety of configurations.	X	

ITE ALTERNATIVE 4, 346 Broadway (Mini-Block bounded by Broadway, Leonard, Lafayette Sts. and Catherine Lane)

RITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
IRESHOLD SITE SELECTION:			
Appropriate size and configuration	This site, originally analyzed for DOC use alone, can not accommodate both programs under existing zoning. Even with zoning change, outdoor recreation cannot be totally accommodated without additional variances. Constraints are severe. Site cannot accommodate program in a configuration that permits efficient operation.		X
. Compatibility with neighboring land uses	Site is surrounded by institutional and private office buildings, commercial uses, parking lot and Family Courts Bldg. While the proposed institutional use would not significantly impact surrounding uses, accommodation of required program on this site would yield a high rise building out of scale with adjacent street fronts.		X
. Access to main public transportation routes	There is immediate accessibility to subway and bus routes serving the Canal Street and Foley Square vicinity.	X	
. Potential for timely development	Existing building must be demolished; eleven existing City/State tenants must be relocated. These processes will significantly extend the development period.		X
HYSICAL ENVIRONMENT:			
. Impact on traffic and air quality	Possible adverse traffic and air quality impacts may be caused by the addition of induced bus trips in conjunction with congestion on nearby streets. Therefore, net adverse impacts would be expected.		
. Impact of the construction process	No long term adverse impacts are associated with the project. Short term disruptions to local traffic may result from the construction process.	X	
OCIAL:			
. Public perception/image of a detention facility	Special care must be given to design of facility to ensure all possible mitigation of visual impact, congregation of visitors and the like.		X
. Public safety	Facility will provide marginal addition to neighborhood safety due to presence of armed peace officers twenty-four hours/day. However, local transport of inmates would be necessary, contributing to potential neighborhood public safety impacts.		X
.Social opportunity impact	City options to renovate or sell building for private development would be foreclosed.		X

RITERIA	DISCUSSION OF ENVIRONMENTAL IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
.0. Impact on criminal justice system	As opposed to existing conditions, this site would provide for enhanced accessibility for detainees to courts, legal counsel, social services and is expected to speed processing through the system.	X	
CONOMIC:			
.1. Total development cost of project	Potential savings from city-owned site are offset by costs of demolition, relocation and severe constraints in design.	X	
.2. Opportunity cost to city for use of site for this project	City must relocate tenants at annual estimated cost of $1.7M for new rental space (DGS estimate).		X
3. Impact on existing economic commercial environment	No adverse impact is associated with reuse of the building given the institutional character of the surrounding area and the current under utilization of the building	X	
4. Cost of facility operation at this site over long term	Savings of approximately $1.3 million in cost of inmate transport are projected since all transfers to court would be local rather than inter-borough.	X	
PECIAL DEVELOPMENT:			
5. Relocation/demolition on the site	Relocation of existing tenants and demolition are required.		X
6. Renovation of existing non-correctional structure	Existing building cannot be reused for this project.		X
ANAGEMENT AND PROGRAMMATIC:			
7. Proximity of site to existing jail and court facilities	Site is immediately south across Leonard Street from Family Courts Building at 60 Lafayette Street and is two blocks from Tombs. Criminal Courts Building and Supreme Court, Criminal Parts at 111 Centre Street are one block away. Supreme Courts Building is 2½ blocks southeast of site.	X	
8. Flexible use of site	Size and narrow configuration of site preclude flexibility in design and operation.		X

SITE ALTERNATIVE 5, Washington St. URA, Sites 1A, 1B (Hubert, Greenwich, North Moore, West Sts.)

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION:			
1. Appropriate size and configuration	Required program would require 22% of allowable building area under existing zoning, representing a significant underutilization of the site.		X
2. Compatibility with neighboring land uses	Adjacent to residential development, including Independence Plaza (CM/L), Battery Park City and loft conversions.		X
3. Access to main public transportation routes	Good access to all subway lines and buses along 6th Avenue, 8th Avenue, Chambers Street and Park Row. Adjacent to West Street arterial highway.	X	
4. Potential for timely development	No longer available. HPD has identified use for site and is proceeding with development.		X
PHYSICAL ENVIRONMENT:			
5. Impact on air/water/noise	No analysis done as site was no longer available		
6. Impact of the construction process	No analysis done as site was no longer available		

SITE ALTERNATIVE 6, Washington Street URA: Sites 5A, 5B, 6 (Reade, Greenwich, Barclay, West Sts.)

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION:			
1. Appropriate size and configuration	Site is 364,000 square feet, buildable area 3,640,000 s.f. under present zoning. New facility would significantly underutilize site.		X
2. Compatibility with neighboring land uses	Site is across West Street from new Battery Park City development and is within two blocks of recent middle income residential developments.		X
3. Access to main public transportation routes	Accessible to public transportation and major arterials.	X	
4. Potential for timely development	No longer available: Site 5A: under construction by College of Insurance Site 5B: HPD has selected sponsor for mixed residential/commercial development Site 6: under construction by Irving Trust Co.		X
PHYSICAL ENVIRONMENT:			
a. Impact on air/water/noise	No analysis done as site was no longer available		
b. Impact of the construction process	No analysis done as site was no longer available		

ITE ALTERNATIVE 7, King Street (Block Bounded by King, Hudson, Greenwich, Houston Sts.)

RITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
IRESHOLD SITE SELECTION:			
Appropriate size and configuration	Program can easily be accommodated on 69,000 s.f. site under existing zone.	X	
Compatibility with neighboring land uses	Site is located one block from P.S. 95, Carmine St. swimming pool and South Village residential uses at Charlton/VanDam/ King Streets to the east. No ancillary criminal justice facilities are located in area (attorneys' offices, bail bondsman, etc.) Facility would be greater in height than surrounding structures. Thus, proposed use is generally incompatible with surrounding uses.		X
Access to main public transportation routes	West Side IRT subway lines service area via Houston Street two blocks northeast of site.	X	
Potential for timely development	The need to acquire site from Trinity Church and to relocate existing parking lot will extend development period.		X
YSICAL ENVIRONMENT:			
Impact on traffic and air quality	Hudson Street, which is a northbound arterial, experiences its peak hour during the 9 AM to 10 AM period, while the peak hour for Houston Street occurs between 3 PM to 4 PM with traffic volumes beginning to build during the 2 PM to 3 PM period. The Houston Street peak period coincides with the arrival of afternoon uniformed workers. Hudson Street's PM peak period also spans from 3 PM to 5 PM. Since peak afternoon traffic for the detention facility coincides with existing midday peaks, some adverse air quality and traffic impacts would be expected. The benefit of removing the existing parking lot would somewhat compensate for the air quality impacts.		X
Impact of the construction process	No long term adverse impacts are associated with the project. Short term disruptions to local traffic may result from the construction process.	X	
CIAL:			
Public perception/image of a detention facility	Special care must be given to design of facility to ensure all possible mitigation of visual impact, congregation of visitors and the like.		X
Public safety	Facility will provide marginal addition to neighborhood safety due to presence of armed peace officers twenty-four hours/day. However, local transport of inmates would be necessary, contributing to potential neighborhood public safety impacts.		X

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
9. Social opportunity impact	Future development of this site for community objectives is foreclosed.		X
10. Impact on criminal justice system	As opposed to existing conditions, some savings in court processing period may be expected due to somewhat greater accessibility of detainees to court and to legal counsel. Area is not adjacent to civic center or courts.	X	
ECONOMIC:			
11. Total development cost of project	Acquisition costs are projected to be moderate; vacant site will require no demolition.	X	
12. Opportunity cost to city for use of site for this project	Minimal as the site is currently used as a parking lot.	X	
13. Impact on existing economic/commercial environment	Introduction of institutional use would be expected to adversely impact the expansion of residential uses immediately east.		X
14. Cost of facility operation at this site over long term	A small beneficial impact in regard to inmate transport savings would be expected.	X	
SPECIAL DEVELOPMENT:			
15. Relocation/demolition on the site	Relocation of existing parking lot would be required.		X
16. Renovation of existing non-correctional structure	Not applicable.	NA	NA
MANAGEMENT AND PROGRAMMATIC:			
17. Proximity of site to existing jail and court facilities	While not immediately adjacent to court facilities, transport of inmates would be reduced.	X	
18. Flexible use of site	Site can accommodate a variety of configurations and operational alternatives.	X	

SITE ALTERNATIVE 8, Old Gouverneur Hospital at Water and Montgomery Sts.

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION:			
1. Appropriate size and configuration	This site, originally considered for the DOC facility alone is 64,000 square feet. Program for joint facility cannot be accommodated within the present R7-2 zoning, under which the buildable area is only 220,160 square feet. Zoning changes and/or variances would be required. Site configuration is constrained by the adjacent FDR.		X
2. Compatibility with neighboring land uses	Site is surrounded on three sides by residential uses, including middle-income cooperative and low-income rental housing. Larger surrounding area is predominately residential. Therefore, adverse impacts would be expected.		X
3. Access to main public transportation routes.	Public transportation accessibility is very poor; only the Madison Ave. bus route (M-22) services the immediate area		X
4. Potential for timely development	This site, once city-owned, was sold last year to a private developer who is currently rehabilitating the existing structure. Re-acquisition and demolition of the existing structure, would be required, along with requisite city approvals.		X
PHYSICAL ENVIRONMENT:			
5. Impact on traffic and air quality	Poor mass transit and congestion related to proximity to the FDR Drive would be exacerbated by the addition of induced vehicular and bus trips. This would result in significant adverse traffic and air qualtiy impacts.		X
6. Impact of the construction process	No long term adverse impacts are associated with the project. Short term disruptions to local traffic may result from the construction process.		X
SOCIAL:			
7. Public perception/image of a detention facility	Special care must be given to design of facility to ensure all possible mitigation of visual impact congregation of visitors and the like.		X
8. Public safety	Facility will provide marginal addition to neighborhood safety due to presence of armed peace officers twenty-four hours/day. However, local transport of inmates would be necessary, contributing to potential neighborhood public safety impacts.		X
9. Social opportunity impact	Potential adverse impact since site is now privately owned and rehabilitation compatible with existing neighborhood uses is underway.		X
10. Impact on criminal justice system	Accessibility to courts, legal counsel, and social services would be enhanced vis-a-vis existing operations of both applicant agencies, although lack of adequate public transportation reduces anticipated gains.	X	

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
ECONOMIC:			
11. Total development cost of project	Acquisition of private site coupled with demolition of existing building and construction of a new facility, result in extremely high development cost.		X
12. Opportunity cost to city for use of site for this project	City would lost projected real estate taxes associated with private development of the site.		X
13. Impact on existing economic/commercial environment	Not expected to have any significant effect. Residential zoning precludes development of ancillary office space for attorneys, etc.	X	
14. Cost of facility operation at this site over long term	Significant savings are projected over existing inmate transport operations since transportation is local rather than inter-borough.	X	
SPECIAL DEVELOPMENT:			
15. Relocation/demolition on the site	Demolition is necessary		X
16. Renovation of existing non-correctional structure	Not applicable	NA	NA
MANAGEMENT AND PROGRAMMATIC:			
17. Proximity of site to existing jail and court facilities	While the site is approximately 15 blocks from the Criminal/ Supreme/Family court complex in lower Manhattan's Civic Centre, it is nonetheless considerably closer than the existing facility.	X	
18. Flexible use of site	Site flexibility is constrained by narrow dimensions of parcel.		X

SITE ALTERNATIVE 9. Chambers St. Parking Lots (Intersection of Chambers & Greenwich Sts.)

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION:			
1. Appropriate size and configuration	Program cannot be accommodated on this 29,255 s.f. site under existing zoning or any zoning change, even one permitting FAR 10. There is inadequate area for outdoor recreation under any configuration		X
2. Compatibility with neighboring land uses	Site is in Lower Manhattan Mixed Use District (lofts) and is across the street from Washington Market Interim Park, planned for future development. Adverse impacts would be expected.		X
3. Access to main public transportation routes	All west side subway lines service the area	X	
4. Potential for timely development	All three parcels are privately and separately owned and must be acquired. Need for zoning change would extend development period.		X
PHYSICAL ENVIRONMENT:			
5. Impact on traffic and air quality	Locating the facility at this site would pose few problems at the site with respect to traffic since the peak hour occurs at 6 PM. However Chambers Street at Church Street, one block east of facility's proposed site, experiences mid-day delays due to heavy pedestrian traffic. Additional vehicles circling and looking for metered parking would contribute to this mid-day problem. Some adverse air quality impacts may occur however, they would probably be offset by the benefit accrued by removing the existing parking lot.		X
6. Impact of the construction process	No long term adverse impacts are associated with the project. Short term disruptions to local traffic may result from the construction process.	X	
SOCIAL:			
7. Public perception/image of a detention facility	Special care must be given to design of facility to ensure all possible mitigation of visual impact, congregation of visitors and the like.		X
8. Public safety	Facility will provide marginal addition to neighborhood safety due to presence of armed peace officers twenty-four hours/day. However, local transport of inmates would be necessary contributing to potential adverse neighborhood public safety impacts.		X
9. Social opportunity impact	Private development compatable with the new uses proposed for the Washington St. URA and Battery Park City development plans, would be foreclosed.		X
10. Impact on criminal justice system	As opposed to existing conditions, savings in court processing may be expected due to greater accessability of detainess to court and legal council. However, area is not adjacent to civic center or courts.	X	

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
ECONOMIC:			
11. Total development cost of project	Acquisition of private and separately owned sites and construction of a new facility would result in moderately high facility costs.	X	
12. Opportunity cost to city for use of site for this project	City would forego present real estate taxes and any new taxes accrued by future private development.		X
13. Impact on existing economic/commercial environment	Proposed use would be incompatible with expansion of new residential uses to immediate west.		X
14. Cost of facility operation at this site over long term	Some transportation cost savings would be generated by local, rather than inter-borough, transfers of inmates.	X	
SPECIAL DEVELOPMENT:			
15. Relocation/demolition on the site	Relocation of existing parking lots on site will be required.		X
16. Renovation of existing non-correctional structure	Not applicable.	NA	NA
MANAGEMENT AND PROGRAMMATIC:			
17. Proximity of site to existing jail and court facilities	Site is eight to ten blocks from existing Family, Supreme and Criminal Courts Buildings, it is none-the-less considerably closer than the existing facility.	X	
18. Flexible use of site	Site is too small to allow flexibility		X

SITE ALTERNATIVE 10. Lafayette Park & Bed of Leonard Street from Centre-Lafayette Sts.

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION ISSUES:			
1. Appropriate size and configuration	Proposed project can be accommodated within existing zoning. Underground refrigeration plant for 125 Worth St. and court buildings may render part of site unusable for building.	X	
2. Compatibility with neighboring land uses	Site is mapped as a public park and bed of street. Inappropriate from an urban design point of view because it would create intolerable density in area bounded by Worth/Centre/White/Lafayette Streets, close off through traffic along Leonard Street and eliminate public parking for four court buildings.		X
3. Access to main public transportation routes	There is immediate accessibility to subway and bus routes serving the Canal Street and Foley Square vicinity.	X	
4. Potential for timely development	State legislation would be required to alienate park and remove it from "public trust". Street demapping would also extend development.		X
PHYSICAL ENVIRONMENT ISSUES:			
5. Impact on traffic and air quality	The proposed facility would have a minor impact on existing traffic at Lafayette Street which presently operates at Level of Service A in the immediate vincinity of the site. However the Centre Street mid-block pedestrain crossing, adjacent to the proposed facility, operates at Level of Service D. This condition may be somewhat exacerbated by the facility. Air quality impacts are similar to Alternatives 1 and 2.	X	
6. Impact of the construction process	No long term impacts are associated with the project. Short term disruptions to local traffic may result from the construction process.	X	
SOCIAL:			
7. Public perception/image of a detention facility	Special care must be given to design of facility to ensure all possible mitigation of visual impact, congregation of visitors and the like		X
8. Public Safety	Special consideration must be given to density of jail population in the neighborhood. In addition, minimal local transport of inmates would be required, contributing to possible neighborhood public safety impacts.		X
9. Social opportunity impact	Elimination of public parking and 45,000 s.f. of public park requires serious consideration as to potential adverse long term impacts.		X
10. Impact on criminal justice system	Site provides for enchanced accessibility for detainees to courts, legal counsel, social services and is expected to speed processing through the system.	X	

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
ECONOMIC:			
11. Total development cost of project	While no site acquisition costs are involved, cost of replacing existing parking elsewhere may be expensive. Street demapping process will extend development period and add to cost of project.		X
12. Opportunity cost to city for use of site for this project	Not Applicable	NA	NA
13. Impact on existing economic/commercial environment	Nearby federal correctional center has had no demonstrable adverse impact on adjacent economic/commercial environment and none is anticipated at this site. (Note: combined capacity of all Lower Manhattan detention facilities at completion of this project will be less than Tombs at its highest operating capacity before closing in 1974).	X	
14. Cost of facility operation at this site over long term	Savings in excess of $1.3 million per year for inmate transport to court could be realized over existing transportation operations of the two applicant agencies.	X	
SPECIAL DEVELOPMENT:			
15. Relocation/demolition on the site	Relocation of public parking may be required.		X
16. Renovation of existing non-correctional structure	Not applicable	NA	NA
MANAGEMENT AND PROGRAMMATIC:			
17. Proximity of site to existing jail and court facilities	Site is across Lafayette Street from Family Courts Bldg.; adjacent to Supreme Court, Criminal Parts and across Centre St. from Criminal Courts Bldg. It is 1½ blocks from Supreme Courts Bldg.	X	
18. Flexible use of site	Site is large enough to accommodate a variety of operational alternatives.	X	

SITE ALTERNATIVE 11. Block bounded by Canal/Wooster/Grand Sts. and West Broadway

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION ISSUES:			
1. Appropriate size and configuration	Entire block provides more land than required; site is appropriate in size even if south cluster of buildings along Canal Street is retained. Present zoning does not permit prison use on ground floor.		X
2. Compatibility with neighboring land uses	Site is within Cast Iron Historical District and Canal Street frontage may include buildings of historic interest. Surrounding uses include industrial, artists' loft housing and family-type residential. There are no existing criminal justice uses in the immediate area. The proposed use would be incompatible.		X
3. Access to main public transportation routes	Area is well serviced by east and west side subway lines and buses number 1, 5, 6 and 10.	X	
4. Potential for timely development	Site is in multiple private ownership and must be acquired. Six businesses, eight residential dwellings and a parking lot must be relocated before construction could begin.		X
PHYSICAL ENVIRONMENT ISSUES:			
5. Impact on traffic and air quality	Area is in path of approach to Holland Tunnel along Canal Street and the site is presently impacted by heavy traffic along Canal St. and 6th Avenue. The area experiences continuous congestion throughout the day and the induced traffic from the proposed facility would further degrade a poor situation. This would further exacerbate adverse air quality impacts		X
6. Impact of the construction process	No long term adverse impacts are associated with the project. Short term disruptions to local traffic may result from the construction process.	X	
SOCIAL:			
7. Public perception/image of a detention facility	Special care must be given to design of facility to ensure all possible mitigation of visual impact, congregation of visitors and the like.		X
8. Public Safety	Facility will provide marginal addition to neighborhood safety due to presence of armed peace officers twenty-four hours/day. However, local transport of inmates would be necessary, contributing to potential adverse neighborhood public safety impacts.		X
9. Social opportunity impact	Project would forclose future private development of unimproved portion of site and would halt expansion of artists' loft housing development on the site.		X
10. Impact on criminal justice system	No significant adverse physical impacts are associated with the project.	X	

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
ECONOMIC:			
1. Total development cost of project	Use of this site is among the most expensive considered due to costs of acquisition/relocation/new construction/potential subsurface problems.		X
2. Opportunity cost to city for use of site for this project	City would forego future real estate taxes on these privately-owned parcels.		X
3. Impact on existing economic/commerical environment	Not expected to have any significant impact. Project may generate need for ancillary uses, e.g. attorneys' offices and the like.	X	
4. Cost of facility operation at this site over long term	Some savings would be generated by local, rather than inter-borough, transfers of inmates.	X	
SPECIAL DEVELOPMENT:			
5. Relocation/demolition on the site	Relocation of 15 existing tenants and approximately eight existing buildings is required.		X
6. Renovation of existing non-correctional structure	Existing structures cannot be reused for the intended facility.		X
MANAGEMENT AND PROGRAMMATIC:			
17. Proximity of site to existing jail and court facilities	Site is 8-10 blocks from existing court buildings, thereby offering advantages in travel time.	X	
18. Flexible use of site	Site is large enough to accommodate a variety of operational modes.	X	

SITE ALTERNATIVE 12. Parking Lot and bed of a new street east of Supreme Court Building between Worth & Pearl Sts.

CRITERIA	DISCUSSION OF IMPACTS	NO MAJOR IMPACTS	IMPACTS POSSIBLE UNLESS MITIGATION MEASURES IMPLEMENTED
THRESHOLD SITE SELECTION ISSUES:			
1. Appropriate size and configuration	This 50,400 s.f. site cannot accommodate the required program within existing zoning (C6-1, FAR 6), and could not provide required outdoor recreation under any zoning scenario.		X
2. Compatibility with neighboring land uses	Site is immediately adjacent to moderate income residential apartment tower; other surrounding uses include parking lots, Supreme Court Building and other institutional uses.		X
3. Access to main public transportation routes	There is immediate accessibility to subway and bus routes serving the Foley Square vicinity.	X	
4. Potential for timely development	Relocation of existing parking lot business and demapping of A New Street (never built) would extend the development period by several months		X
PHYSICAL ENVIRONMENT ISSUES:			
5. Impact on air/water/noise	No analysis done, as site cannot accommodate facility under any zoning scenario.		
6. Impact of the construction process	No analysis done, as site cannot accommodate facility under any zoning scenario.		

IV. UNAVOIDABLE ADVERSE IMPACTS

Construction and operation of the joint DOC/DJJ facility on the proposed site will result in various impacts on the environment. Those impacts which are adverse that can be neither substantially reduced nor eliminated by the use of reasonable and prudent mitigative measures are discussed below.

IMPACTS RESULTING FROM CONSTRUCTION ACTIVITIES

Unavoidable impacts from construction of the proposed detention facility are characteristically temporary in duration and minimal in intensity. Project construction will result in slightly heavier traffic activity, and consequent increases in vehicular emissions, fugitive dust and heightened noise levels from the pile driving and jackhammering. Disruption of street and sidewalk activity is also to be expected, including street excavation for service connections.

IMPACTS RESULTING FROM DEVELOPMENT AND OPERATION

The most often mentioned unavoidable adverse impact on the community and social environment is the perceived negative image a detention facility intrinsically has. Operation of the facility will have less impact on traffic, air quality, and noise than if a high rise apartment and/or commercial project were to be built on the site, and only marginally greater impacts over continuation of the site as a vacant lot (although safety and visual quality conditions would be improved).

V. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

The proposed joint DOC/DJJ facility would serve the needs of the New York City Department of Correction and Department of Juvenile Justice in that the new facility would house in separate areas adult detainess and inmates, formerly taken to the Rikers Island jail complex, and juvenile detainees formerly taken to Spofford in the Bronx, and would be situated conveniently near the courthouses where the detainees and inmates are frequently summoned. While the new detention facility would thus significantly benefit the city's criminal and juvenile justice systems, construction and operation necessitates the irreversible commitment of a variety of resources. These resources are considered irretrievably and irreversibly committed since reuse of the facility for some purpose other than a detention center would be highly unlikely.

The public funds appropriated for the construction and operation of such a facility are irretrievable and therefore unavailable to other city projects and programs.

The construction materials, equipment and energy consumed in the construction and operation of the detention facility are considered irreversible and irretrievable commitments, as is the human effort involved in the facility's development.

Of all the resources irreversibly and irretrievably committed to the project, the most immediate and significant one is the land on which the facility is to be built. If the detention facility is built on the White Street site, the lot itself represents the most valuable of the resources committed irretrievably to the project. As the only vacant developable lot in the heart of a developing area, a detention center there precludes any other kind of development. Hence, use of the land, as such, is an irreversible and irretrievable commitment of resources.

VI. UNDERLYING STUDIES, REPORTS AND OTHER DATA SOURCES*

Mayor's Task Force on Spofford: First Report, June 1978

New York City Department of Correction, White Street Facility Study, prepared by the Ehrenkrantz Group, May 1982.

New York City Department of Juvenile Justice, A Plan For Decentralizing Secure Juvenile Detention Services, October 1980.

New York City Department of Juvenile Justice, An Evaluation of the Continued Use of Spofford Juvenile Center in the City of New York, prepared by Litchfield Grosfeld Associates, May 1980.

New York City Department of Juvenile Justice, Preliminary Report to the Department of Juvenile Justice, City of New York: Design Considerations for Secure Detention Facility Development, prepared by Michael McMillen of the Community Research Forum, January 1980.

New York City Department of Juvenile Justice, Programmatic, Reconstruction, and Cost Considerations for the Continued Use of the Spofford Detention Facility, prepared by Michael McMillen of the Community Research Forum, June 1980.

The City Council of New York, Report of the Committee on Public Safety: Spofford Juvenile Detention Center, April 1978.

* Supplement to the DOC Draft Environmental Impact Statement -- see pages 72-75.