

Re: **Borough-Based Jails Neighborhood Advisory Committee  
(NAC) Manhattan – Third Meeting**

Date: February 27, 2019 6:30 pm

Location: 96 Baxter Street, 13<sup>th</sup> Floor, New York, NY

Prepared by: Kathryn Kramer and Ryan Walsh

**Attendees:**

Perkins Eastman  
Architects DPC

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Boston  
Charlotte  
Chicago  
Dallas  
Dubai  
Guayaquil  
Los Angeles  
Mumbai  
New York  
Pittsburgh  
San Francisco  
Shanghai  
Stamford  
Toronto  
Washington DC

Name	Affiliation
Ian Chan	Council Member Margaret Chin's Office
Andrew Chang	Manhattan Borough President's Office
Wellington Chen	Chinatown Partnership
Margaret Chin	Council Member
Isabel Ching	Hamilton-Madison House
Alex Chu	East Bank, N.A.
Jonathan Chu	Nickel & Diner / Chikarashi
Eric Dillenberger	Walker Street Neighborhood Association
Jeff Gallow	Manhattan Community Board 1
Vidal Guzman	JustLeadershipUSA
Wayne Ho	Chinese-American Planning Council
Chelsea Houston	Council Member Margaret Chin's Office
Howard Huie	Park Row Alliance
Fiona Jung	State Senator Brian Kavanagh's Office
Nancy Kong	Chatham Towers
Yin Kong	CREATE in Chinatown, Inc.

Charles Lai	Chung Pak
Alysha Lewis-Coleman	Manhattan Community Board 3
Gigi Li	Council Member Margaret Chin's Office
James Lloyd	Manhattan Borough President's Office
Mei Lum	W.O.W.
Joseph Mirabella	Park Row Alliance
Anthony Notaro Jr.	Manhattan Community Board 1
Angel Rodriguez	Avenues for Justice
Iesha Sekou	Street Corner Resources
Chung Seto	Community Member
Jim Shelton	Manhattan Community Board 3
Jennifer Sun	Asian Americans for Equality
Aixa Torres	Smith Houses
Jacky Wong	Community Member
Jo-Ann Yoo	Asian American Federation

Brenda Cooke	DOC
Gabrielle Dann-Allel	CAU
Eric Fang	PE
Frank Greene	Ricci Greene Associates
Dana Kaplan	MOCJ
Kathryn Kramer	PE
Tahirah Moore	IGA
Kaushik Patel	DDC
Kristina Pecorelli	HR&A
Joseph Thomas	CAU

Nicole Torres	MOCJ
Ryan Walsh	FHI
Xiaomin Zhao	CAU

**ACTIONS ITEMS:**

- The City suggested the next NAC meeting take place on March 6th at 6:30pm.

**NAC REQUESTED THE FOLLOWING INFORMATION:**

- NAC members requested greater clarity on the City’s plans to de-map White Street.
- NAC members requested a copy of the survey that was given to the local businesses.
- NAC members requested information regarding DOC’s expected timeline for transporting people in detention to court under the proposed borough-based jail system. DOC responded that it is premature for the agency to have a schedule of future operations. However, DOC explained it has been adjusting and refining its transportation schedule with a focus on transporting people to their court appearances in manner that reduces case delay.

**NAC DISCUSSION:**

***Introduction and Responses to Information Requested by NAC –  
Design Build, Mitigation Measures, and Construction Timelines***

- A representative from the Mayor’s Community Affairs Unit (CAU) and a representative from Council Member Chin’s office reported that the City reached out to about 30 local business owners in Chinatown. The majority of them had concerns and/or misinformation about the City’s proposed borough-based jails system and the Manhattan site. The City will work on scheduling follow-up meetings.
- The New York City Department of Design and Construction (DDC) provided information requested during the second NAC meeting. Specifically, NAC members requested a representative from DDC attend a future meeting to discuss the Design-Build process,

including which elements can change during design, construction timelines, and mitigation measures.

- DDC spoke broadly about the benefits of being granted State authorization to use Design-Build for creating a borough-based jails system to replace the jails on Rikers Island.
- DDC explained that the City's Universal Land Use Review Procedure (ULURP) application and environmental review process detail conservative estimates. The final designs for the four facilities could be smaller, but not larger, than the maximum allowable building envelopes being proposed and reviewed under the City's environmental review process. DDC explained that anything explicitly detailed in the City's ULURP application cannot change during the design phase in a manner that would produce greater significant impacts.
- DDC explained that while the City is in the process of developing construction mitigation measures, these plans are not yet complete. The City's construction mitigation measures will be finalized once the City procures a Design Build team should the project receive ULURP approval. DDC discussed the agency's plan to procure expert consultants to develop and execute plans to mitigate noise, dust, and vibrations. DDC described potential strategies during demolition as possibly including using the White Street side of the building to lower and haul demolished materials to minimize impact on adjacent buildings. Additionally, the South tower of the Manhattan Detention Center could be demolished first to create greater space for mitigation measures, followed by the North tower. The demolition of the Deutsche Bank building was cited as a potential model of how floor-by-floor surgical demolition could similarly occur for this project.
- NAC member noted that based on professional experience working in construction, mitigation methods for dealing with dust, noise, and vibration are primitive and provide minimal benefit.
- NAC members explained that the surrounding neighborhood already has elevated rates of asthma and were concerned that long construction timelines could worsen health impacts for residents in the community.
- NAC members asked how long demolition and construction would take for the proposed Manhattan facility.

- DDC responded that demolition for a project of this scale would likely take about 10 months, which would include the demolition of both towers. DDC also explained that while demolition could start with MDC South, demolition of both towers could be done simultaneously.
- DDC further explained that construction on all four sites would be complete in 2027.
- NAC members noted that the Chung Pak building not only includes senior housing but also health services and childcare services. All of those populations have increased vulnerability to the impacts of construction and additional attention to mitigation will be necessary.

***Responses to Information Requested by NAC –  
DOC’s Current Emergency Evacuation Plans for the Manhattan  
Detention Center (MDC) and How Those Plans Might Change with a  
Larger Jail***

- The New York City Department of Correction (DOC) provided information requested during the second NAC meeting. Specifically, NAC members requested information on DOC’s current emergency evacuation plans for the Manhattan Detention Center (MDC) and how those plans might change with a larger proposed jail.
- DOC explained that as with any other detention facilities, if there is a fire, the appropriate first step is to transfer people from the fire compartment to an adjacent compartment that properly separates one area from another. This is done in order to contain a fire and smoke condition to the area of origin and evacuate inmates first horizontally and then vertically, when warranted. This is the same protocol DOC currently follows in MDC. MDC is a fire proof building with adequate Fire Exits in the North (3 Exits) and South (3 Exits) Towers that are pressurized in order for occupants to safely evacuate during a fire/smoke incident to established areas of safe refuge.
- DOC explained that the new Manhattan facility would be built of robust fireproof construction and state-of-the-art fire and smoke detection and suppression systems. The new facility would have modernized compartmentation, separation, air handling systems and would be fully sprinkled.

- DOC explained that the typical housing unit currently contemplated would be fully isolated and segmented in a way that addresses and mitigates concerns related to fire safety and emergency evacuations.
- DOC explained that in the event of a major catastrophe where the building's integrity is compromised, like in other detention facility protocols, the building would be evacuated into a secure sally port where detainees will be loaded onto vehicles within a security perimeter established by DOC and the New York City Police Department (NYPD). This is the same protocol DOC currently follows in MDC.
- DOC mentioned that MDC has a Fire Emergency Plan that includes evacuation of inmates and staff from affected floors to established areas of safe refuge and includes evacuation to the Secure Bus intake area for the transport of inmates to a another facility if ever warranted.
- As is the case with the current high rise detention centers in Manhattan and Brooklyn, any full building evacuation would include staging a bus loading operation out of sally port and would not include managing the detention population in the public right of way. Any evacuation out of the building, if necessary, would be into buses within the secure perimeter established by NYPD and DOC.
- While the exact protocols for the borough-based jails will be determined as part of the design phase, which would begin after ULURP, DOC explained that there are current operations protocols at MDC that will similarly apply in the proposed jails. For example, MDC staff are currently trained to prevent fires by controlling ignition sources and properly managing flammable sources within the facility. This would continue in new jails.
- Lastly, DOC reported that the New York City Fire Department (FDNY) Battalion 1 conducts an annual walk-through inspection of MDC to review the Emergency Evacuation Plan, Fire Protection Systems and FDNY Entrance procedures. This was done on June 2, 2018 with FDNY Battalion 1 Chief Schmutzler and Staff, and will be scheduled for June 2019.
- Frank Greene (Ricci Greene Associates) presented the proposed building concept, which includes preventative measures at all four proposed sites. Ricci Greene Associates explained the Master Plan currently contemplates:
  - Fire plans coordinated between DOC and FDNY.

- A central control in the lobby and another centralized control panel further in the building.
- The proposed jails would be built of non-combustible construction materials with fire and smoke protection systems in place.
- The non-secure spaces within the facilities, like the staff space and lobby, would be able to egress and evacuate normally through the lobby and stairs. Spaces like the visitation room would use DOC staff to separate detainees from visitors and egress into safe spaces.
- NAC members asked whether DOC had ever evacuated 1,500 detainees from a jail facility and whether they had resources to provide buses for that many detainees if necessary. DOC responded that the agency has never needed to evacuate that number of detainees. That said, DOC confirmed that it has sufficient resources, including enough vehicles to accommodate loading 1,500 detainees, if a catastrophic incident ever required DOC to conduct a full evacuation of the proposed building.

***NAC Discussion of State Criminal Justice Reform and Reducing the City's Jail Population***

- NAC members expressed concern that the goal to safely reduce the City's jail population to 5,000 people should be changed to 3,500 people. NAC members believed reaching a City jail population of 3,500 will be achievable with the passage of State Criminal Justice reforms in Albany this session and that having 3,500 people in detention would reduce the size of all four proposed facilities. NAC members were concerned that the City's target of having no more than 5,000 in DOC's custody is not aggressive enough. NAC members requested experts in Criminal Justice, such as representatives from the Legal Aid Society or judges, present at future NAC meetings to gain greater insight.
  - The City responded that there has been and continues to be a significant amount of resources invested in various criminal justice reforms that have resulted in historic declines in the City's jail population under this administration. These efforts include convening a jail population working group comprised of Criminal Justice experts. This working group continues to have an intensive process underway and perhaps a member of that group could come to present to the NAC.

- NAC members suggested the City’s plan include a Staten Island facility and that creating this additional site could reduce the size of the proposed facility.
  - The City responded that the City projects there will be closer to 200 people from Staten Island in DOC’s custody at the time that the City’s jail population reaches 5,000. It would simply not be efficient to build a facility in Staten Island. Additionally, Staten Island residents in DOC custody would not likely be housed in the Manhattan facility. The City is not pursuing a Staten Island facility.
- NAC members suggested that given the long timeframe projected for construction, there may be time to pursue additional jail population reduction strategies at the state level that would get to a smaller population by the time the proposed facilities come on-line. NAC members expressed support for those state legislative criminal justice reforms, especially if it means the City can plan for smaller facilities.

**NAC BREAKOUT GROUP DISCUSSIONS:**

- The NAC members divided into five topic-oriented breakout groups to discuss community needs/concerns and identify priorities that could be included in the Manhattan NAC’s Guidelines and Principles document. The five breakout groups were:
  1. Transportation (Traffic, Parking, Transit)
  2. Quality of Life (Public Spaces, Recreation, Culture, Construction, Health Services)
  3. Senior Facilities/Needs
  4. Economic Vitality (Local Businesses, Employment Opportunities, Housing)
  5. Ground Floor Community Uses
- Following the breakout group discussions, the meeting was adjourned with plans to report back on the breakout groups at the following meeting.