

## **DRAFT GUIDELINES AND PRINCIPLES FOR THE PROPOSED 490 FEET TALL MANHATTAN BOROUGH JAIL**

Edits (in red) supported by participants and attendees listed:

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Preamble

**At the request and direction of Perkins Eastman and the Community Affairs Unit**, the Manhattan NAC developed the following Guidelines and Principles through a deliberative process over five NAC meetings. The NAC identified these Guidelines and Principles as **potential** mitigation measures, independent of their position regarding the overall proposed borough-based jails program or Manhattan site selection. The process of developing the following Guidelines and Principles reflects the NAC's **desire to express their deep concerns and objections, as well as, their desire to better understand the City's intentions and plans on this project**. These Guidelines and Principles do not constitute the NAC's endorsement or rejection of the City's proposed borough-based jail system **proposed for the Manhattan facility at 124 AND 125 White Street**.

**It is recognized that these views do not represent completely or adequately the views of the wider community, nor do they necessarily represent the views of all the NAC members. Additionally, the Manhattan NAC recognizes that the attendees and participants were limited, as concerns were raised about the lack of representation from individuals and business directly affected by the demolition and construction of the new Borough Jail and requested for representatives of residents and business owners, from Baxter Street, White Street, Centre Street, Canal Street, etc. The City acknowledged that they were continuing to reach out to these residents and businesses. A list of individuals and business owners contacted by the City was requested and agreed to be released by the City and Council Member Margaret Chin's office but have not been made available as of April 10, 2019.**

### **1. PROCESS**

- 1.1 **Manhattan NAC members expressed deep disappointment and frustration that only 2 sites were evaluated by the City for the 495 feet new jail, 80 Centre Street and 125 White Street and demanded a more thorough evaluation of sites, as was**

requested by Council Member Chin in October 2018, be conducted, which includes examining the impact to the community, and not logistics.

- 1.2 Manhattan NAC **demands** that the City re-start the scoping process since the Manhattan site changed from 80 Centre Street to 124/125 White Street, **consistent with ULURP requirements**.
- 1.3 Manhattan NAC **questioned the appropriateness of using Design Build for a project of this size and scope and expressed concerns about the potential inferior resulting quality and requested successful examples of this application**.
- 1.4 Manhattan NAC recommends the Design Build team that would be procured for this project develop a process and timeline for how to repurpose space in the facility as community space if the City's jail population continues to decrease to below 5,000. The process and timeline for repurposing space within the facility must include community input.

## **2. GROUND FLOOR USES AND BUILDING DESIGN**

- 2.1 **The Manhattan NAC strongly opposes the height and density of the proposed building and requires the building height of the proposed jail be significantly reduced and be in-scale with buildings in the surrounding neighborhood, which consists of tenements and commercial buildings.**
- 2.2 Manhattan NAC **questioned what is meant to be included in the 20,000 square feet of community space and whether that also included compensating for the displacement of the current businesses residing in and around MDC. Manhattan NAC insists** the City create a selection process that includes community input and has checks and balances for determining how the 20,000 square feet of community space will be used within the proposed jail. NAC supports leveraging existing community assets as part of the selection process. Manhattan NAC is concerned that the community will fight over the use of the 20,000 square feet and believes 20,000 square feet is not enough space. The NAC recommends increasing the depth of the community space on White Street, as well as exploring the addition of more community space above the ground level, and/or at off-site locations.
- 2.3 Manhattan NAC **requires** the Design Build Team that would be procured for this project explore additional community space on upper floors beyond the 20,000 square feet that currently exists in the plan.
- 2.4 Manhattan NAC recommends White Street remain open to the public under the City's plans for the Manhattan facility. Manhattan NAC wants White Street to be open for public access 24 hours a day, 7 days a week to pedestrians. Manhattan NAC recommends White Street not be closed at either end so White Street will not be transformed into an interior space or mall.

- 2.5 Manhattan NAC recommends the City create a conservancy or funds an endowment for ongoing maintenance of White Street. Operational costs of the conservancy should not be passed on to the future tenants who occupy the community space within the proposed facility.
- 2.6 Manhattan NAC is interested in knowing how the rent of the ground floor community determined space will be used.
- 2.7 Manhattan NAC supports additional funding to support the surrounding area.
- 2.8 Manhattan NAC supports the garage entrance being moved to Centre Street and the community-determined space within the proposed jail should be on Baxter Street.
- 2.9 Manhattan NAC does not support the entire community space being used for retail and suggests that perhaps 50% of the space be allotted for community groups.
- 2.10 Manhattan NAC supports cultural space, incubators for small businesses, doctors' offices, and a food hall as potential uses for the ground floor programming of the proposed jail.
- 2.11 Manhattan NAC recommends prioritizing non-food businesses in the community space of the new jail facility to reduce competition with existing businesses in the area.

### 3. TRANSPORTATION (TRAFFIC, PARKING, TRANSIT)

- 3.1 Manhattan NAC **expressed serious** concerns about the impact of the trucks during demolition and construction, including the traffic impacts of truck traffic, the noise impacts of concrete mixing trucks and other construction equipment, and the air quality impacts from truck emissions. **The NAC recommends, at a minimum,** the use of ultra-low sulfur vehicles during demolition and construction.
- 3.2 Manhattan NAC is **very** concerned about vehicle emission from cars and the consequent health impacts. The NAC recommends the emissions from demolition and construction vehicles and machinery be studied and air quality monitoring begins prior to the demolition and construction. The Manhattan NAC **insists on** establishing a "baseline" level of conditions that incorporates previous studies so that the projected impacts of any future projects can be added to that baseline.
- 3.3 Manhattan NAC recommends having a multi-agency approach, such as reinstating the Lower Manhattan Construction Command Center (LMCCC) or creating an entity that follows the LMCCC model to oversee and coordinate the ongoing construction taking place south of Canal Street. Manhattan NAC recommends that this entity be memorialized before demolition and construction begins, should

include community representatives as well as mechanisms for public involvement on a regular basis, which should include a Community Liaison.

- 3.4 Manhattan NAC **questioned** the staging equipment and supplies during demolition and construction of the proposed facility as well as the potential closing of a street. The Manhattan NAC is concerned about the parking on White Street and where those cars will go during the construction phase. Manhattan NAC recommends increased public engagement and a robust communication plan that is translated into Chinese and Spanish about the construction process and any traffic delays that would occur as a result of construction.
- 3.5 Manhattan NAC recommends the City create a 21<sup>st</sup> Century application for the public to use on their computers and smartphone devices that display projected times of heavy traffic congestion related to construction.
- 3.6 Manhattan NAC recommends the City provide a hotline number for residents to call during construction with an operator on call 24-hours a day.
- 3.7 Manhattan NAC is concerned and believes there are many safety issues on Canal Street, including dangerous intersections for pedestrians. Accordingly, the Manhattan NAC recommends the New York City Department of Transportation (NYCDOT) conducts a study of this area and implements improvements before jail demolition and construction begins.
- 3.8 Manhattan NAC requests a study on Transportation impacts that includes evaluation of existing conditions, impacts during demolition and construction, and impacts with the new jail, and the NAC recommends safety implementation of the NYMTC CATS plan.
- 3.9 Manhattan NAC recommends a MTA study on station improvements, a Complete Streets study, testing of a pedestrianized street, and the extension of the Second Avenue Subway through lower Manhattan.
- 3.10 Manhattan NAC requests the City address the placard parking misuse. The City should mandate every DOC vehicle and every car driving on site during demolition and construction is an electric vehicle and the City should fund this mandate.
- 3.11 Manhattan NAC believes the Baxter Street parking garage entry is in a bad location, right between the senior housing and Columbus Park. Manhattan NAC recommends moving the proposed facility's vehicular entrance from Baxter Street to the southern part of Centre Street so that the staff garage entrance is closer to the courthouse and away from community uses and senior housing building entry.
- 3.12 Manhattan NAC recommends that the monetary value of street closures during demolition and construction be evaluated and given back to the community.

#### 4. QUALITY OF LIFE

- 4.1 Manhattan NAC believes that severe health issues related to demolition and construction, particularly air quality, are a primary community concern.
- 4.2 Manhattan NAC recommends the City implement a top tier set of priority quality of life measures that focus on people who would be directly impacted by demolition and construction. These quality of life measures would include:
- a. Providing access to information and assistance during construction in English, Chinese, and Spanish
  - b. Providing access to environmental monitoring data
  - c. Hiring a Community Liaison who would provide the community with monthly reports and serve as the point person for complaints and issues relating to health, construction, and demolition
  - d. Creating a website that provides up-to-date information on construction and health impacts
  - e. Implementing enhanced measures to reduce impacts, such as a focus on noise mitigation including construction time restrictions, and more stringent standards for air quality, noise, and vibration standards in light of the sensitive populations in close proximity.
  - f. Addressing whether the proposed facility will block air and natural light on Baxter Street.
  - g. Addressing pedestrian safety during construction and whether there is any potential for slipping and falling due to any construction site debris.
- 4.3 Manhattan NAC recommends the City implement a second tier of priority measures that would seek to improve the surrounding neighborhood by providing:
- a. Needs-based multi-generational housing
  - b. Upgrades to Columbus Park, including new turf and/or soil and resilient plants
  - c. Feasibility study of building public parking under Columbus Park, Sarah D. Roosevelt Park, and the GSA structure at Howard Street and Centre Street
  - d. Clean-up of the Chinatown sidewalks, including garbage collection.
  - e. Reconstruction of the Chinatown sidewalks to improve drainage, pedestrian safety, and walkability.
  - f. A large Neighborhood Community Center that could include a gym, swimming pool, and cultural/performance space
  - g. Temporary youth housing
  - h. Neighborhood Health Services, including specialized programs for people who live near the proposed site to monitor their health. Manhattan NAC believes that with a majority of the neighborhood health facilities closing, there is increased need for clinics and other health services.
  - i. Management and capital plan to upgrade 70 Mulberry Street.
- 4.4 Manhattan NAC believes the groundwater is very high in the neighborhood and is therefore concerned that 1) the proposed jail facility will not be able to place parking underground because of these conditions; 2) that the construction of the facility could impact local flooding and sewage back-ups in the neighborhood.

The Manhattan NAC recommends an evaluation of a green infrastructure plan for the neighborhood that includes proactive special planning of flooding and rainwater.

- 4.5 **Members of the Manhattan NAC requested and filed Freedom of Information Act request for the original EIS. Manhattan Borough President Gale Brewer indicated she would provide a copy. The City indicated they were looking into this. No official response has been provided. It is imperative that there is transparency and that the original EIS be made public, as well as, the mitigating factors, and the NAC again requests this be made public.**
- 4.6 Manhattan NAC recommends the City conduct a feasibility study of demolishing only 125 White Street and constructing a modern jail facility on top of the existing 124 White Street structure to reduce stress on the surrounding neighborhood and preserve the architectural design of 124 White Street.
- 4.7 Manhattan NAC recommends the City provide the local business owners with clear notification of the restricted construction hours so that businesses can better conduct their store operations.

## **5. SENIOR HOUSING AND NEEDS**

- 5.1 Manhattan NAC believes the health of seniors and children is a major concern during demolition and construction. Manhattan NAC believes asthma, stress, noise, vibrations, particulate material will be more prevalent during construction and that stress is proven to lower life expectancy. Manhattan NAC is concerned about protecting the health of seniors and children during demolition and construction, and is particularly concerned about any potential severe health impacts that could result from dust, vibration and noise.
- 5.2 Manhattan NAC is concerned for the residents of the Chung Pak building, as it houses an elderly population and young children are there during the day. Manhattan NAC noted that the Chung Pak residents are less mobile and there is limited community space within the building.
- 5.3 Manhattan NAC is concerned that the Chung Pak residents only have the roof room and the roof deck available to them and these would be less than ideal spaces for them to utilize during the demolition and construction period. Manhattan NAC suggests the creation of an indoor greenhouse would be a welcomed addition to the roof for year round access completed prior to demolition and construction.
- 5.4 Manhattan NAC noted that the Chung Pak building lease is up in 20 years. Manhattan NAC would like this building given to the community in perpetuity because the Manhattan NAC believes the construction of another jail is an unfair burden on the community. Manhattan NAC noted that the Chung Pak building needs upgrades, including pest control during demolition and construction.

Manhattan NAC recommends that Chung Pak be given funding for capital improvements.

- 5.5 Manhattan NAC recommends using ground floor space of the jail for senior health facilities and other senior uses. Manhattan NAC noted the PACE model as an option for ground floor retail space of the jail to monitor health of seniors.
- 5.6 Manhattan NAC recommends additional facilities for seniors in the neighborhood including nursing home beds.
- 5.7 Manhattan NAC believes park access needs to remain easy for the community, especially from the senior housing to Columbus Park. Manhattan NAC believes demolition and construction activity should not block the sidewalk access.
- 5.8 Manhattan NAC supports more parks and outdoor space for seniors.
- 5.9 Manhattan NAC recommends the Chung Pak building and residents within ½ mile radius of the site (**including but not limited to:** Smith Housing, Knickerbocker Village, **Confucius Plaza**, and Baxter Street residences) be provided with air purifiers and filter screens to address any air pollution that may result from demolition and construction, since many seniors are accustomed to opening their windows rather than using air conditioners. Additionally, the Manhattan NAC believes there are HEPA HVAC systems that the community recommended.
- 5.10 Manhattan NAC suggested significant and meaningful outreach to Chung Pak community so they are aware of what is happening with the jail demolition and construction process.
- 5.11 Manhattan NAC believes a main priority of the community is addressing the need for more senior housing. Manhattan NAC requests the City explore the feasibility of expanding the western side of the senior housing block or redeveloping the 137 Centre Street parcel.
- 5.12 Manhattan NAC suggests the New York City Department of Correction (“DOC”) use smaller electric vans to transport detainees.
- 5.13 Manhattan NAC noted concerns about emergency vehicle access.
- 5.14 Manhattan NAC requests a license agreement and funds held in escrow to repair any damage done to Chung Pak building during demolition and construction of the proposed facility.

## **6. ECONOMIC VITALITY**

- 6.1 Manhattan NAC recommends Chinatown be deemed a “Special Relief Zone” and receive tax credits, grants, or exemptions to offset any negative impacts that the

proposed jail may have on local businesses and property owners. Such benefits should be targeted towards local residents, landlords, and small businesses.

- a. Manhattan NAC cited the Immediate Impact Zones created after 9/11, which provided grants and rental assistance to existing tenants and owners in designated areas of Lower Manhattan, as one potential model.
  - b. Manhattan NAC believes Chinatown continues to deal with the economic effects of 9/11, Superstorm Sandy, and the Great Recession, but Manhattan NAC members have not been provided the same levels of public support as other areas of Lower Manhattan.
  - c. Manhattan NAC believes this relief is also necessary to remedy decades of disinvestment within the Chinatown community. Tax relief should be substantial enough to offset increases in property taxes.
  - d. Manhattan NAC recognizes that tax benefits must not impact service levels in other areas.
- 6.2 Manhattan NAC believes the re-opening of Park Row, which has been closed to unauthorized personnel since 9/11, is a primary objective of the community. Manhattan NAC believes Park Row needs to be re-opened.
- 6.3 Manhattan NAC recommends surveying local businesses to better identify and understand their needs.
- a. Manhattan NAC believes a better understanding of the local business landscape could help to pinpoint the real need for parking (and ways of accommodating any unmet needs).
- 6.4 Manhattan NAC recommends providing small business supports and targeted incentives for MWBE and community-owned businesses during demolition and construction of the proposed jail, to potentially include local hiring provisions and local procurement of materials, as well as marketing, signage, and screening to attract customers to area businesses during construction.
- 6.5 Manhattan NAC recommends the creation of a Community Land Trust to increase affordable ownership and ensure that the Chinatown community is sustained 10-30 years into the future, as well as targeted incentives or tax abatements tied to reinvestments in the community (e.g. capital upgrades, fire safety improvements).
- 6.6 Manhattan NAC recommends a City-owned property be repurposed into incubator space for businesses displaced or otherwise affected by demolition and construction of the jail.
- 6.7 Manhattan NAC recommends the City invest funding into the beautification of Chinatown. Manhattan NAC recommends streetscape improvements (e.g. improved lighting) to make the area more attractive to pedestrians.
- 6.8 Manhattan NAC noted that local businesses are struggling to fill ground-floor vacancies due to low foot traffic. Manhattan NAC recommends minimizing the multiple check-points and general security apparatuses in and around the Civic



Center as they discourage visitation to the north. NAC members also suggest engaging the BID or similar such entity to provide free, electric shuttle bus service for workers, visitors, and residents, similar to the Downtown Connection Bus operated by the Downtown Alliance. NAC members suggest the entity receive funding from the City to provide such service.

- 6.9 Manhattan NAC recommends considering ways to encourage commercial activity after work hours. Manhattan NAC notes the community becomes “silent” during the evening. To encourage more commerce activity in the evenings and beyond, NAC members recommends securing grants and approvals to host signage and lighting installations along Canal Street and Park Row, which would help to increase foot traffic and further promote the neighborhood’s cultural heritage. NAC members suggest hosting a competition among community members for lighting designs and offering tax credits to small businesses that install and maintain signage/lighting.
- 6.10 Manhattan NAC recommends re-evaluating the city’s tolling system to discourage truck and other through traffic along Canal Street owing to un-tolled bridges connecting Manhattan and Brooklyn. The NAC also considered charging a special tax on those traversing Canal Street without visiting businesses in Chinatown (e.g. drivers coming/going from Staten Island and New Jersey). Any funds collected through such a tax should be invested in the Chinatown community.
- 6.11 Manhattan NAC recommends increasing enforcement and fines for counterfeit sales and dedicating these additional revenues to the local community.
- 6.12 Manhattan NAC suggests encouraging the development of a diverse mix of housing that can accommodate families of all incomes to counteract the dwindling residential base and displacement of residents. Manhattan NAC suggests that the housing strive to create a balanced community and be sensitive to existing height and bulk of the community. Increased housing development should be coupled with efforts to prevent predatory evictions, preserve existing affordable housing stock, and incentivize landlords to remain in the Mitchell-Lama program.
- 6.13 Manhattan NAC recommends diversifying the local workforce to ensure economic opportunities for future generations, possibly through the use of City-owned properties in the area for local workforce training or youth centers, as well as efforts to attract new types of entrepreneurial uses (e.g. boutique manufacturing, innovation economy uses) to underutilized loft space in the area.
- 6.14 Manhattan NAC requests that hiring local employees be prioritized and required.
- 6.15 Manhattan NAC recommends utilizing LinkNYC kiosks to promote businesses in Chinatown (similar to the Made in NY campaign) and extend free wi-fi services to surrounding businesses, residents, and visitors.
- 6.16 Manhattan NAC requests that businesses directly displaced by the demolition of 124/125 White Street should have the right of first refusal to community space in the new jail facility.

**DRAFT**