Chapter 4: Community Facilities and Services

A. INTRODUCTION

The proposed action would add a new residential population that would include approximately 97 school-age children, thereby increasing demand for public schools. According to the *City Environmental Quality Review (CEQR) Technical Manual*, a detailed analysis of an action's potential impacts on public schools is necessary when an action would generate more than 50 school-age children (elementary and intermediate grades). Therefore, this section assesses the potential impact of the proposed action on local public school conditions. Following the methodology of the *CEQR Technical Manual*, the analysis focuses on elementary and junior high schools, because the New York City Department of Education (DOE) assigns students to specific schools at these grade levels. High school students are given the opportunity to attend whichever public high schools within New York City they choose, since some high schools may be less crowded or offer special concentrations within the curricula.

The New York City Department of City Planning (DCP) and the DOE Divisions of School Facilities have calculated enrollment projections by district for 2008, the build year for the proposed action. However, differences in methodology account for variations between the DOE and DCP projections. The *CEQR Technical Manual* suggests that both DCP's and DOE's enrollment projections may be considered in evaluating potential impacts, although the more conservative (higher) projections should be used for calculating impacts.

According to the thresholds set forth in the *CEQR Technical Manual*, the proposed action would not have significant adverse impacts on hospitals or health care facilities, libraries, or daycare facilities. The proposed action would not affect the physical operations of, or access to and from, a fire station, or police precinct house and therefore an analysis of police and fire protection services is also not required. Therefore, the assessment of the project's effects on community facilities is limited to public schools.

As shown in this analysis, there would be sufficient capacity at the elementary and middle school levels to handle the students generated by the proposed action, and there would not be any significant adverse impacts to schools.

B. SCREENING LEVEL ASSESSMENT

The *CEQR Technical Manual* recommends the preparation of a community facilities screening analysis for any proposed project that adds 100 or more residential units. Since the proposed action would generate approximately 812 new residential units, an analysis of community facilities has been undertaken.

In accordance with the *CEQR Technical Manual*, a preliminary analysis was conducted to determine if the proposed action would exceed the established thresholds for community facilities and if more detailed analyses would therefore be necessary. As shown in Table 4-1, different types of community facilities have different thresholds.

Table 4-1
Preliminary Screening Analysis Criteria

Community Facility	Threshold
Public schools	More than 50 elementary/middle school or 150 high school students
Libraries	Greater than 5 percent increase in ratio of residential units to libraries in borough
Health care facilities (outpatient)	More than 600 low- to moderate-income units
Day care centers (publicly funded)	More than 50 eligible children based on number of low- to moderate-income units by borough
Fire protection	Direct effect only
Police protection	Direct effect only

Source: 2001 *CEQR Technical Manual.*

PUBLIC SCHOOLS

Impacts on schools may result if there would be insufficient seats available to serve the population. The basic analysis typically begins with a calculation of the additional school-age population that would be introduced by a proposed action. To estimate the school-age population, the total number of units of the proposed action and the targeted income of prospective residents must be determined. A detailed analysis of public schools is required if a proposed action would generate more than 50 elementary/middle school students or 150 high school students.

The proposed action would generate approximately 81 elementary school students, 16 middle school students, and 24 high school students. Since the proposed action would generate more than 50 elementary/middle school students, further analysis of the proposed action's potential effects on elementary and intermediate schools is required. Since the proposed action is expected to generate fewer than 150 high school students, and high school students are given a choice of New York City public schools to attend, an analysis of public high schools is not required.

LIBRARIES

Potential impacts on libraries may result from an increased user population. A noticeable change in service delivery is likely to occur only if a library is displaced or altered, or if a proposed action introduces a large residential population. As described in the *CEQR Technical Manual*, if the proposed action would increase by more than 5 percent the average number of residential units served by library branches in the borough in which it is located, the proposed project may cause significant impacts on library services and require further analysis.

Based on Table 3C-3 in the *CEQR Technical Manual*, a proposed action within the Borough of Manhattan that generates an additional 901 residential units would create a 5 percent increase in the number of units served per branch. The proposed action would generate 812 units, and therefore, no additional analysis is necessary.

HEALTH CARE FACILITIES

Analysis of health care facilities is generally conducted for proposed actions that introduce a sizeable number of new low- or moderate-income residents, who may rely on nearby emergency and other outpatient clinic services. If the proposed action would generate more than 600 low- to

moderate-income units, there may be increased demand on local public health care facilities, which may warrant further analysis. Although the proposed action would introduce 812 new residential units, it falls beneath the CEQR impact threshold for a health care facility analysis because none of the new units would be low- to moderate-income units. Therefore, no additional analysis is required for the proposed action.

DAY CARE CENTERS

Pursuant to the *CEQR Technical Manual*, proposed actions that would produce substantial numbers of subsidized, low- to moderate-income family housing units may generate a sufficient number of children eligible for subsidized day care to affect the availability of slots at public day care centers. If a proposed action generates 50 or more eligible children, further analysis may be appropriate.

As detailed in Table 3C-4 of the *CEQR Technical Manual*, 357 low-income or 417 low- to moderate-income units in Manhattan would yield 50 children eligible for public day care. Although the proposed action would introduce 812 new residential units, it falls beneath the CEQR impact threshold for a publicly funded day care center analysis because none of the new units would be low- to moderate-income units. Therefore, no additional analysis is required for the proposed action.

FIRE PROTECTION

Within the vicinity of the project site and rezoning area, Engine Co. 40/Ladder Co. 35 is located at 131 Amsterdam Avenue, and Engine Co. 23 is located at 215 West 58th Street. For fire protection services, the *CEQR Technical Manual* requires that a detailed assessment be conducted only if a proposed action would physically alter a fire protection facility, whether by displacement of the facility or by some other physical change. The proposed action would have no such direct effect on fire protection services, and, therefore, no additional analysis is required.

POLICE PROTECTION

Precinct 20, located at 120 West 82nd Street serves the area within the vicinity of the project site and rezoning area. Precinct 20 is generally bounded by West 86th Street in the north, West 59th Street in the south, Central Park West in the east, and the West Side Highway in the west.

Pursuant to the *CEQR Technical Manual*, police protection services only need to be analyzed if a proposed action physically alters a police facility, whether by displacement of the facility or by some other physical change. The proposed action would have no such direct effect on police protection services, and, therefore, no additional analysis is required.

C. EXISTING CONDITIONS

ELEMENTARY SCHOOLS

The project site and rezoning area are located within Community School District 3, which encompasses the entire area between 59th and 122nd Streets west of Fifth Avenue. Community School Districts 3, 5, and 6 are located in DOE's Instructional Region 10. According to the *CEQR Technical Manual*, the study area for an analysis of educational facilities generally coincides with the planning region of the Community School District serving the site of the proposed action. This analysis assesses the potential for project effects on those schools located

relatively close to the project site and rezoning area (generally a ½-mile study area), since these are the schools students from the project would likely attend. The analysis also examines effects on Community School District 3 as a whole, since students may also attend schools within their district, but outside their immediate vicinity. As described above, the analysis focuses on elementary and intermediate/junior high schools, since high school students can attend schools throughout the City.

In an attempt to control overcrowding at schools and offer innovative academic programs, Manhattan Community School District 3 has taken a flexible approach to elementary and intermediate school programming in their school buildings. School programs may be entirely contained in only one school building, or they may be spread out over two or more locations, depending on enrollment figures and academic goals for a given school year. For example, P.S. 199, located at 270 West 70th Street, not only houses P.S. 199 (elementary level), but also houses I.S. 243 (intermediate level).

The project site and rezoning area are served by P.S. 191 at 210 West 61st Street (see Figure 4-1). According to the most recent enrollment and capacity figures available from DOE for this school for the 2004-2005 school year, this elementary school is operating at 79 percent of its capacity, with 136 available school seats (see Table 4-2). The next elementary school nearest the project site is P.S. 199 at 270 West 70th Street (see Figure 4-1 and Table 4-2). According to the most recent enrollment and capacity figures available from DOE for the 2004-2005 school year, P.S. 199 is operating at 96 percent of its capacity with 23 seats available. P.S. 87 at 160 West 78th Street is operating at 92 percent of its capacity with 78 available seats. P.S. 199 also contains an annex at 129 West 67th Street which is currently operating at 60 percent of its capacity with 90 seats available. Therefore, taken together, the three public elementary schools located within the study area (including the P.S. 199 annex) are cumulatively operating at 87 percent of their capacity, with 327 available seats. Overall, the elementary schools in Community School District 3 are operating at 75 percent of their capacity with 3,689 available seats.

INTERMEDIATE/JUNIOR HIGH SCHOOLS

The project site and rezoning area are in the vicinity of intermediate schools I.S. 44, I.S. 244, and I.S. 245—all located at 100 West 77th Street. At this location, the schools have a capacity of 1,344 seats and a utilization rate of 67 percent in the 2004-2005 school year. Together, with I.S. 243 located at P.S. 199, the intermediate schools located within the study area have a cumulative utilization rate of 66 percent, with 551 available seats. At the intermediate school level, it is also possible for students to apply to attend other intermediate schools and magnet programs outside their zone. Overall, the intermediate schools in Community School District 3 are operating at 79 percent of their capacity with 1,006 available seats.

HIGH SCHOOLS

New York City public high school students have the option of attending a public high school anywhere in the City. However, the tendency is to attend a school within a closer distance to the home. The public high schools located closest to the project site and rezoning area are the Beacon School on West 61st Street, Martin Luther King Jr. High School at Amsterdam Avenue and West 65th Street, and Fiorello La Guardia High School for Music and the Arts on Amsterdam Avenue between West 64th and 65th Streets. These high schools were operating at a cumulative utilization rate of 77 percent during the 2004-2005 school year with a surplus of 1,558 seats.



Proposed Rezoning Area Boundary

Project Site Boundary

Zoning Lot Boundary/
Proposed General Large-Scale Development

1 Public Schools

Study Area Boundary

Community School District 3 Boundary

Note: See Table 4-1 for reference.

West 61st Street Rezoning
Project and Citywide GLSD Text Amendment

Public Schools in District 3, Region 1

Figure 4-1

Table 4-2
Public School Utilization, Capactiy, and Enrollment
2004-2005 School Year

Map Ref. No.[1]	School	Enrollment in Program	Program Capacity	Available Seats in Program	Program Utilization (Percent)
Elementary Schools					
1	P.S. 191, 210 West 61st Street	516	652[2]	136	79%
2	P.S. 199, 270 West 70th Street	573	596[2]	23	96%
	P.S. 199 Annex, 129 West 67th Street	135	225[2]	90	60%
3	P.S. 87, 160 West 78th Street	904	982[2]	78	92%
Total—Study Area		2,128	2,455[2]	327	87%
Total—District 3		10,786	14,475[2]	3,689	75%
Intermediate Schools					
4	I.S. 44	446	901	455	50%
	I.S. 244	157	215	58	73%
	I.S. 245, 100 West 77th Street	292	228	(64)	128%
	(Total for building)	895	1,344	449	67%
2	I.S. 243— at P.S. 199	194	296	102	66%
Total—Study Area		1,089	1,640	551	66%
Total—District 3		3,854	4,860	1,006	79%

Notes:
[1] See Figure 4-1
[2] Based on Historical Method in New York City Board of Education School Facilities 2004-2005 School Year Enrollment, Capacity, and Utilization Profile.

Sources: Enrollment for individual schools: New York City Board of Education School Facilities' 2004-2005 School Year Enrollment, Capacity, and Utilization Profile.

D. THE FUTURE WITHOUT THE PROPOSED ACTION

Without the proposed action, future utilization of public elementary and intermediate schools serving the project site and rezoning area would be affected by two factors: changes in enrollment mainly due to aging of the existing student body and new arrivals born in the area or moving into it; and changes in capacity, or number of available seats, in the schools as a result of planned construction of new schools or building additions. No capacity-expanding projects are presently planned or scheduled for Community School District 3. Estimates of future enrollments are derived from DCP's enrollment projections for 2005-2014. Based on actual enrollments each year, both DOE and DCP project enrollments by school district 10 years out. Since the methodologies differ in some respects, the *CEQR Technical Manual* advises that the more conservative (or higher) of the two projections be used to assess future potential impacts. In this case, DOE projects slightly higher enrollment in 2008.

In the future without the proposed action, demand for both public elementary and middle schools is expected to decrease by 2008. The most conservative estimates for conditions in 2008 show that DOE projects that Community School District 3 will experience an 11.9 percent decrease in elementary school enrollment and a 1.1 percent decrease in middle school enrollments.

Additionally, significant new residential development has been proposed in the study area. New residential development that will be completed by the year 2008 is listed in Table 4-3. Several of these residential developments will contain a mix of low-income and market rate units, as described in Table 2-1 of Chapter 2, "Land Use, Zoning, and Public Policy." In total, these projects are expected to increase the housing stock in the study area by 3,866 units in the future without the proposed action, of which 379 would be low-income units and 3,487 would be market-rate units.

Table 4-3
Expected Residential Development:
2008 Future Without the Proposed Action

Project Name/Address	Total Units	Market Rate	Low-Moderate
223-227 West 60th Street	101	101	–
555 West 59th Street	200	200	–
2 West End Avenue	195	156	39
Riverside South Parcel H	345	276	69
Riverside South Parcel I	510	510	–
Riverside South Parcel O	211	–	211
West 57th to West 58th Streets, Eleventh and Twelfth Avenue	1,047	1,047	–
426 West 58th Street	16	16	–
Fordham Lincoln Center	940	940	–
Red Cross Building	301	241	60
Total	**3,866**	**3,487**	**379**

Note: See Table 2-1 in Chapter 2, "Land Use, Zoning, and Public Policy," for descriptions of projects.

The *CEQR Technical Manual,* Table 3C-2, "Projected Public School Pupil Ratios in New Housing Units of All Sizes," summarizes pupil generation rates, based on the DOE's analysis of income mix and location (borough) for new residential units. Table 4-4 shows the number of new public school students expected to be generated by the new residential developments identified earlier in Table 4-3.

ELEMENTARY SCHOOLS

By 2008, DOE's Community School District 3 projections indicate that there will be a decrease in enrollment of 1,280 elementary school students (or a 11.9 percent decrease) by 2008. Applying the DOE rates to the schools within the vicinity of the project site and rezoning area results in a projected decrease of 253 public elementary students at local schools (see Table 4-5). It is expected that 402 new elementary school students will be generated from new residential development that will occur by 2008 absent the proposed action. It is assumed that these new students will be distributed proportionally to the schools within the study area.

Table 4-4
2008 Future Without the Proposed Action,
Projected New Housing Units and Estimated Number of Students Generated

Income Level of Units	Total Units[1]	Projected Elementary Students	Projected Middle School Students	Total Students Generated
Market rate	3,487	349	70	419
Low-income	379	53	11	64
Total	**3,866**	**402**	**81**	**483**

Note: [1] Projected new housing units as shown in Table 2-1.

Source: Student generation rates are based on the *CEQR Technical Manual*'s Table 3C-2, "Projected Public School Pupil Ratios in New Housing Units of All Sizes."

These projections suggest that cumulatively, the elementary schools within the study area will operate slightly below capacity in 2008, with 178 seats available. As shown in Table 4-5, the elementary schools within Community School District 3 as a whole will also operate below capacity in 2008.

Table 4-5
Estimated Public School Utilization, Capacity, and Enrollment Figures
for the Year 2008: Future Without the Proposed Action

	2008 Projected Enrollment	Students Generated by Development	Total Projected Enrollment	Program Capacity	Available Seats in Program	Program Utilization (Percent)
Elementary Schools						
Total—Study Area	1,875	402	2,277	2,455	178	93%
Total—District 3	9,506	402	9,908	14,475	4,567	68%
Intermediate Schools						
Total—Study Area	1,077	81	1,158	1,640	482	71%
Total—District 3	3,812	81	3,893	4,860	967	80%

Note: 2008 estimates for schools within the study area were derived proportionally from DOE districtwide projections for 2008.

Sources: Department of City Planning Enrollment Projections, (Actual 2004, Projected 2005-2014), prepared by NYC Department of City Planning, Planning Coordination Division, Education Section, Department of Education Enrollment Projections (Actual 2004, Projected 2005-2014).

INTERMEDIATE SCHOOLS

By 2008, DOE projects that the intermediate schools in Community School District 3 will have a decrease in enrollment of 42 students (or a 1.1 percent net decrease) from 2004-2005 enrollments. Applying this rate of decrease to the intermediate schools located in the study area results in a projection of 12 fewer students and a total enrollment of 1,077. The schools in the study area would cumulatively have 482 available seats (71 percent utilization). As shown in Table 4-5, DOE projections indicate that overall the intermediate schools within Community School District 3 will have a total enrollment of 3,893 students, a decrease of 42 students from 2004–2005 enrollment, further reducing the utilization rate to 80 percent.

E. PROBABLE IMPACTS OF THE PROPOSED ACTION

Based on the methodology presented in the *CEQR Technical Manual*, the reasonable worst-case development scenario (812 residential units) would generate approximately 97 school-aged children, of which 81 would be elementary students and 16 would be middle school students (see Table 4-6).

Table 4-6
Public School Students Projected for the Proposed Action

	Elementary School Students	Middle School Students	Total
Project Site			
Students from 559 High-Income Units	56	11	67
Non-Project Site Within the Rezoning Area			
Students from 253 High-Income Units	25	5	30
Total Students from Proposed Project	**81**	**16**	**97**

Note: Assumes units are occupied by "high-income" (as defined by the *CEQR Technical Manual*) households.

Source: Student generation rates according to the New York City Board of Education, Division of School Facilities, and New York City Department of City Planning, as presented in the *CEQR Technical Manual*.

Table 4-7 shows the changes to school capacity and utilization rates in the study area and Community School District 3 as a result of the proposed action. The additional 81 elementary school children would bring the total number of elementary students within the study area to 2,358. This is below the study area's capacity of 2,455 students, and it would bring the study area to a 96 percent utilization rate with 97 seats available. Therefore, the elementary schools within the study area would be able to accommodate the 81 elementary students generated by the proposed action. Additionally, Community School District 3 as a whole would have sufficient capacity to handle the students generated by the proposed action, and there would not be a significant adverse impact.

Table 4-7
Estimated Public School Utilization, Capacity, and Enrollment Figures for the Year 2008 Future With the Proposed Action

	Projected 2008 Enrollment	Additional Enrollment from Proposed Action	Total 2008 Enrollment (Projected and Additional)	Program Capacity	Available Seating in Program	Program Utilization (percent)
Elementary Schools						
Total–Study Area	2,277	81	2,358	2,455	97	96%
Total–District 3	9,908	81	9,989	14,475	4,486	69%
Intermediate Schools						
Total–Study Area	1,158	16	1,174	1,640	466	72%
Total–District 3	3,893	16	3,909	4,860	951	80%

Note: 2008 estimates for schools within the study area were derived proportionally from DCP district-wide projections for 2008.

Source: Department of City Planning Enrollment Projections, (Actual 2004, Projected 2005-2014), prepared by NYC Department of City Planning, Planning Coordination Division, Education Section, Department of Education Enrollment Projections (Actual 2004, Projected 2005-2014).

Middle school enrollment would continue to be below the study area's capacity of 1,640 students with a utilization rate of 72 percent. In Community School District 3 as a whole, the utilization rate for middle schools would be 80 percent, which is the same as the utilization rate in the future without the proposed action. Therefore, the proposed action would not result in significant adverse impacts to middle schools.

Overall, there would be sufficient capacity at the elementary and middle school levels to handle the students generated by the proposed action, and there would not be significant adverse impacts to schools. ✷