# Chapter 4: Community Facilities and Services

## A. INTRODUCTION

This chapter examines the potential effects of the Proposed Actions on community facilities in and around the project site. The 2010 *City Environmental Quality Review (CEQR) Technical Manual* defines community facilities as public or publicly funded facilities, including schools, health care, day care, libraries, and fire and police protection services. CEQR methodology focuses on direct impacts on community facilities and services and on increased demand for community facilities and services generated by new users, such as the population that would occupy the proposed dormitories and faculty housing units. In accordance with the *CEQR Technical Manual*, private facilities and services, such as private schools, are not assessed.

### PRINCIPAL CONCLUSIONS

The preliminary assessment finds that the Proposed Actions would not result in any significant adverse impacts on public schools, outpatient health care facilities, publicly-funded child care facilities, or police and fire services. The Proposed Actions would not have any direct effects on these community facilities, because the proposed project would not physically displace or alter any community facilities. With respect to potential indirect effects, the Proposed Actions would not introduce a population that would exceed *CEQR Technical Manual* thresholds for detailed analysis of public schools, outpatient health care facilities, publicly-funded child care facilities, or police and fire services.

With respect to public libraries, the Proposed Actions would introduce new residents in the faculty housing and dormitory units, and these residents could use public library services. The *CEQR Technical Manual* recommends a detailed analysis of an action's potential impacts on library services if the action would result in a 5 percent or greater increase in the ratio of residential units to libraries in the borough. In Manhattan, this threshold is met by the introduction of 901 residential units. Conservatively treating each dormitory bed as a residential unit, and assuming that students added as a result of the Proposed Actions would use public library services, a detailed analysis of the potential impact of the proposed project on libraries is warranted.

According to the *CEQR Technical Manual*, if a proposed project increases the study area population by 5 percent or more as compared with the no action condition, this increase may impair the delivery of library services in the study area, and a significant adverse impact could occur. The detailed libraries analysis finds that the new residents would constitute just over 1 percent of the total catchment area population, and new residents would have access to NYU libraries such as Bobst Library as well as NYU Consortium and Affiliate libraries. Therefore, the new residents would not be expected to impair the delivery of library services in the study area, and the Proposed Actions would not result in any significant adverse impacts on public libraries.

## B. METHODOLOGY

The CEQR analysis examines potential impacts on existing facilities and generally focuses in detail on those services that the City is obligated to provide to any member of the community. These services also have defined measures of utilization (i.e., enrollment/available seats for public education). The CEQR analysis is not a needs assessment for new or additional services. Service providers like schools or libraries conduct their own needs assessments on a continuing basis.

The analysis of community facilities has been conducted in accordance with *CEQR Technical Manual* guidelines. As described above, effects on community facilities can be either direct or indirect. Direct effects may occur when a proposed project physically alters or displaces a community facility. Indirect effects may result from increases in population that place additional demands on community facility service delivery. Because the Proposed Actions would not directly displace any community facility, this chapter focuses on the potential for indirect effects.

The *CEQR Technical Manual* provides thresholds that help make an initial determination of whether a detailed analysis is necessary to determine potential impacts. **Table 4-1** outlines the thresholds for a detailed analysis associated with each community facility. If the proposed actions exceed the threshold for a specific facility, a more detailed analysis is warranted.

**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) | Direct effect or introduction of sizeable new neighborhood |
| Child Care Facilities (publicly funded) | More than 20 eligible children under the age of 6 based on number of low- to moderate-income units by borough |
| Fire protection | Direct effect or introduction of sizeable new neighborhood |
| Police protection | Direct effect or introduction of sizeable new neighborhood |

**Source:** 2010 *CEQR Technical Manual.*

## C. PRELIMINARY ASSESSMENT

A preliminary assessment was conducted to determine if the Proposed Actions would exceed the *CEQR Technical Manual* thresholds warranting further analysis.

### PUBLIC SCHOOLS

The *CEQR Technical Manual* recommends conducting a detailed analysis of public schools if a proposed project would generate more than 50 elementary/middle school and/or more than 150 high school students. The Proposed Actions could result in the development of up to 1,750 dormitory beds by 2031. However, because all of the residents introduced by the development of these dormitory beds would be NYU students living in dormitories, they would not be expected to generate new elementary, middle, or high school students.

The Proposed Actions also could introduce up to 260 faculty housing units by 2031. According to *CEQR Technical Manual* guidelines, in Manhattan the 50-student threshold for analysis of

elementary/middle school capacity is achieved if a project introduces at least 310 residential units (not including dormitory rooms); the threshold for analysis of high school capacity is 2,492 residential units. The Proposed Actions would result in fewer than 310 residential units (not including dormitory rooms). As shown in **Table 4-2**, the Proposed Actions would result in the introduction of approximately 31 new elementary school students, 10 new intermediate school students, and 16 new high school students to the study area by 2031. As the Proposed Actions would not exceed any of the thresholds set forth in the *CEQR Technical Manual*, the Proposed Actions would not result in any significant adverse impacts on public elementary, middle, or high schools, and a detailed analysis is not warranted. Furthermore, NYU anticipates making space available to the New York City School Construction Authority (SCA) for the provision of an approximately 100,000-square-foot on-site public school, which could contain approximately 650 seats for elementary and intermediate students. The capacity created by the new school would be well above the demand for elementary school seats generated by the Proposed Actions.

**Table 4-2**
**Estimated Number of Students Introduced by the Proposed Actions by 2031**

| Faculty Housing Units | Elementary Students | Intermediate Students | High School Students |
|---|---|---|---|
| 260 | 31 | 10 | 16 |

**Notes:** Calculations based on multipliers provided in Table 6-1a of the *CEQR Technical Manual* (2010).
**Sources:** NYU; *CEQR Technical Manual*

## LIBRARIES

Potential impacts on libraries may result from an increased user population. The *CEQR Technical Manual* recommends a detailed analysis of an action's potential impacts on library services if the action would result in a 5 percent or greater increase in the ratio of residential units to libraries in the borough. In Manhattan, this threshold is met by the introduction of 901 residential units. Although the Proposed Actions would add fewer than 901 residential units, it would result in up to 1,750 additional dormitory beds. Conservatively treating each dormitory bed as a residential unit, and assuming that students added as a result of the Proposed Actions would use public library services, a detailed analysis of the potential impact of the proposed project on libraries is warranted.

## CHILD CARE FACILITIES

According to the *CEQR Technical Manual*, if a proposed project would add 20 or more eligible children under the age of 6 to the study area's day care facilities, a detailed analysis of a proposed project's impact on publicly funded day care facilities is warranted. This threshold is based on the number of housing units for low-income and low- to moderate-income households in a proposed project. The estimated number of new housing units that would yield 20 eligible children differs in each borough. In Manhattan, projects that would create 170 units for low-income or low- to moderate-income households surpass the threshold for a detailed analysis of day care centers. The Proposed Actions would not result in any housing units for low-income or low- to moderate-income households. Therefore, there would be no significant adverse impacts on publicly funded day care facilities, and a detailed analysis is not warranted.

### OUTPATIENT HEALTHCARE FACILITIES

Health care facilities include public, proprietary, and nonprofit facilities that accept government funds (usually in the form of Medicare and Medicaid reimbursements) and that are available to any member of the community. Examples of these types of facilities include hospitals, nursing homes, clinics, and other facilities providing outpatient health services.

According to the *CEQR Technical Manual,* a detailed assessment of outpatient healthcare facilities is warranted only if a proposed action would affect the physical operations of, or access to and from, a hospital or public health clinic, or would create a sizeable new neighborhood where none existed before. The Proposed Actions would not result in any direct effects on outpatient healthcare facilities, nor would in create a sizeable new neighborhood where none existed before. Therefore, the Proposed Actions would not result in any significant adverse impacts to outpatient healthcare facilities, and a detailed analysis is not warranted.

NYU's demand on outpatient healthcare facilities is supported by NYU's Student Health Center, which offers routine and walk-in Primary Care and Women's Health Services at either no cost or at very reduced cost to all matriculated NYU students.

### POLICE AND FIRE PROTECTION SERVICES

The *CEQR Technical Manual* recommends detailed analyses of impacts on police and fire service in cases where a proposed project would affect the physical operations of, or direct access to and from, a precinct house or fire station, or where a proposed project would create a sizeable new neighborhood where none existed before. The proposed project would not result in direct effects on either police or fire services, nor would it create a sizeable new neighborhood. As noted in the *CEQR Technical Manual,* the Fire Department does not allocate resources based on proposed or projected development, but continually evaluates the need for changes in personnel, equipment, or locations of fire stations and makes any adjustments necessary. Furthermore, the Police Department independently reviews its staffing levels against a precinct's population, area coverage, crime levels, and other local factors. Therefore, the Proposed Actions would not result in any significant adverse impacts to police and fire protection services, and a detailed analysis is not warranted.

Consistent with existing NYU operations, it is anticipated that the project populations would be served by the NYU Department of Public Safety, which currently has a uniformed public safety force of approximately 320 members. The Department of Public Safety works closely with local police precincts on the coordination of all University-related safety and security matters.

## D. LIBRARIES DETAILED ANALYSIS

### METHODOLOGY

According to the *CEQR Technical Manual,* service areas for neighborhood branch libraries are based on the distance that residents would travel to use library services, typically not more than ¾ mile (this is referred to as the library's "catchment area"). This libraries analysis compares the population generated by the Proposed Actions with the catchment area population of libraries available within an approximately ¾ mile area around the Proposed Development Area.

To determine the existing population of each library's catchment area, 2010 U.S. Census data were assembled for all census tracts that fall primarily within ¾ miles of each library. The

catchment area population in the future without the Proposed Actions and the future with the Proposed Actions was estimated by multiplying the number of new faculty housing units by an average household size of 1.84 persons[1] and assuming 1 resident per dormitory bed. New population in the future without and the future with the Proposed Actions was added to the existing catchment area population. According to the *CEQR Technical Manual,* if a proposed project would increase the libraries' catchment area population by 5 percent or more, and this increase would impair the delivery of library services in the study area, a significant impact could occur.

## EXISTING CONDITIONS

The Proposed Development Area is served by the New York Public Library (NYPL). The NYPL system includes 85 neighborhood branches and four research libraries located in Manhattan, the Bronx, and Staten Island, housing approximately 53 million volumes. (The boroughs of Queens and Brooklyn have separate library systems.)

Four NYPL neighborhood libraries are located within ¾ mile of the Proposed Development Area (see **Figure 4-1** and **Table 4-3**). The four libraries—the Tompkins Square, Jefferson Market, Hudson Park, and Ottendorfer Branch Libraries—are located to the north, east, and west of the Proposed Development Area. **Table 4-3** below provides the catchment area population for each library and the total catchment area population served by all four libraries. The branch libraries in the study area have a combined total of 198,823 holdings. When compared to the catchment area population of 325,037, this is a holdings-to-resident ratio of 0.61. All of the branch libraries offer a wide selection of reading materials for people of all ages as well as computers with free internet access. They also offer special programs, such as reading hours, book groups, puppet shows, films, lectures, and more. In addition, it should be noted that residents can go to any NYPL branch and order books from any of the other library branches. The four public libraries serving the Proposed Development Area are described in more detail below.

**Table 4-3**
**Public Libraries Serving the Proposed Redevelopment Area**

| Map No.* | Library Name | Address | Holdings | Circulation | Catchment Area Population | Holdings per Resident |
|---|---|---|---|---|---|---|
| 1 | Tompkins Square | 331 East 10th St | 50,792 | 162,963 | 135,315 | 0.38 |
| 2 | Jefferson Market | 425 Sixth Ave | 66,767 | 361,814 | 125,249 | 0.53 |
| 3 | Hudson Park | 66 Leroy St | 39,981 | 120,864 | 88,059 | 0.45 |
| 4 | Ottendorfer | 135 Second Ave | 41,283 | 160,557 | 147,962 | 0.30 |
| | | **TOTAL** | **198,823** | **806,198** | **325,037**[1] | **0.61** |

**Notes:** * See Figure 4-1.
The NYPL System consists of 85 neighborhood branches and four research libraries in Manhattan, the Bronx, and Staten Island.
[1] Due to overlapping catchment areas for each library, the total population is less than the sum of the catchment area population for each library. The catchment area population for each library includes the area within ¾-mile of the library.
**Sources:** NYPL; U.S. Census Bureau, 2010 Census, NYC Department of City Planning Selected Facilities and Program Sites

[1] Census 2007-2009 American Community Survey, average household size for Manhattan Community Districts 1 and 2, available online at: http://www.nyc.gov/html/dcp/pdf/census/puma_socio_07to09_acs.pdf#mn1and2.

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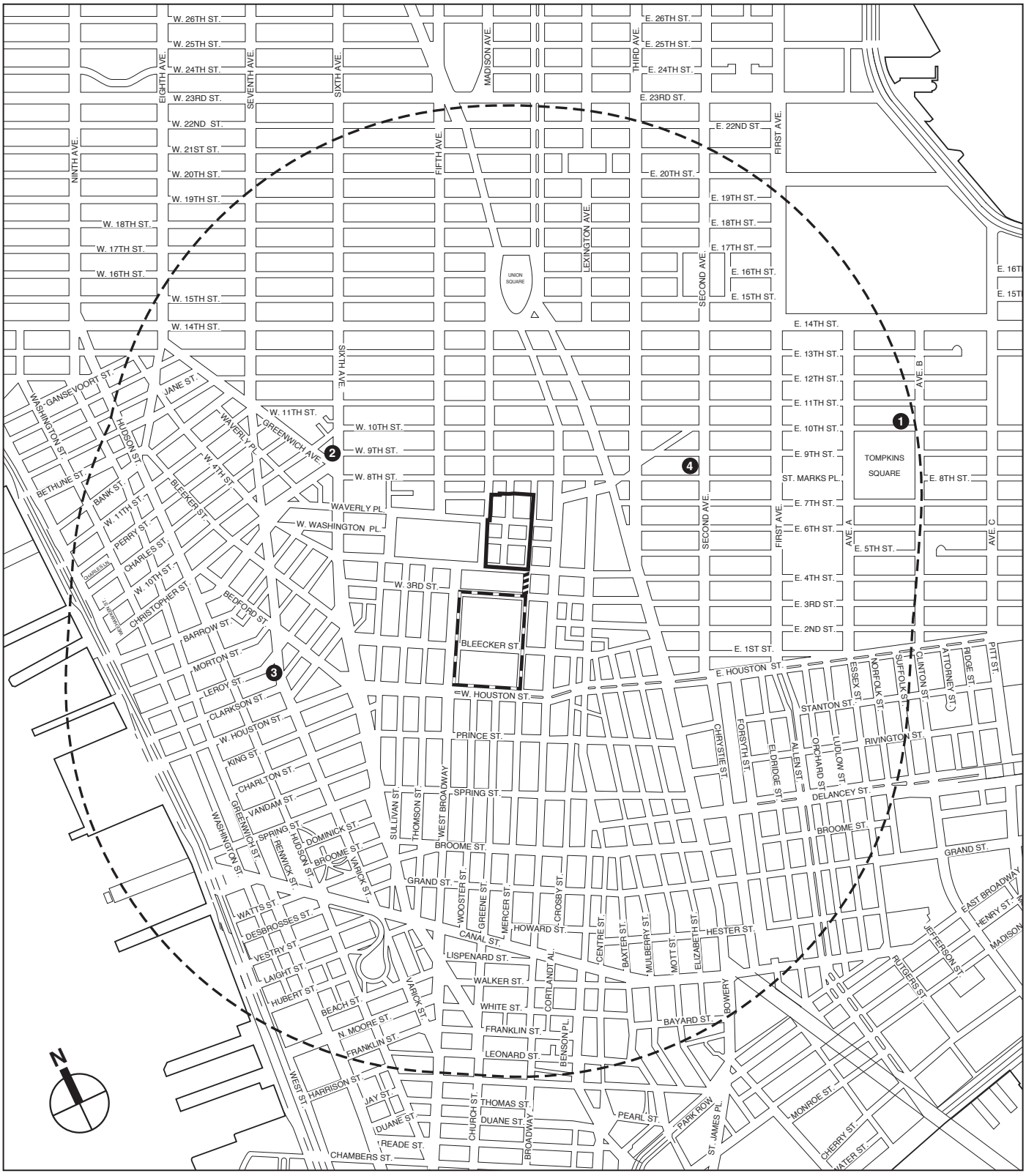


0 2000 FEET

SCALE

Proposed Development Area Boundary

Commercial Overlay Area Boundary

Mercer Plaza Area

Study Area Boundary
(3/4-Mile Perimeter)

❶ Public Library

**NYU Core**

# Public Libraries Serving the Proposed Development Area

Figure 4-1

Renovated in 1996, the three-story Tompkins Square Branch features a large children's room, as well as an art gallery, reflecting the vibrant arts community in the neighborhood it serves. The branch has historically served the various immigrant communities in the Lower East Side. Facing Tompkins Square Park at its 331 East 10th Street location, the branch has a catchment area population of 135,315 people. The branch has approximately 50,792 holdings and a circulation of approximately 162,963 holdings. The branch has a ratio of approximately 0.38 holdings per resident.

A New York City landmark that was a civil and a police court dating back to 1875-1877, the Jefferson Market Branch houses a special collection on New York and Greenwich Village history as well as a large general reference collection and a wide collection of picture books, fiction, and reference materials for children. Located at 425 Sixth Avenue, the branch has a catchment area population of 125,249. The branch has approximately 66,767 holdings and a circulation of approximately 361,814 holdings—by far the largest in the study area. The branch has a ratio of approximately 0.53 holdings per resident.

The Hudson Park branch is located at 66 Leroy Street in Greenwich Village, where it has views of James J. Walker Park and St. Luke's Place. The branch serves a catchment population of 88,059 with approximately 39,981 holdings and an approximate circulation of 120,864 holdings. The branch therefore has a ratio of 0.45 holdings per resident in its catchment area.

Another New York City landmark building, the Ottendorfer Branch opened in 1884 as New York City's first free public library. The branch contains a historic German-language collection as a tribute to the German immigrant population it originally served. Today the renovated building serves the East Village community with new computer workstations and a children's floor including a story hour room. Located at 135 Second Avenue, the branch serves the 147,962 residents in its catchment area with approximately 41,283 available holdings and a circulation of approximately 160,557 holdings. The Otterndorfer Branch has a holdings-to-resident ratio of 0.30.

The Andrew Heiskell Braille and Talking Book Library, a specialized library for people unable to read standard print, is located in the study area at 40 West 20th Street. This library provides braille and special format audio books and magazines. Because it is a specialized library, it is not included quantitatively in the analysis of public libraries.

## THE FUTURE WITHOUT THE PROPOSED ACTIONS

In the future without the Proposed Actions, the Tompkins Square, Jefferson Market, Hudson Park, and Ottendorfer libraries will continue to serve the study area. The catchment area population of each library will increase as a result of development projects completed in the future without the Proposed Actions.

Because most of the development projects in the study area—notably, the Hudson Square rezoning—are located within the Hudson Park catchment area, it would experience the largest increase in population. New residential units will introduce 7,789 new residents, increasing the catchment area population to 95,848. The holdings-per-resident ratio in the Hudson Park branch catchment area will decrease slightly, from 0.45 to 0.42 (see **Table 4-4**). The Hudson Square rezoning would also affect the catchment area of the Jefferson Market branch, along with other development projects. The holdings-per-resident ratio in the Jefferson Market branch catchment area would also decrease slightly, from 0.53 to 0.50, as 7,721 new residents would be introduced within the area.

**Table 4-4**
**The Future Without The Proposed Actions: Catchment Area Population**

| Library Name | Existing Catchment Area Population | New Residents in the Future Without the Proposed Actions | New Catchment Area Population | New Holdings per Resident in the Future Without the Proposed Actions |
|---|---|---|---|---|
| Tompkins Square | 135,315 | 123 | 135,438 | 0.38 |
| Jefferson Market | 125,249 | 7,721 | 132,970 | 0.50 |
| Hudson Park | 88,059 | 7,789 | 95,848 | 0.42 |
| Ottendorfer | 147,962 | 1,049 | 149,011 | 0.28 |
| **TOTAL** | **325,037[1]** | **7,977[1]** | **333,014** | **0.60** |

**Notes:** [1] Due to overlapping catchment areas for each library, the total population and total new residents are less than the sum of the existing and new catchment area population for each library. The catchment area population for each library includes the area within ¾-mile of the library.
**Sources:** NYPL; U.S. Census Bureau, 2010 Census, AKRF, Inc.

The holdings-per-resident ratio in the Ottendorfer catchment area will decrease slightly in the future without the Proposed Actions, from 0.30 to 0.28, as 1,049 residents will be added to the area. In the Tompkins Square branch catchment area, 67 new residential units will increase the population by 123 residents to 135,438. This increase in population will not significantly change the holdings-per-resident ratio, which will remain 0.38.

## THE FUTURE WITH THE PROPOSED ACTIONS

According to the *CEQR Technical Manual*, if a proposed project increases the study area population by 5 percent or more as compared with the no action condition, this increase may impair the delivery of library services in the study area, and a significant adverse impact could occur.

At full completion, the Proposed Actions would result in up to 1,750 additional dormitory beds and up to 260 faculty housing units in the Proposed Development Area, which could introduce a total of approximately 2,228 new residents (consisting of approximately 478 residents in the faculty housing units and 1,750 students in the dormitories). **Table 4-5** below provides the population increase and the change in the holding-per-resident ratio for each of the catchment areas. With this additional population, the Tompkins Square branch would serve 137,666 residents (approximately a 1.7 percent increase); the Jefferson Market branch would serve 135,198 residents (approximately a 1.8 percent increase); the Hudson Park branch would serve 98,076 residents (approximately a 2.5 percent increase); and the Ottendorfer branch would serve 151,239 residents (approximately a 1.5 percent increase). The population of the combined catchment area would increase 1.3 percent to 329,282.

**Table 4-5**
**Probable Impacts With The Proposed Actions**

| Library Name | Catchment Area Population - Future Without Proposed Actions | Catchment Area Population – Future With Proposed Actions | Population Increase | Holdings per Resident – Future With Proposed Actions |
|---|---|---|---|---|
| Tompkins Square | 135,438 | 137,666 | 1.6% | 0.37 |
| Jefferson Market | 132,970 | 135,198 | 1.7% | 0.49 |
| Hudson Park | 95,848 | 98,076 | 2.3% | 0.41 |
| Ottendorfer | 149,011 | 151,239 | 1.5% | 0.27 |
| **TOTAL** | **333,014[1]** | **335,242[1]** | **0.7%** | **0.59** |

**Notes:** [1] Due to overlapping catchment areas for each library, the total population and total new residents are less than the sum of the existing and new catchment area population for each library. The catchment area population for each library includes the area within ¾-mile of the library.
**Sources:** NYPL; U.S. Census Bureau, 2010 Census, AKRF, Inc.

Overall, the new population introduced by the Proposed Actions would constitute less than a one percent increase in the total catchment area population, and the total holdings per resident would decrease only slightly, from 0.60 to 0.59, compared to the future without the Proposed Actions. In addition, the Proposed Actions would not result in an increase of 5 percent or more in any branch library's catchment area population. Furthermore, NYU students and faculty would have access to NYU libraries such as Bobst Library on Washington Square. According to NYU, the Bobst Library contains over 3.3 million volumes, 20,000 journals, and over 3.5 million microforms, in addition to providing access to thousands of electronic resources via the internet. The library circulates almost one million books annually. Students and faculty would also have access to and borrowing privileges at NYU Consortium and Affiliate libraries, including the Cooper Union Library located at 7 East 7th Street and two libraries located in the study area that are part of The New School library system. Because of the small increase in population and the availability of NYU and NYU Consortium and Affiliate library service in the area, the population introduced by the Proposed Actions would not be expected to impair the delivery of library services in the study area. Therefore, the Proposed Actions would not result in any significant adverse impacts on public libraries. ✷