West Harlem Rezoning EIS
CHAPTER 4: COMMUNITY FACILITIES & SERVICES

A. INTRODUCTION

The *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. This chapter examines the potential effects of the development of the projected development sites by 2021 under the Proposed Action, as described in Chapter 1, "Project Description," on the capacity and provisions of services by those community facilities. CEQR methodology focuses on direct impacts on community facilities and services and on increased demand for community facilities and services generated by increases in population. If a project would physically alter a community facility, whether by displacement of the facility or other physical change, this "direct" effect triggers the need to assess the service delivery of the facility and the potential effect that the physical change may have on that service delivery. New population added to an area as a result of a project would use existing services, which may result in potential "indirect" effects on service delivery. 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. 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 Proposed Action would not result in the direct displacement of any existing community facilities or services, nor would it affect the physical operations or access to and from any police or fire stations. The existing publicly funded day care center on projected development site 9 would be directly displaced with or without the Proposed Action. As shown in Tables 1-3a to 1-3d in Chapter 1, "Project Description," pursuant to the RWCDS, projected development site 9 would undergo redevelopment in the No-Action to accommodate a predominantly residential building with local retail. Therefore, the Proposed Action would not have any significant adverse direct impacts on existing community facilities or services.

As there are no direct effects to existing community facilities resulting from the Proposed Action, this analysis concentrates on the potential for indirect effects. The analysis of community facilities has been conducted in accordance with the guidelines established in the *CEQR Technical Manual*. CEQR methodology calls for detailed assessments in areas where a project may have an impact on the provision of public or publicly funded services available to the community. Analyses were conducted to identify the potential effect that the projected developments induced by the Proposed Action could have on community facilities and the provision of services to the surrounding community. In general, size, income characteristics, and the age distribution of a new population are factors that could affect the delivery of services. The *CEQR Technical Manual* provides guidelines or thresholds that can be used to make an initial determination of whether a detailed study is necessary to determine potential impacts. The development of the projected development sites by 2021 under the Proposed Action exceeds the *CEQR Technical Manual* threshold for public elementary and intermediate schools, and detailed analyses of this service follows. The Proposed Action would not trigger detailed analyses of potential impacts on libraries, publicly funded day care centers, or police/fire protection services and health care facilities.

B. PRINCIPAL CONCLUSIONS

The Proposed Action was assessed for the effects of its projected development on community facilities and services. Based on the *CEQR Technical Manual* screening methodology, detailed analysis of public

high schools, libraries, outpatient health care facilities, publicly-funded child care facilities, libraries and police and fire protection services are not warranted for the Proposed Action. The Proposed Action would not result in any significant adverse impacts on these facilities. A screening analysis found that the Proposed Action would exceed the threshold for a detailed analysis of elementary and intermediate schools. Based on a detailed analysis of public elementary and intermediate schools, no significant adverse **i**mpacts for elementary and intermediate schools in sub-district 1 of CSD 5 and sub-district 2 of CSD 6 were found as a result of the Proposed Action by 2021.

C. METHODOLOGY

This analysis assesses the potential effects of the Proposed Action on public elementary and intermediate schools serving the project area. According to the guidelines presented in the *CEQR Technical Manual*, CEQR analyzes potential impacts only on public schools operated by the New York City Department of Education (DOE).[1] Therefore, private and parochial schools within the study area are not included in the analysis of schools presented in this attachment.

The demand for community facilities and services is directly related to the type and size of the new population generated by development resulting from the Proposed Action. The analysis of community facilities will consider the potential for significant adverse impacts resulting from the reasonable worst-case development scenario (RWCDS) which maximizes residential uses (RWCDS 4), thereby maximizing the potential for community facilities impacts. As summarized in Table 1-2 of Chapter 1, "Project Description," RWCDS 4 would result in a net increment of 569 residential units compared to No-Action conditions, of which 82 units would be affordable. According to *CEQR Technical Manual* guidelines, this level of development would trigger a detailed analysis of elementary and intermediate level schools, but not high schools.

Based on the multipliers presented in Table 6-1a of the *CEQR Technical Manual*, RWCDS 4 associated with the Proposed Action would result in a net increase of approximately 91 new elementary and middle school students in the rezoning area, as compared to the No-Action condition, which exceeds the CEQR threshold for detailed analysis (refer to Table 4-5). The Proposed Action would also add an estimated 34 new high school students compared to No-Action conditions, which would not trigger the CEQR threshold for detailed analysis of high schools. Moreover, because high school students travel throughout the City and high schools have a borough- or city-wide base, demand for high school seats does not have to be accommodated locally. Therefore, the following schools analysis focuses on the elementary and middle school levels only.

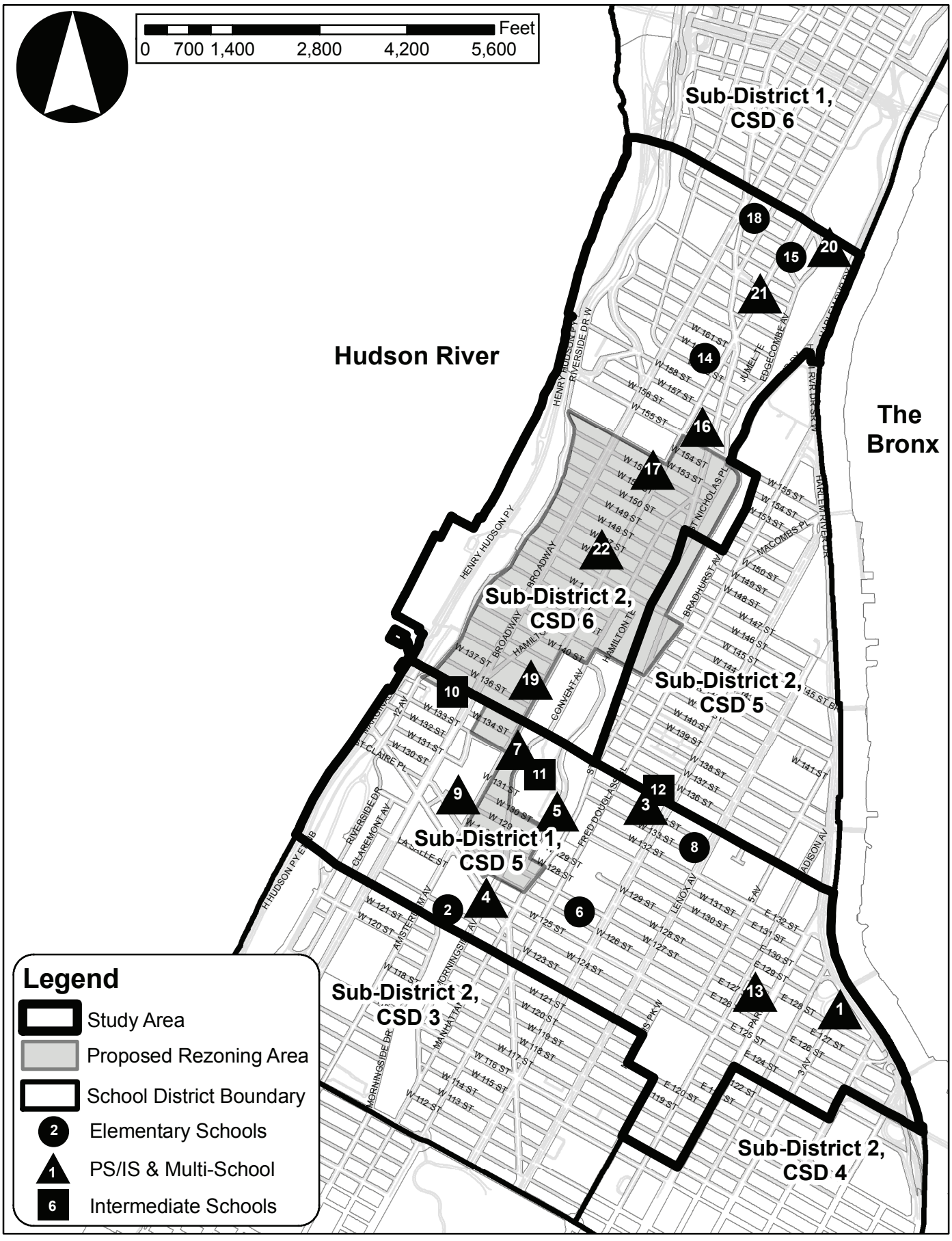
The proposed rezoning area falls within the boundaries of two New York City Community School Districts (CSD) – CSDs 5 and 6 – which overlay much of northern Manhattan, including the neighborhoods of Morningside Heights, Manhattanville, Hamilton Heights, Central and East Harlem, Washington Heights, and Inwood. Following methodologies in the *CEQR Technical Manual*, the study area for the analysis of elementary and intermediate schools is the school districts' "sub-district" ("regions" or "school planning zones") in which the projected development sites are located (see Figure 4-1). The rezoning area is located within the boundaries of 3 sub-districts, including sub-districts 1 and 2 of CSD 5 and sub-district 2 of CSD 6.[2] Sub-districts 1 and 2 of CSD 5 include Morningside Heights, and portions of Manhattanville, Central and East Harlem. Sub-district 2 of CSD 6 includes Hamilton Heights,

[1] Pursuant to CEQR guidelines the schools analysis does not consider charter schools.

[2] Although the proposed rezoning area is partially within the boundaries of sub-district 2 of CSD 5, there are no projected development sites located within this sub-district, and therefore, it is not included as part of the study area in the following schools analysis.

Figure 4-1

Elementary and Intermediate Schools in Study Area



and portions of Manhattanville and Washington Heights. Children residing within the proposed rezoning area would most likely attend the elementary and intermediate schools in the defined study area.

A schools analysis presents the most recent capacity, enrollment, and utilization rates for elementary and intermediate schools in the study area. Future conditions are then predicted based on enrollment projections and proposed development projects—the future utilization rate for school facilities is calculated by adding the estimated enrollment from proposed residential developments in the schools study area to DOE's projected enrollment, and then comparing that number with projected school capacity. DOE's enrollment projections for years 2009 through 2018, the most recent data currently available, are posted on the School Construction Authority (SCA) website.[3] These enrollment projections are based on broad demographic trends and do not explicitly account for discrete new residential developments planned for the study area. Therefore, the additional populations from the other new development projects expected to be complete within the study area are added to the projected enrollment to ensure a more conservative prediction of future enrollment and utilization. In addition, any new school projects identified in the DOE Five-Year Capital Plan are included if construction has begun. In addition, according to the *CEQR Technical Manual*, some schools may be included in the analysis if they are in the DOE Five-Year Capital Plan but are not yet under construction if the lead agency, in consultation with SCA, concurs that it is appropriate.

The effect of the new students introduced by the projected development sites on the capacity of schools within the study area is then evaluated. According to the *CEQR Technical Manual*, a significant adverse impact may occur if the Proposed Action would result in:

1. A utilization rate of the elementary and/or intermediate schools in the sub-district study area that is equal to or greater than 100 percent in the future With-Action condition; and
2. An increase of five percent or more in the collective utilization rate between the No-Action and With-Action conditions.

D. INDIRECT EFFECTS ON PUBLIC SCHOOLS

Existing Conditions

Elementary and intermediate schools in New York City (NYC) are located in geographically defined school districts. As shown in Figure 4-1, the rezoning area is located within the boundaries of two Community School Districts (CSD) and three sub-districts, including sub-districts 1 and 2 of CSD 5 and sub-district 2 of CSD 6.[4] Analyzed schools located in CSDs 5 and 6 can be generally defined by one of four categories: elementary, intermediate, secondary and K-8 schools. Elementary (PS) schools are defined as pre-kindergarten or kindergarten through 5th grades, intermediate schools (IS) are 6th through 8th grades, secondary schools are 6th through 12th grades, and K-8 schools are pre-kindergarten or kindergarten through 8th grades. For utilization analysis purposes, elementary and the PS component of K-8 schools have been combined and the intermediate and IS component of PS/IS and IS/HS schools have been combined. It should be noted that some of the school buildings in this area of CSDs 5 and 6 house more than one organization, and in such case those organizations are listed separately in Tables 4-1 and 4-2. For example, the P.S. 30 building (144-176 East 128th Street) also housed I.S. 317 in the 2010-2011 school year, which is listed separately in Table 4-1. Similarly, P.S. 129 and P.S. 133 are located in the same building but are also listed separately in Table 4-1.

[3] Enrollment projections by the Grier Partnership were used: http://www.nycsca.org.

[4] Although the proposed rezoning area is partially within the boundaries of sub-district 2 of CSD 5, there are no projected development sites located within this sub-district, and therefore, it is not included as part of the study area in the following schools analysis.

Capacity and enrollment information for elementary schools in sub-district 1 of CSD 5 and sub-district 2 of CSD 6 (i.e., the study area) are provided in Table 4-1, and capacity and enrollment information for intermediate schools in the study area are provided in Table 4-2.

Elementary Schools

As shown in Figure 4-1, there are a total of 20 elementary schools within the study area, including 9 elementary schools within sub-district 1 of CSD 5 and 11 elementary schools within sub-district 2 of CSD 6. There are a number of schools serving elementary school students located within the proposed rezoning area, including: P.S. 161, located at 499 West 133rd Street, in sub-district 1 of CSD 5; P.S. 192 and P.S. 325, located at 500 West 138th Street, in sub-district 1 of CSD 5; P.S. 153 and the Hamilton Heights School, located at 1750 Amsterdam Avenue, in sub-district 1 of CSD 5; and P.S. 210, located at 501-503 West 152nd Street, in sub-district 2 of CSD 6.

Table 4-1 shows the existing capacity, enrollment, and utilization figures for elementary schools in the study area. As shown in Table 4-1, the 9 elementary schools within sub-district 1 of CSD 5 had a utilization of approximately 78.5 percent, and the 11 elementary schools within sub-district 2 of CSD 6 had a utilization of approximately 99.7 percent.

TABLE 4-1
Existing Study Area Public Elementary School
Enrollment, Capacity, and Utilization Figures for 2010-2011 Academic Year

Map No.	School Name and Address	Grades Served	Enrollment	Target Capacity*	Available Seats	Utilization
Community School District 5, Sub-district 1						
1	P.S. 30- Hernandez/Hughes School (144-176 E. 128th St.)	pk- 5	276	374	98	73.8%
2	P.S. 36- Margaret Douglas School (123 Morningside Dr.)	pk- 4	641	704	63	91.1%
3	P.S. 92- Mary McLeod Bethune School (225 W. 134th St.)	pk- 5	298	266	-32	112.0%
4	P.S. 125 Ralph Bunche School (425 W. 123rd St.)	pk- 5	235	492	257	47.8%
5	P.S. 129- John H. Finley School (425 W. 130th St.)	pk- 8	426	517	91	82.3%
5	P.S. 133- Fred R. Moore School (425 W. 130th St.) **	pk- 5	304	530	226	57.4%
6	P.S. 154- Harriet Tubman School (250 W. 127th St.)	pk- 5	396	754	358	52.5%
7	P.S. 161- Pedro Albizu Campos School (499 W. 133rd St.) **	pk- 8	663	621	-43	106.7%
8	P.S. 175- Henry H. Garnet School (175 W. 134th St.)	pk- 5	371	338	-33	109.8%
	Total for Elementary Schools in CSD 5, Sub-district 1		***3,610***	***4,597***	***987***	***78.5%***
Community School District 6, Sub-district 2						
14	P.S. 4- Duke Ellington School (500 W. 160th St.)	pk- 5	701	600	-101	116.8
15	P.S. 8- Luis Belliard School (465 W. 167th St.)	pk- 5	595	494	-101	120.4%
16	P.S. 28- Wright Brothers School (475 W. 155th St.)	pk- 5	902	946	44	95.3%
17	P.S. 210- 21st Century Academy for Community Leadership (501-503 W. 152nd St.) **	k- 8	293	270	-23	108.5%
18	P.S. 128- Audubon School (560 W. 169th St.)	pk- 5	722	920	198	78.5%
19	P.S. 192- Jacob H. Schiff School (500 W. 138th St.)	pk- 5	295	474	179	62.2%
19	P.S. 325 (500 W. 138th St.)	pk- 5	250	372	122	67.2%
19	P.S. 192 Mini-School (500 W. 138th St.)	pk- 5	75	65	-10	115.4%
19	P.S. 325 Mini-School (500 W. 138th St.)	pk- 5	140	71	-69	197.2%
22	P.S. 153- Adam Clayton Powell School (1750 Amsterdam Ave.)	pk- 5	1,029	945	-84	108.9%
22	P.S. 368 Hamilton Heights School (1750 Amsterdam Ave.)	k- 5	247	108	-139	228.7%
	Total for Elementary Schools in CSD 6, Sub-district 2		***5,249***	***5,265***	***16***	***99.7%***

Source: New York City Department of Education (NYCDOE), *Enrollment – Capacity – Utilization Report, 2010-2011 School Year*.
Notes: (Map No. corresponds to Figure 4-1.)
* Target Capacity sets a goal of a reduced class-size of 20 for grades K-3 and is used by the NYCDOE for capital planning purposes.
** PS component of PS/IS schools based on information supplied by NYCSCA.

Intermediate Schools

As shown in Figure 4-1, there are a total of 18 intermediate schools within the study area, including 12 intermediate schools within sub-district 1 of CSD 5 and 6 intermediate schools within sub-district 2 of CSD 6. There are a number of schools serving intermediate school students located within the proposed rezoning area, including the Academy for Social Action, The Urban Assembly Institute, and the Renaissance Military Leadership Academy, located at 509 West 129th Street in sub-district 1 of CSD 5; P.S. 161, located at 499 West 133rd Street, in sub-district 1 of CSD 5; and P.S. 210, located at 501-503 West 152nd Street in sub-district 2 of CSD 6.

TABLE 4-2
Existing Study Area Public Intermediate School
Enrollment, Capacity, and Utilization Figures for 2010-2011 Academic Year

Map No.	School Name and Address	Grades Served	Enrollment	Target Capacity*	Available Seats	Utilization
Community School District 5, Sub-district 1						
1	I.S. 317- Kappa II (144-176 E. 128th St.)	6- 8	65	136	71	47.8%
3	I.S. 344- Acad. of Collaborative Edu. (225 W. 134th St.)	6- 8	129	229	100	56.3%
4	I.S. 362- Columbia Secondary School (425 W. 123rd St.)	6- 9	286	316	30	90.6%
5	P.S. 129- John H. Finley School (425 W. 130th St.) **	pk- 8	194	236	42	82.3%
7	P.S. 161- Pedro Albizu Campos School (499 W. 133rd St.) **	pk- 8	271	254	-17	106.7%
9	I.S. M286- Renaissance Military Leadership Academy (509 W. 129th St.)	6- 8	257	316	59	81.3%
9	Academy for Social Action: A College Board School (509 W. 129th St.) **	6- 12	153	118	-35	129.4%
9	I.S. 410 The Urban Assembly Institute For New Technology (509 W. 129th St.)	6- 7	117	240	123	48.8%
10	I.S. 195- Roberto Clemente School (625 W. 133rd St.)	6- 8	399	804	405	49.6%
11	I.S. 223 Mott Hall School (71-111 Convent Ave.)	6- 8	379	336	-43	112.8%
12	Thurgood Marshall Academy (200-14 W. 135th St.) **	6- 12	190	224	34	84.9%
13	Choir Academy of Harlem (2005 Madison Ave.) **	6- 12	178	411	233	43.3%
	Total for Intermediate Schools in CSD 5, Sub-district 1		***2,618***	***3,619***	***1,001***	***72.3%***
Community School District 6, Sub-district 2						
17	P.S. 210- 21st Century Academy for Community Leadership (501-503 W. 152nd St.)**	k- 8	143	132	-11	108.5%
20	M.S. 319- Maria Teresa School (21 Jumel Pl.)	6- 8	570	815	245	69.9%
20	M.S. 321- Minerva School (21 Jumel Pl.)	8	89	125	36	71.2%
20	M.S. 324- Patria Mirabal School (21 Jumel Pl.)	6- 8	407	758	351	53.7%
21	M.S. 326- Writers Today & Leaders Tomorrow School (401 W. 164th St.)	6- 8	360	503	143	71.6%
21	M.S. 328- MN Middle School for Scientific Inquiry (401 W. 164th St.)	6- 8	442	535	93	82.6%
	Total for Intermediate Schools in CSD 6, Sub-district 2		***2,011***	***2,868***	***857***	***70.1%***

Source: NYCDOE, *Enrollment – Capacity – Utilization Report, 2010-2011 School Year*.
Notes: (Map No. corresponds to Figure 4-1)
* Target Capacity sets a goal of a reduced class-size of 20 for grades K-3 and is used by the NYCDOE for capital planning purposes.
** IS component of PS/IS and IS/HS schools based on information supplied by NYCSCA.

Table 4-2 shows the existing capacity, enrollment, and utilization figures for middle schools within the study area. As shown in Table 4-2, the 12 intermediate schools within sub-district 1 of CSD 5 had a utilization of approximately 72.3 percent, and the 6 intermediate schools within sub-district 2 of CSD 6 had a utilization of approximately 70.1 percent.

The Future Without the Proposed Action (No-Action)

Without the Proposed Action, future utilization of public elementary and intermediate schools serving the proposed rezoning area and surrounding study area would be affected by changes in enrollment mainly

due to aging of the existing student body and new arrivals born in the area or moving to it; and changes in capacity, or number of available seats, in the schools.

Enrollment Projections

As noted above, SCA provides future enrollment projections by district for up to 10 years. The latest available enrollment projections to 2018 have been used in this analysis to project student enrollment to 2021.

These enrollment projections focus on the natural growth of the City's student population and other population increases that do not account for new residential developments planned for the area (No Build projects). SCA has provided data on the number of new elementary and intermediate students expected from new housing in sub-district 1 of CSD 5 and sub-district 2 of CSD 6 based on their capital planning work. Table 4-3 outlines the estimated number of new public school students expected to be generated as a result of development in the future without the Proposed Action, (using the student generation rates listed in Table 6-1a of the *CEQR Technical Manual* of 0.12 elementary students and 0.04 intermediate school students per residential unit in Manhattan).

TABLE 4-3
Estimated Number of Students Introduced in the Study Area:
2021 Future Without the Proposed Action

CSD	Students	
	Elementary	Intermediate
CSD 5, Sub-district 1	164	75
CSD 6, Sub-district 2	18	7

Source: SCA Capital Planning Division.

Projected Capacity Changes

The New York City Department of Education's (DOE's) 2010-2014 Five-Year Capital Plan, Proposed February 2012 Amendment does not include any new schools or other projects that would introduce additional capacity in CSDs 5 and 6. In addition, the SCA excludes certain temporary capacity from their capital planning analysis as they plan for more permanent facilities. In CSD 6's Sub-district 2, capacity in the PS 192 mini-school building is excluded from the Future No-Action and Future With-Action capacity per the *CEQR Technical Manual*.

Elementary Schools

Elementary schools will operate with surplus capacity within the study area. Within sub-district 1 of CSD 5, elementary schools will operate with 197 available seats (95.7 percent utilization), while sub-district 2 of CSD 6 will operate with 372 available seats (92.7 percent utilization).

Intermediate Schools

As shown in Table 4-4, total intermediate school enrollment is expected to be 3,869 students within the study area, including 2,388 students within sub-district 1 of CSD 5 and 1,480 students within sub-district 2 of CSD 6. Sub-district 1 of CSD 5 will operate with 1,231 available seats (66 percent utilization) and sub-district 2 of CSD 6 will operate with 1,387 available seats (approximately 52 percent utilization).

TABLE 4-4
Estimated Public Elementary and Intermediate School Enrollment, Capacity, and Utilization in the Study Area: 2021 Future Without the Proposed Action

	Projected Enrollment 2021	No-Build Students	Total No-Build Enrollment	Capacity	Available Seats	Utilization (%)
Elementary Schools						
CSD 5, Sub-district 1	4,236	164	4,400	4,597	197	95.7%
CSD 6, Sub-district 2	4,739	18	4,757	5,129	372	92.7%
Intermediate Schools						
CSD 5, Sub-district 1	2,313	75	2,388	3,619	1,231	66.0%
CSD 6, Sub-district 2	1,473	7	1,480	2,868	1,387	51.6%

Sources: DOE Enrollment Projections 2009-2018 by the Grier Partnership: DOE, Utilization Profiles: Enrollment/Capacity/Utilization, 2010-2011.

The Future With the Proposed Action (With-Action)

For analysis purposes, it is conservatively assumed that the RWCDS associated with the Proposed Action could introduce up to 569 residential units to the study area. Based on the CEQR student generation rates, the Proposed Action would generate up to approximately 68 elementary and 23 intermediate school students in the study area by 2021 (see Table 4-5). As shown in Table 4-5, approximately 36 elementary students and 12 intermediate students would be located within sub-district 2 of CSD6. The remaining 32 elementary students and 11 intermediate students would be located within sub-district 1 of CSD 5.

The threshold for significance, as outlined in the *CEQR Technical Manual*, is if the Proposed Action would result in: (1) a collective utilization rate of the elementary and/or intermediate schools in the sub-district study area that is equal to or greater than 100 percent in the With-Action Condition; and (2) an increase of five percent or more in the collective utilization rate between the No-Action and With-Action conditions.

TABLE 4-5
Estimated Number of Students Introduced in the Study Area: 2021 Future With the Proposed Action

	Housing Units*	Students Introduced by the Projected Development Sites	
		Elementary	Intermediate
CSD 5, Sub-district 1	Up to 299	36	12
CSD 6, Sub-district 2	Up to 270	32	11
Total Study Area	*Up to 569*	*68*	*23*

Note: Based on student generation rates in Table 6-1a in the *CEQR Technical Manual.*
* RWCDS 4 (No Deed Restriction and New Development)

Elementary Schools

In the future with the Proposed Action, there would continue to be a surplus of elementary school seats in the study area. The 68 new elementary students would increase the total enrollment in the study area to 9,224 students. For sub-district 1 in CSD 5, elementary school enrollment would increase to 4,436 in the With-Action condition and the schools would operate at 96.5 percent of capacity, with a surplus of 161 seats. For sub-district 2 in CSD 6, elementary school enrollment would increase to 4,789 in the With-Action condition and the schools would operate at 93.4 percent of capacity, with a surplus of 340 seats.

As elementary schools would operate with surplus capacity in sub-district 1 of CSD 5 and in sub-district 2 of CSD 6, the Proposed Action would not result in a significant adverse impact on elementary schools.

Intermediate Schools

Similar to elementary schools, there is expected to continue to be a surplus of intermediate school seats in the study area in the future with the Proposed Action. For sub-district 1 in CSD 5, intermediate school enrollment would increase to 2,400 in the With-Action condition and the schools would operate at 66 percent of capacity, with a surplus of 1,219 seats. For sub-district 2 in CSD 6, intermediate school enrollment would increase to 1,491 in the With-Action condition and the schools would operate at 52 percent of capacity, with a surplus of 1,377 seats.

TABLE 4-6
Estimated Public Elementary and Intermediate School Enrollment, Capacity, and Utilization in the Study Area: 2021 Future With the Proposed Action

	Projected No-Build Enrollment	Students from Proposed Action	Total Enrollment with the Proposed Action	Capacity	Available Seats	Utilization (%)
Elementary Schools						
CSD 5, Sub-district 1	4,400	36	4,436	4,597	161	96.5%
CSD 6, Sub-district 2	4,757	32	4,789	5,129	340	93.4%
Intermediate Schools						
CSD 5, Sub-district 1	2,388	12	2,400	3,619	1,219	66.3%
CSD 6, Sub-district 2	1,480	11	1,491	2,868	1,377	52.0%

Sources: DOE Enrollment Projections 2009-2018 by the Grier Partnership: DOE, Utilization Profiles: Enrollment/Capacity/Utilization, 2010-2011, DOE 2010-2014 Proposed Five-Year Capital Plan, April 2011

As intermediate schools would operate with surplus capacity in sub-district 1 of CSD 5 and in sub-district 2 of CSD 6, the Proposed Action would not result in a significant adverse impact on intermediate schools.