Chapter 5: Community Facilities and Services

A. INTRODUCTION

This chapter assesses the potential impacts of the proposed actions, which would allow new development on the east end of Block 675 in Manhattan, on community facilities and services. Community facilities and services are defined in the 2014 *City Environmental Quality Review (CEQR) Technical Manual* as public or publicly funded schools, child care centers, libraries, health care facilities, and fire and police protection services. CEQR methodology focuses on direct effects on community facilities, such as when a facility is physically displaced or altered, and on indirect effects, which could result from increased demand for community facilities and services generated by new users such as the new population that would result from the proposed projects.

As described in Chapter 1, "Project Description," and Chapter 2, "Analytical Framework," in the future with the proposed actions (the With Action condition), the Project Area would be redeveloped with two new mixed-use buildings on two project sites (project site A—601 West 29th Street and project site B—606 West 30th Street). The Project Area includes these two project sites as well as an intervening lot (Lot 38), which is not part of either project site but is assumed to be redeveloped for the purposes of environmental review. The Project Area would be rezoned and included in the Special Hudson River Park District. Overall, it is assumed that the Project Area would contain residential apartments, retail, accessory parking, and potentially a public facility (a Fire Department of the City of New York-Emergency Medical Service [FDNY-EMS] Station).

PRINCIPAL CONCLUSIONS

PUBLIC SCHOOLS

Elementary Schools

With the proposed actions, the elementary school utilization rate in Community School District (CSD) 2, Sub-district 3 would be greater than 100 percent. Although elementary schools would continue to operate with a shortfall of seats as they do in the No Action condition, the increase in utilization attributable to the proposed actions would be approximately 4.94 percent, which is below the five percentage point change that the *CEQR Technical Manual* uses as a threshold for a significant adverse impact. Therefore, the proposed actions would not result in a significant adverse impact on elementary schools.

Intermediate Schools

With the proposed actions, intermediate schools would continue to operate with a shortfall of seats. The increase in utilization attributable to the proposed actions would be approximately 2.62 percent, which is below the five percentage point change that the *CEQR Technical Manual* uses as a threshold for a significant adverse impact. Therefore, the proposed actions would not result in a significant adverse impact on intermediate schools.

The indirect effects analysis on public elementary and intermediate schools may need to be re-run if new data is released following certification and, should that occur, there is a possibility that a schools impact may be identified in the FEIS. In that event, the FEIS will consider potential mitigation measures.

PUBLIC LIBRARIES

For the Muhlenberg Library catchment area, the population attributable to the proposed actions (an increase of approximately 1.71 percent) is below the five percent threshold cited in the *CEQR Technical Manual*. Therefore, the proposed actions would not result in a noticeable change in the delivery of library services and would not result in a significant adverse impact on public libraries.

PUBLICLY FUNDED CHILD CARE CENTERS

In both the No Action condition and with the proposed actions, child care facilities in the study area would operate over capacity. In the With Action condition, child care facilities in the study area would operate over capacity and the increase of 13.6 percentage points in the utilization rate would exceed 5 percentage points. Possible measures to reduce the shortfall are discussed in Chapter 21, "Mitigation."

B. PRELIMINARY SCREENING

This analysis of community facilities has been conducted in accordance with *CEQR Technical Manual* methodologies and the latest data and guidance from agencies such as the New York City Department of Education (DOE) and the New York City Department of City Planning (DCP).

The purpose of the preliminary screening is to determine whether a community facilities assessment is warranted. As recommended by the *CEQR Technical Manual*, a community facilities assessment is warranted if a project has the potential to result in either direct or indirect effects on community facilities. 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. Depending on the size, income characteristics, and age distribution of the new population, there may be effects on public schools, libraries, or child care centers.

DIRECT EFFECTS

The proposed actions would not displace or otherwise directly affect any public schools, child care centers, libraries, health care facilities, or police and fire protection services facilities. Therefore, an analysis of direct effects is not warranted. As described in Chapter 1, "Project Description," the project site A has the potential to include an FDNY EMS station. If the EMS facility is part of the proposed actions, it would be located in the one-story wing along West 29th Street on the western end of project site A. The FDNY EMS station would help address existing needs as well as provide much-needed support to the growing population in the area. If included as a part of the proposed actions, the FDNY EMS station is expected to include vehicle bays for restocking and recharging as well as office space, restrooms, and a kitchen. EMS vehicles would not be dispatched from this location, but rather would be stationed at other locations in the community as they are now. If FDNY ultimately decides to locate the EMS station at this site, it

would need to undergo its own ULURP for site selection of a public facility, and would need to conduct its own environmental review.

INDIRECT EFFECTS

The *CEQR Technical Manual* provides thresholds for guidance in making a determination of whether a detailed analysis is necessary to determine potential indirect impacts (see **Table 5-1**). If a project exceeds the threshold for a specific facility type, a more detailed analysis is warranted.

Table 5-1
Preliminary Screening Analysis Criteria: Manhattan

Community Facility	Threshold for Detailed Analysis
Public Schools	More than 50 elementary/intermediate school or 150 high school students. In Manhattan, the minimum number of residential units that triggers a detailed elementary/intermediate analysis is 310, and the minimum number of residential units that triggers a detailed high school analysis is 2,492.
Libraries	Greater than 5 percent increase in ratio of residential units to libraries in borough. In Manhattan, the minimum number of residential units that triggers a detailed analysis is 901.
Child Care Centers (Publicly Funded)	More than 20 eligible children based on number of low- and low/moderate-income units by borough. In Manhattan, the minimum number of affordable units that triggers a detailed analysis is 170.
Police/Fire Protection and Health Care Facilities	Introduction of sizeable new neighborhood where none existed before.[1]

Note: [1] The *CEQR Technical Manual* cites the Hunters' Point South project as an example of a project that would introduce a sizeable new neighborhood where none existed before. The Hunters' Point South project would introduce approximately 5,000 new residential units to the Hunters' Point South waterfront in Long Island City, Queens.
Source: *CEQR Technical Manual*, 2014.

As detailed in Chapter 1, "Project Description," the proposed actions would introduce approximately 1,242 residential units. For the child care analysis, it is conservatively assumed that 20 percent of the residential units (248 units) would be at or below 80 percent Area Median Income (AMI).

PUBLIC SCHOOLS

The *CEQR Technical Manual* recommends conducting a detailed analysis of public schools if a proposed action would result in more than 50 elementary/intermediate school students and/or more than 150 high school students. Based on the proposed development of approximately 1,242 residential units and the student generation rates provided in the *CEQR Technical Manual* (0.12 elementary, 0.04 intermediate, and 0.06 high school students per housing unit in Manhattan), the proposed actions would generate approximately 149 elementary school students, 50 intermediate school students, and 74 high school students. Therefore, the number of elementary and intermediate school students generated by the proposed actions warrants a detailed analysis of potential effects on elementary and intermediate schools. An analysis of high schools is not required.

LIBRARIES

The *CEQR Technical Manual* recommends conducting a detailed analysis of library services if a proposed action would result in a 5 percent or greater increase in the ratio of residential units to

libraries in the borough. In Manhattan, the minimum number of residential units that triggers a detailed analysis is 901. Based on the proposed development of 1,242 units, the proposed actions warrant a detailed assessment of potential effects on libraries.

CHILD CARE CENTERS

The *CEQR Technical Manual* recommends conducting a detailed analysis of public child care facilities if a proposed action would result in 20 or more eligible children under the age of six. In Manhattan, this corresponds to the creation of 170 affordable units for households earning up to 80 percent of AMI. Based on the conservative assumption that the proposed development would result in up to approximately 248 affordable units at or below 80 percent AMI, the proposed actions trigger the need for a detailed assessment of potential effects on child care facilities.

POLICE/FIRE PROTECTION SERVICES AND HEALTH CARE FACILITIES

The *CEQR Technical Manual* recommends conducting an analysis of police and fire protection services and health care facilities if a proposed action would result in the creation of a sizeable new neighborhood where none existed before. The *CEQR Technical Manual* cites the Hunters' Point South project as an example of a project that would introduce a sizeable new neighborhood, which when complete is estimated to introduce approximately 5,000 new residential units to the Hunters' Point South waterfront in Long Island City, Queens. The proposed actions would not result in the creation of a sizeable new neighborhood where none existed before. Therefore, the proposed actions would not result in a significant adverse impact on police and fire protection services or health care facilities, and no further assessment is warranted.

C. POTENTIAL INDIRECT EFFECTS ON PUBLIC ELEMENTARY AND INTERMEDIATE SCHOOLS

METHODOLOGY

This analysis assesses the potential effects of the proposed actions on public elementary and intermediate schools serving the Project Area. Following the methodologies in the *CEQR Technical Manual*, the study area for the analysis of elementary and intermediate schools is the school districts' "sub-district" (also known as "regions" or "school planning zones") in which a project is located. The Project Area is located in Sub-district 3 of CSD 2 (see **Figure 5-1**).

In accordance with the *CEQR Technical Manual*, this analysis uses the most recent DOE data on school capacity, enrollment, and utilization rates for elementary and intermediate schools in the sub-district study area and New York City School Construction Authority (SCA) projections of future enrollment. Specifically, the existing conditions analysis uses data provided in the DOE's *Utilization Profiles: Enrollment/Capacity/Utilization, 2015–2016* edition. Future conditions are then predicted based on SCA enrollment projections and data obtained from SCA's Capital Planning Division on the number of new housing units and students expected at the sub-district level. The future utilization rate for school facilities is calculated by adding the estimated enrollment from proposed residential projects in the schools' study area to DOE's projected enrollment, and then comparing that number with projected school capacity. DOE does not include charter school enrollment in its enrollment projections. DOE's enrollment projections for years 2015 through 2024—the most recent data currently available—were provided by DCP. These enrollment projections are based on broad demographic trends and do not explicitly account for discrete new residential projects planned for the study area. Therefore, the estimated student population from the other new projects expected to be completed within the study area have been obtained from SCA's



Elementary and Intermediate Schools Serving the Study Area

Figure 5-1

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Capital Planning Division and are added to the projected enrollment to ensure a more conservative prediction of future enrollment and utilization. In addition, new capacity from any new school projects identified in the DOE Five-Year Capital Plan are included if construction has begun or if deemed appropriate to include in the analysis by the lead agency and the SCA.

The effect of the new students introduced by the proposed actions on the capacity of schools within the study areas is then evaluated. According to the *CEQR Technical Manual*, a significant adverse impact may occur if a proposed action would result in both of the following conditions:

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 With Action condition; and
2. An increase of five percentage points or more in the collective utilization rate between the No Action and With Action conditions.

EXISTING CONDITIONS

ELEMENTARY SCHOOLS

As shown in **Figure 5-1**, seven elementary schools serve Sub-district 3/CSD 2. As shown in **Table 5-2**, elementary schools in the sub-district have a total enrollment of 2,888 and are currently operating at 98.5 percent utilization, with a surplus of 45 seats.

Table 5-2
Public Schools Serving the Study Area,
Enrollment and Capacity Data, 2015–2016 School Year

Map No.[1]	Name	Address	Enrollment	Capacity	Available Seats	Utilization
Elementary Schools						
1	P.S. 11 (William T. Harris)	320 West 21st Street	921	807	-114	114.1%
2	P.S. 33 (Chelsea Prep)	281 Ninth Avenue	639	576	-63	110.9%
3	P.S. 51 (Elias Howe)	525 West 44th Street	370	430	60	86.0%
4	P.S. 111 (Adolph S. Ochs) (P.S. Component)	440 West 53rd Street	341	553	212	61.7%
5	P.S. 212	328 West 48th Street	378	314	-64	120.4%
6	Sixth Avenue Elementary School[2]	590 Sixth Avenue	155	172	17	90.1%
7	Ballet Tech/Public School For Dance	890 Broadway	84	81	-3	103.7%
Sub-district 3 of CSD 2 Total			**2,888**	**2,933**	**45**	**98.5%**
Intermediate Schools						
4	P.S. 111 (Adolph S. Ochs) (I.S. Component)	440 West 53rd Street	52	84	32	61.9%
5	Professional Performing Arts School	328 West 48th Street	94	93	-1	101.1%
7	Ballet Tech/Public School For Dance	890 Broadway	68	66	-2	103.0%
8	M.S. 260 Clinton School Writers & Artists	10 East 15th Street	283	477	194	59.3%
9	NYC LAB Middle School For Collaborative Studies	333 West 17th Street	551	634	83	86.9%
10	Quest To Learn	351 West 18th Street	312	321	9	97.2%
11	City Knoll Middle School	425 West 33rd Street	157	512	355	30.7%
Sub-district 3 of CSD 2 Total			**1,517**	**2,187**	**670**	**69.4%**

Notes:
[1] See **Figure 5-1**.
[2] While this school is located in Sub-District 3, it partially serves students in Sub-District 2. Based on guidance received from SCA, 50 percent of the total capacity of 344 seats (172) is counted towards Sub-district 3, but 100 percent of the enrollment is included in order to be conservative.
Sources: DOE *Utilization Profiles: Enrollment/Capacity/Utilization, 2015–2016*.

INTERMEDIATE SCHOOLS

As shown in **Table 5-2**, seven intermediate schools serve Sub-district 3/CSD 2. Total enrollment at these intermediate schools is 1,517 students, or 69.4 percent of capacity, with a surplus of 670 seats.

FUTURE WITHOUT THE PROPOSED ACTIONS

The latest SCA enrollment projections for Sub-district 3/CSD 2 were used to form the baseline projected enrollment in the No Action condition, shown in **Table 5-3** in the column titled "Projected Enrollment in 2022." Students introduced by other No Action projects are added to this baseline projected enrollment using the SCA No Action student numbers for Sub-district 3/CSD 2 (derived from the SCA's "Projected New Housing Starts"). These students are represented in the column titled "Students Introduced by Residential Projects in the No Action Condition" in **Table 5-3**. As shown in **Table 5-3**, the total No Action condition enrollment is projected to be 5,379 elementary and 2,251 intermediate students.

Table 5-3
Estimated Public Elementary and Intermediate SchoolEnrollment, Capacity, and Utilization:No Action Condition

Study Area	Projected Enrollment in 2022 [1]	Students Introduced by Residential Projects in the No Action Condition	Total No Action Condition Enrollment	Capacity	Available Seats	Utilization
Elementary Schools						
CSD 2, Sub-district 3 Total	2,433	2,946	5,379	3,017 [2]	-2,362	178.3%
Intermediate Schools						
CSD 2, Sub-district 3 Total	1,869	382	2,251	1,905 [3]	-346	118.2%

Notes:
[1] Elementary and intermediate school enrollment in the sub-district study area in 2022 was calculated by applying SCA supplied percentages for the sub-district to the relevant district enrollment projections. For Sub-district 3/CSD 2, the district's 2022 elementary enrollment projection of 17,508 was multiplied by 13.90 percent. The district's intermediate enrollment projection of 7,945 was multiplied by 23.52 percent.
[2] In the future with the grade truncation plan at P.S. 111, 84 additional elementary school seats will be introduced to the sub-district.
[3] In the future with the grade truncation plan at P.S. 111, the elimination of grades 6 through 8 at P.S. 111 will remove 84 intermediate seats from the sub-district. In addition, the grade expansion of M.S. 260 will remove 198 intermediate seats from the sub-district.
Sources:
DOE Enrollment Projections 2015–2024 by the Grier Partnership; DOE, *Utilization Profiles: Enrollment/Capacity/Utilization*, 2015–2016, DOE *2015–2019 Proposed Five-Year Capital Plan, Amended February 2017*; School Construction Authority; http://schools.nyc.gov/NR/rdonlyres/79E5047D-AE22-492B-8EB0-4E07BA1C4E52/141963/M111GradeTruncationvFINAL.pdf; http://schools.nyc.gov/NR/rdonlyres/305400E6-AC46-43C3-8704-753805AAF2F5/150092/02M260Expansionv_FINAL.pdf.

According to *CEQR Technical Manual* methodologies, new capacity from new school projects identified in the DOE Five-Year Capital Plan are included if construction has begun or if deemed appropriate to include in the analysis by the lead agency and the SCA. According to DOE's *2015–2019 Proposed Five-Year Capital Plan—Amended February 2017*, there are two changes to school capacity anticipated for Sub-district 3/CSD 2. One of which is the school associated with Western Rail Yards, which would have a capacity of approximately 766 seats. The other, which does not have an existing site identified, would have a capacity of 456 seats. However, since construction of these schools has not begun, they have not been included in the quantitative analysis.

In April 2013, the Panel for Educational Policy approved a proposal to grade truncate P.S. 111 from kindergarten through eighth grades to serve kindergarten through fifth grades. This grade truncation will shift school capacity from an intermediate school organization to an elementary school organization within the Sub-district.[1] P.S. 111 will complete its grade truncation for the

[1] http://schools.nyc.gov/NR/rdonlyres/79E5047D-AE22-492B-8EB0-4E07BA1C4E52/141963/M111GradeTruncationvFINAL.pdf

2016–2017 school year. For analysis purposes, it is assumed that the existing intermediate capacity at P.S. 111 (84 seats) will become elementary school capacity in the future with the grade truncation plan. In September 2013, the Panel for Educational Policy approved a proposal for the grade expansion of M.S. 260 from sixth through eighth grades to serve sixth through twelfth grades by the 2018–2019 school year. For analysis purposes, it is assumed that some of the existing intermediate capacity (198 seats) will become high school capacity.

ELEMENTARY SCHOOLS

As shown in **Table 5-3**, in the No Action condition, elementary schools in the sub-district will operate over capacity at 178.3 percent utilization with a deficit of 2,362 seats.

INTERMEDIATE SCHOOLS

As shown in **Table 5-3**, in the No Action condition, intermediate schools in the sub-district will operate over capacity at 118.2 percent utilization with a deficit of 346 seats.

FUTURE WITH THE PROPOSED ACTIONS

For analysis purposes, it is assumed the proposed actions would result in approximately 1,242 residential units. Based on the CEQR multipliers, these units would generate approximately 149 elementary school students and 50 intermediate school students.

As shown in **Table 5-4**, in the With Action condition, the total elementary school enrollment of Sub-district 3/CSD 2 would increase by 149 students to 5,528 (183.2 percent utilization) with a deficit of 2,511 seats. The total intermediate school enrollment would increase by 50 students to 2,301 (120.8 percent utilization) with a deficit of 396 seats.

Table 5-4
Estimated Public Elementary and Intermediate School Enrollment, Capacity, and Utilization: With Action Condition

Study Area	Total No Action Condition Enrollment	Students Introduced by the Proposed Actions	Total With Action Condition Enrollment	Capacity	Available Seats	Utilization	Change in Utilization Compared to No Action
Elementary Schools							
CSD 2, Sub-district 3 Total	5,379	149	5,528	3,017	-2,511	183.2%	4.94%
Intermediate Schools							
CSD 2, Sub-district 3 Total	2,251	50	2,301	1,905	-396	120.8%	2.62%

Sources: DOE Enrollment Projections 2015–2024 by the Grier Partnership; DOE, Utilization Profiles: Enrollment/Capacity/Utilization, 2015–2016, DOE 2015–2019 Proposed Five-Year Capital Plan, Amended February 2017; School Construction Authority.

As noted above, a significant adverse impact may occur if a project would result in both of the following conditions: (1) a utilization rate of the elementary 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 percentage points or more in the collective utilization rate between the No Action and With Action conditions.

Although elementary schools would continue to operate with a shortfall of seats as they do in the No Action condition, the increase in utilization attributable to the proposed actions would be approximately 4.94 percent, which is below the five percentage point change that the *CEQR Technical Manual* uses as a threshold for a significant adverse impact. Intermediate schools would continue to operate with a shortfall of seats and the increase in utilization attributable to

the proposed actions would be approximately 2.62 percent, which is below the five percentage point change that the *CEQR Technical Manual* uses as a threshold for a significant adverse impact. The indirect effects analysis on public elementary and intermediate schools may need to be re-run if new data is released following certification and, should that occur, there is a possibility that a schools impact may be identified in the FEIS. In that event, the FEIS will consider potential mitigation measures. As described above, two other new schools are anticipated to be constructed in the sub-district that would help alleviate overcrowded elementary and intermediate schools in the future. However, since construction of these schools has not begun, they have not been included in the quantitative analysis. Therefore, the proposed actions would not result in a significant adverse impact on elementary or intermediate schools.

D. POTENTIAL INDIRECT EFFECTS ON PUBLIC LIBRARIES

METHODOLOGY

According to the *CEQR Technical Manual*, a libraries analysis should focus on branch libraries and not on the major research or specialty libraries that may fall within a study area. 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 (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 Project Area.

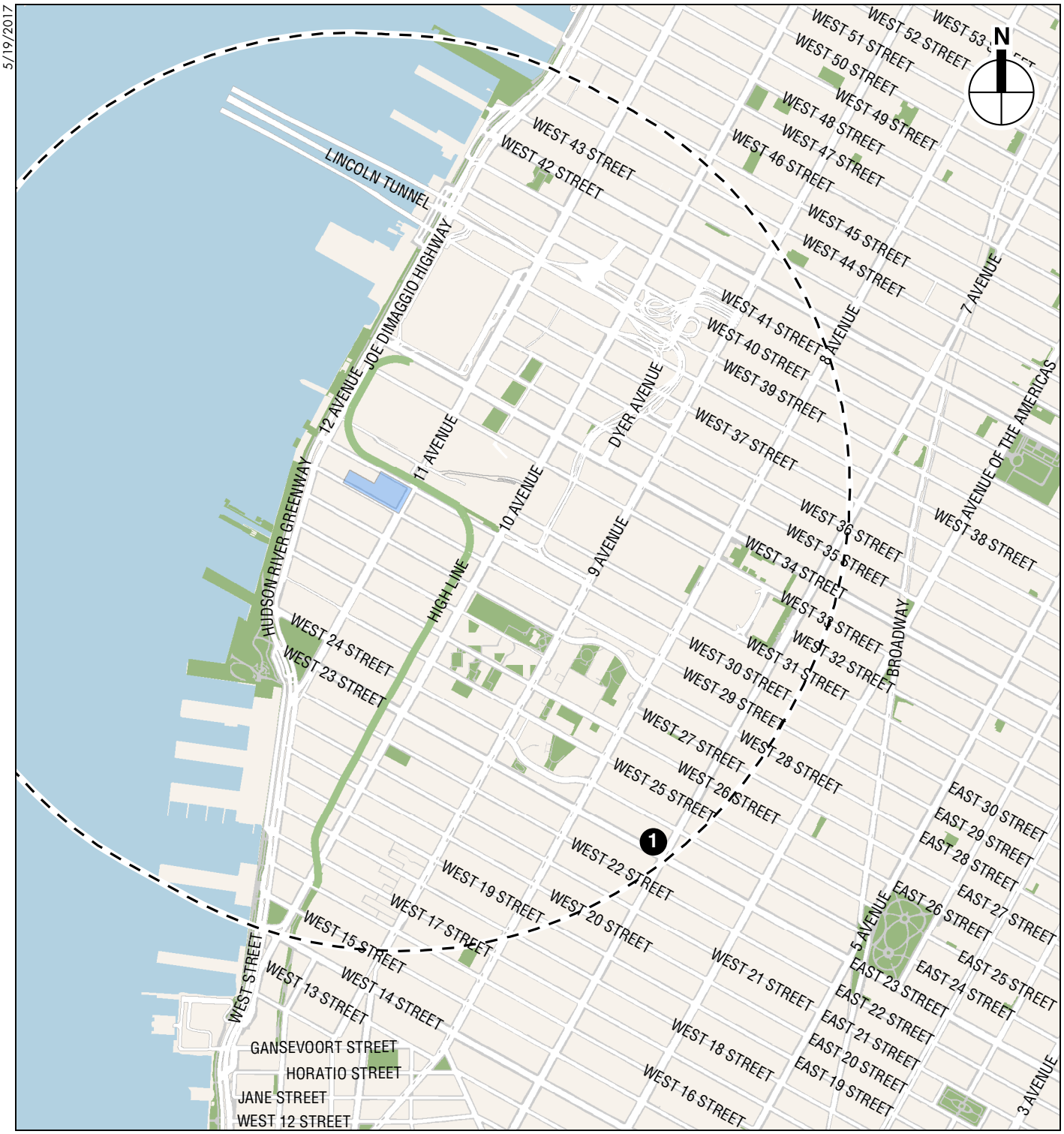
To determine the existing population of a library's catchment area, American Community Survey 2011–2015 data was assembled for all census tracts that fall primarily within ¾-mile of each library. The catchment area population in the No Action condition was estimated by multiplying the number of new residential units in projects located within the ¾-mile catchment area that are expected to be complete by 2022 by an average household size of 1.65, based on the 2010 average household size for Manhattan Community District 4. The catchment area population in the With Action condition was estimated by adding the incremental population that would result from the proposed projects, beyond what would be generated in the Project Area in the No Action condition. An average household size of 1.65 was also assumed for the With Action condition.

New population in the No Action and With Action conditions was added to the existing catchment area population. According to the *CEQR Technical Manual*, if a project would increase the libraries' catchment area population by five percent or more, this increase may impair the delivery of library services in the study area, and a significant impact could occur.

EXISTING CONDITIONS

The Project Area is served by the New York Public Library (NYPL) system, which includes 88 neighborhood branches and four research libraries located in Manhattan, the Bronx, and Staten Island (Queens and Brooklyn have separate library systems). It should be noted that residents can go to any NYPL branch and order books from any of the other library branches.

One NYPL neighborhood library is within ¾-mile of the Project Area—the Muhlenberg Library at 209 West 23rd Street between Seventh and Eighth Avenues (see **Figure 5-2**). **Table 5-5** provides the number of holdings at the Muhlenberg Library, the total catchment area population served by the library, and the holdings per resident.



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Public Libraries Serving Study Area

Figure 5-2

Table 5-5
Public Libraries Serving the Project Area

Map No.[1]	Library Name	Address	Holdings	Catchment Area Population	Holdings per Resident
1	Muhlenberg Library	209 West 23rd Street	69,673	114,852	0.61

Note: [1] See **Figure 5-2**.
Sources: NYPL (2014); American Community Survey 2011–2015 Five-Year Estimates.

The Muhlenberg Library, one of 65 libraries built with funds contributed by Andrew Carnegie, has served the neighborhood since the early twentieth century. Renovated in 2000, the Muhlenberg Library features an adult area on the main floor, a young adult section, a children's room, and a community room for public programs and meetings. The Muhlenberg Library offers a wide selection of reading materials for people of all ages as well as computers with free internet access. This branch library serves a catchment area population of 114,852 with approximately 69,673 holdings, and therefore has a ratio of 0.61 holdings per resident.

FUTURE WITHOUT THE PROPOSED ACTIONS

In the No Action condition, the Muhlenberg Library will continue to serve the study area. No changes to the number of holdings are expected for the purposes of this analysis. The catchment area population of the library will increase as a result of development projects anticipated to be completed by 2022.

As shown in **Table 5-6**, in the No Action condition, approximately 5,001 residents will be added to the Muhlenberg Library catchment area, increasing its overall catchment area population to 119,853 residents. Assuming no increase in the number of holdings, the holdings per resident will decrease to 0.58.

Table 5-6
Future without the Proposed Actions: Catchment Area Population

Library Name	Existing Catchment Area Population	New Residents	New Catchment Area Population	New Holdings per Resident
Muhlenberg Library	114,852	5,001	119,853	0.58

Sources: NYPL (2014); American Community Survey 2011–2015 Five-Year Estimates; AKRF, Inc.

FUTURE WITH THE PROPOSED ACTIONS

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

As noted above, the proposed actions would result in an increment of approximately 1,242 new residential units or approximately 2,049 residents beyond the No Action condition.[2] **Table 5-7** provides the population increase and the change in the holding-per-resident ratio for the catchment area. In the With Action condition, the Muhlenberg Library would serve 121,902 residents (an increase of approximately 1.71 percent).

[2] Assuming an average household size of 1.65, the 2010 average household size for Manhattan Community District 4.

Table 5-7
Future with the Proposed Actions: Catchment Area Population

Library Name	Catchment Area Population—No Action Condition	Population increase due to Proposed Actions	Catchment Area Population—With Action Condition	Population Increase	Holdings per Resident
Muhlenberg Library	119,853	2,049	121,902	1.71%	0.57

Sources: NYPL (2014); American Community Survey 2011–2015 Five-Year Estimates; AKRF, Inc.

For the Muhlenberg Library, the catchment area population attributable to the proposed actions is below the five percent threshold cited in the *CEQR Technical Manual*. Therefore, the proposed actions would not result in a noticeable change in the delivery of library services. In addition, residents of the study area would have access to the entire NYPL system through the inter-library loan system and could have volumes delivered directly to their nearest library branch. Residents also would have access to libraries near their place of work. Therefore, the population introduced by the proposed actions would not 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.

E. PUBLICLY FUNDED CHILD CARE CENTERS

METHODOLOGY

The New York City Administration for Children's Services (ACS) provides subsidized child care in center-based group child care, family-based child care, informal child care, and Head Start programs. Publicly funded child care services are available for income-eligible children through the age of 12. In order for a family to receive subsidized child care services, the family must meet specific financial and social eligibility criteria that are determined by federal, state, and local regulations. In general, children in families that have incomes at or below 200 percent of the Federal Poverty Level (FPL), depending on family size, are financially eligible, although in some cases eligibility can go up to 275 percent FPL. ACS has also noted that 60 percent of the population utilizing subsidized child care services are in receipt of Cash Assistance and have incomes below 100 percent FPL. To receive subsidized child care services, a family also must have an approved "reason for care," such as involvement in a child welfare case or participation in a "welfare-to-work" program. Head Start is a federally funded child care program that provides children with half-day or full-day early childhood education. Program eligibility is limited to families with incomes at 130 percent or less of FPL.

As described in the *CEQR Technical Manual*, the City's affordable housing market is pegged to AMI rather than FPL. Lower-income units must be affordable to households at or below 80 percent AMI. Since family incomes at or below 200 percent FPL fall under 80 percent AMI, for the purposes of CEQR analysis, the number of housing units expected to be subsidized and targeted for incomes of 80 percent AMI or below provides a conservative estimate of the number of housing units with children that are eligible for publicly funded child care services.

Most children are served through enrollment in contracted Early Learn programs or by vouchers for private and non-profit organizations that operate child care programs throughout the city. Registered or licensed providers can offer family-based child care in their homes. Informal child care can be provided by a relative or neighbor for no more than two children. Children aged six weeks through 13 years old can be cared for either in group child care centers licensed by the

Department of Health or in homes of registered child care providers. ACS also issues vouchers to eligible families, which may be used by parents to pay for child care from any legal child care provider in the City.

Consistent with the methodologies of the *CEQR Technical Manual*, this analysis of child care centers focuses on services for children under age six, as older eligible children are expected to be in school for most of the day. Publicly funded child care centers, under the auspices of the Early Care and Education (ECE) within ACS, provide care for the children of income-eligible households. Space for one child in such child care centers is termed a "slot." These slots may be in group child care or Head Start centers, or they may be in the form of family-based child care in which up to 16 children are placed under the care of a licensed provider and an assistant in a home setting.

Since there are no locational requirements for enrollment in child care facilities, and some parents or guardians choose a child care center close to their employment rather than their residence, the service areas of these facilities can be quite large and not subject to strict delineation to identify a study area. According to the current methodology for child care analyses in the *CEQR Technical Manual*, in general, the locations of publicly funded group child care centers within 1½ miles of a project site should be shown, reflecting the fact that the centers closest to a given site are more likely to be subject to increased demand. However, the size of the study area in transit-rich areas may be somewhat larger than 1½ miles. The Project Area is served by several public transit services, including New York City Transit (NYCT) bus service (M11, M34-SBS, M12, M23), and the 34th Street-Hudson Yards Subway Station (No. 7 line service). Therefore, since the Project Area is located in a transit rich area, the locations of publicly funded group child care centers within 2 miles of the Project Area have been shown. Current enrollment data for the child care and Head Start facilities closest to the project sites were gathered from ACS.

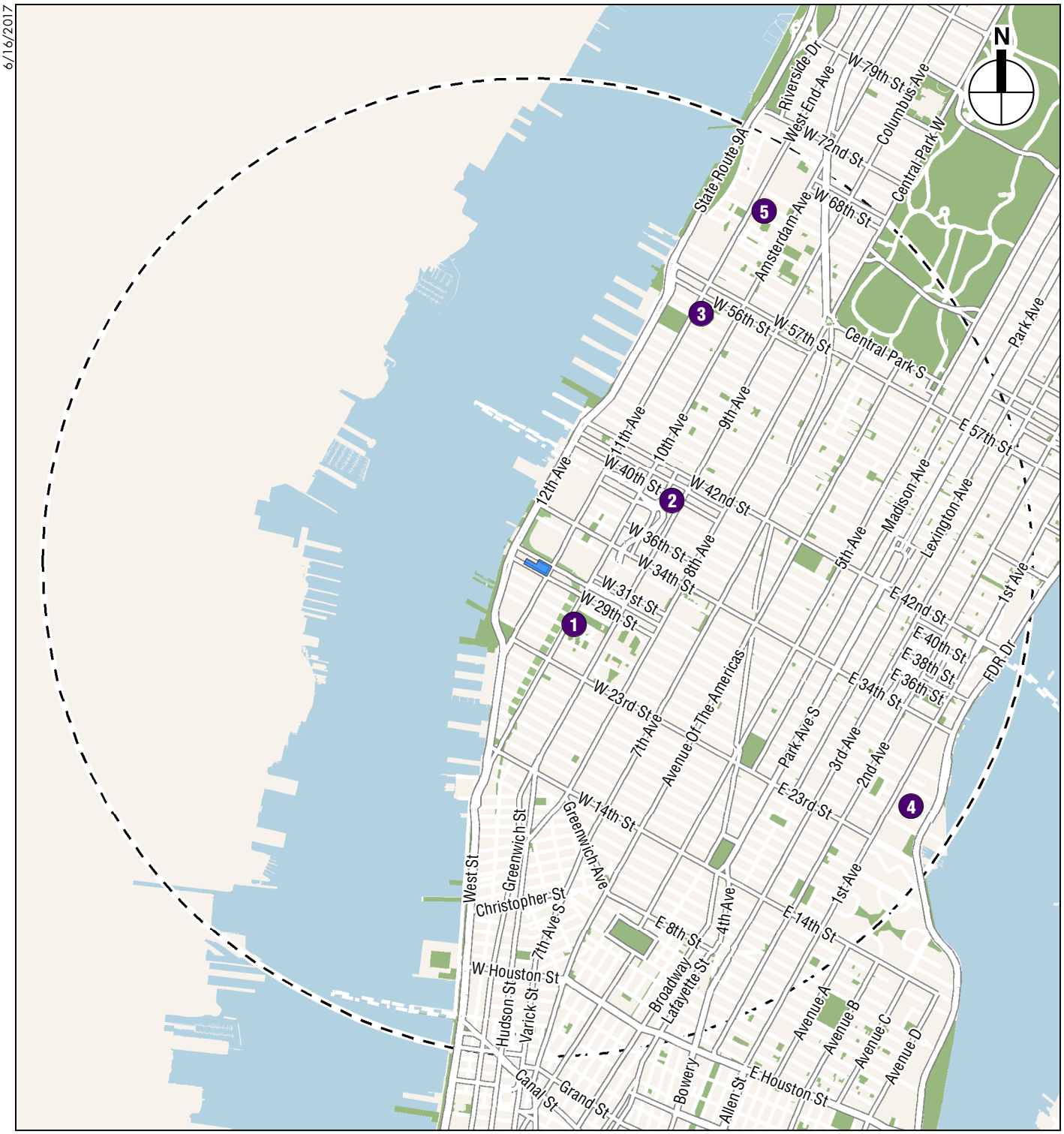
Child care enrollment in the No Action condition was estimated by multiplying the number of new low- and low/moderate-income housing units expected in the study area by the CEQR multipliers for estimating the number of children under age six eligible for publicly funded child care services. For Manhattan, the multiplier estimates 0.115 public child care-eligible children under age six per low- and low/moderate-income housing unit.

The child care-eligible population introduced by the proposed actions was also estimated using the *CEQR Technical Manual* child care multipliers. The population of public child care-eligible children under age six was then added to the child care enrollment calculated in the No Action condition. According to the *CEQR Technical Manual*, a significant adverse impact on publicly funded child care may result if an action would result in a demand for slots greater than remaining capacity of child care facilities (i.e., more than 100 percent utilization), and if that demand constitutes an increase of five percentage points or more of the collective capacity of the child care facilities serving the respective study area.

EXISTING CONDITIONS

There are five publicly funded child care facilities within the 2-mile study area (see **Figure 5-3**). As shown in **Table 5-8**, these child care facilities have a total capacity of 213 slots and an enrollment of 178 children with 35 available slots (83.6 percent utilization).

6/16/2017



Project Area

Study Area (Two-mile boundary)

Child Care Facilities

1. *Hudson Guild*
2. *Hudson Guild*
3. *YWCA of the City of New York*
4. *Bellevue Day Care Center*
5. *Lincoln Square Neighborhood Center*

0 1 MILE

BLOCK 675 EAST

Publicly Funded Child Care Facilities

Figure 5-3

Table 5-8
Publicly Funded Child Care Facilities Serving the Study Area

Map No.	Contractor Name	Address	Enrollment	Capacity	Available Slots	Utilization Rate
1	Hudson Guild	459 West 26th Street	58	73	15	79.5%
2	Hudson Guild	410 West 40th Street	10	12	2	83.3%
3	YWCA of the City of New York	538 West 55th Street	37	50	13	74.0%
4	Bellevue Day Care Center, Inc.	462 First Avenue	25	29	4	86.2%
5	Lincoln Square Neighborhood Center, Inc.	243 West 64th Street	48	49	1	98.0%
		Total	**178**	**213**	**35**	**83.6%**

Note: See **Figure 5-3**.
Source: New York City Administration for Children's Services (ACS), June 2017.

FUTURE WITHOUT THE PROPOSED ACTIONS

Planned or proposed development projects in the child care study area will introduce approximately 1,633 new affordable housing units by the 2022 build year.[3] Based on the CEQR generation rates for estimating the number of children eligible for publicly funded day care, this amount of development would introduce approximately 188 new children under the age of six who would be eligible for publicly funded child care programs. In addition, for purposes of a conservative analysis, it is assumed that capacity would stay the same as in existing conditions.

Based on these assumptions, utilization will increase. As described above, there are currently 35 available slots and a utilization rate of 83.6 percent. When the estimated 188 children under the age of six introduced by planned development projects are added to this total, child care facilities in the study area will operate with a deficit of 153 slots (171.8 percent utilization).

FUTURE WITH THE PROPOSED ACTIONS

AMI bands for the proposed affordable units would be developed in consultation with the New York City Department of Housing Preservation and Development (HPD) and elected officials, and as required by the Inclusionary Housing guidelines and other applicable requirements. While the proposed actions may result in 25 or 30 percent affordable units in accordance with Option 1 or Option 2 of the MIH program, respectively, for the purposes of this analysis, the proposed actions are estimated to introduce an increment of up to 248 affordable housing units (20 percent) at or below 80 percent AMI. Based on the *CEQR Technical Manua*l child care multipliers, this development would result in approximately 29 children under the age of six who would be eligible for publicly funded child care programs.

With the addition of these children, enrollment at child care facilities in the study area would increase to 395 children, compared to a capacity of 213 slots with a deficit of 182 slots (see

[3] Some of the planned or proposed developments are known to contain affordable units; in such cases, the specific number of anticipated affordable units has been accounted for. For other proposed developments where information on affordable units is not available at this time, for the purposes of a conservative analysis, this estimate assumes that 20 percent of units in developments of 20 or more units would be occupied by low- or low/moderate-income households meeting the financial and social criteria for publicly funded child care.

Table 5-9). Child care facilities would operate at 185.4 percent utilization, which represents an increase in the utilization rate of 13.6 percentage points over the No Action condition.

Table 5-9
Estimated Child Care Facility Enrollment, Capacity, and Utilization

	Enrollment	Capacity	Available Slots	Utilization Rate	Change in Utilization
No Action Condition	366	213	-153	171.8%	N/A
With Action Condition	395	213	-182	185.4%	13.6%

Sources: New York City Administration for Children's Services (ACS), June 2017; AKRF, Inc.

As noted above, the *CEQR Technical Manual* guidelines indicate a significant adverse impact on publicly funded child care services could result when both of the following criteria are met: (1) a demand for slots greater than the remaining capacity of child care facilities; and (2) an increase in demand of five percentage points of the study area capacity. In the With Action condition, child care facilities in the study area would operate over capacity and the increase of 13.6 percentage points in the utilization rate would exceed 5 percentage points. To increase child care utilization in the study area by less than five percentage points, the number of affordable units introduced by the proposed actions would need to be reduced to 91, which would generate 10 children eligible for public child care services. With the assumption of 248 affordable units, the proposed actions would generate 29 eligible children, a difference of 19 child care slots above the number of slots associated with an increase in utilization in the study area of less than five percent. Possible measures to reduce the shortfall are discussed in Chapter 21, "Mitigation."

Several factors may reduce the number of children in need of publicly funded child care slots in ACS-contracted child care facilities. Families in the study area could make use of alternatives to publicly funded child care facilities. Parents of eligible children also are not restricted to enrolling their children in child care facilities in a specific geographical area and could use public child care centers outside of the study area, such as a child care center near their place of work. ✷