4

Community Facilities and Services

This chapter assesses the potential impacts of the Proposed Actions on community facilities and services. The *2021 City Environmental Quality Review (CEQR) Technical Manual* defines community facilities as public or publicly funded facilities including schools, libraries, early childhood programs, healthcare facilities, and fire and police protection services.

Introduction

According to the *2021 CEQR Technical Manual*, a community facilities assessment should be conducted if a project would directly or indirectly affect existing community facilities, including publicly supported day care, libraries, public schools, healthcare facilities, and fire and police protection services. A project may affect community services when it physically displaces or alters a community facility or causes a change in population that may affect the services delivered by a community facility, as might happen if a facility is already over-utilized, or if a project is large enough to create a demand that could not be met by the existing facility.

While the Proposed Actions would not physically displace or alter an existing community facility, as described below they would introduce a substantial new residential population to the Project Area, resulting in increased demand for community facilities and services. New community facilities would also be incorporated into the Proposed Project, including a proposed child care facility. Therefore, an assessment was conducted to determine whether the Proposed Actions would result in any significant adverse impacts to community facilities.

Principal Conclusions

In accordance with *CEQR Technical Manual* guidelines, detailed analyses of potential indirect impacts on public elementary and intermediate schools, public libraries, and publicly funded early childhood programs were conducted for the Proposed Actions. A preliminary assessment of healthcare facilities and police and fire protective services identified that the Proposed Project would not introduce a sizeable new population to the neighborhood, nor would it displace or alter the existing healthcare facilities and police and fire protective services. Therefore, significant adverse impacts to healthcare facilities and police and fire protective services are not anticipated and further analysis is not warranted.

Indirect Effects on Public Schools

Following the methodologies in the *CEQR Technical Manual*, the study area for the analysis of elementary and intermediate schools is the school districts' "subdistrict" (also known as a "region" or "school planning zone") in which the Proposed Project is located, specifically Subdistrict 3 of Community School District (CSD) 19.

Under the With-Action condition, the utilization rate of elementary and intermediate schools would not exceed 100 percent. Therefore, based on *CEQR Technical Manual* guidelines, the Proposed Actions would not result in significant adverse impacts to elementary and intermediate schools.

Indirect Effects on Early Childhood Programs

In the With-Action condition, the Proposed Actions would result in the incremental development of approximately 2,050 dwelling units to the Project Area, of which 1,338 units are intended to be affordable for non-senior households with incomes up to 80 percent of Area Median Income (AMI), as compared to the No-Action condition. Based on the multipliers for estimating the number of children eligible for early childhood programs according to the New York City Department of Education (DOE), the Proposed Actions are anticipated to generate the need for approximately 238 childcare slots.

Based on a detailed analysis, early childhood programs would be over capacity with a shortfall of 665 slots in the With-Action condition. The utilization rate would be 141.3 percent and the change in utilization rate would be 14.8 percent. Since the collective utilization rate for early childhood programs would be greater than 100 percent and would increase more than five percent from the No-Action condition, the Proposed Actions would result in a significant adverse impact on publicly funded childcare and Head Start Centers, and would therefore require consideration of mitigation, as discussed in **Chapter 20, Mitigation**. As detailed, the Proposed Project would incorporate a new 12,320-gsf child care facility within the Project Area.

Indirect Effects on Libraries

There is one library within 0.75 miles of the Project Area: the Brooklyn Public Library Spring Creek branch. As stated in the *CEQR Technical Manual*, a significant adverse impact would occur if a project would increase the population of the library catchment area by five percent or more, and this increase would impair the delivery of library services in the study area. The

catchment area population would increase by seven percent from the No-Action to With-Action condition and the holdings per resident would decrease from 0.0714 in the No-Action condition to 0.0688 in the With-Action condition.

The analysis concludes that the Proposed Project could result in a significant adverse impact to public libraries. Based on the projected population change of 6.9 percent to the Spring Creek Library catchment area population. Per the guidance of the *CEQR Technical Manual*, a proposed project may result in a significant adverse impact to public libraries if the Proposed Project would increase a library catchment area population by 5 percent or more, compared to the conditions in the future without the Proposed Actions, and if this increase would be expected to impair the delivery of library services in the study area. Residents in the catchment area for the library also reside in the catchment areas for other nearby libraries (including Jamaica Bay Library, Canarsie Library, and New Lots Library) and would also be served by these libraries. Both the current and projected populations would also have access to the entire Brooklyn Public Library (BPL) and New York Public Library (NYPL) system through the interlibrary loan system and could have resources delivered to their nearest library branch. Finally, there are thousands of online resources available to card holders throughout the public library system. However, even if the Proposed Project would not affect the access to holdings, the Proposed Project could affect access to computer resources, programming space, and program staffing.

As the Spring Creek Library catchment area population is projected to increase by approximately 6.9 percent, exceeding the 5 percent threshold cited in the *CEQR Technical Manual*, and the Proposed Project could impair the delivery of library services, a significant adverse impact to public libraries could result from the Proposed Project. This impact requires consideration of mitigation, as discussed in **Chapter 20, Mitigation**.

Methodology

The Proposed Actions would not directly displace a community facility, nor would it displace or alter a service. Therefore, an analysis of direct effects to community facilities is not warranted.

The *CEQR Technical Manual* provides thresholds to make an initial determination of whether detailed studies are necessary to determine potential indirect effects on public schools, libraries, early childhood programs, healthcare facilities, and fire and police protection services. According to CEQR guidelines, a project would need to introduce a sizeable new neighborhood to trigger further analysis on police/fire services and healthcare facilities. A new residential development in Brooklyn introducing a minimum of 110 units affordable to residents earning not more than 80 percent of AMI would introduce 20 or more eligible children under age five and therefore would warrant further analysis on early childhood programs. A project generating more than 50 elementary and intermediate school aged children would warrant elementary and intermediate schools analyses, and a project generating more than 150 high school students would warrant a high school analysis. Finally, a project in Brooklyn introducing a minimum of 834 total units would warrant a detailed analysis on libraries.

Using the CEQR App, an analysis tool developed by the New York City Department of City Planning (DCP), the need for detailed analysis under each of these analysis areas was

assessed. As stated previously, the Proposed Actions would introduce approximately 2,050 dwelling units to the Project Area, of which 75 percent or approximately 1,538 are anticipated to be affordable units at or below 80 percent of AMI. In addition, of the approximately 1,538 affordable units, approximately 200 are anticipated to be senior units. Only non-senior units (approximately 1,850 units) are considered for the schools analysis and only affordable, non-senior units (approximately 1,338) are considered to generate eligible children for the early childhood programs analysis (see **Table 4-1** below).

Table 4-1 Residential Community Facilities Increment for Analysis

Land Use	Unit	Existing Condition	No-Action Condition	With-Action Condition	Increment
Residential	*Total Dwelling Units*	0	0	2,050	2,050
	Affordable Units (at or below 80% AMI)	0	0	1,538	1,538
	Senior Units	0	0	200	200
	Total Residential gsf	0	0	1,645,820	1,645,820
Residents[1]		0	0	4,797	4,797
Elementary Students[2]		0	0	334	334
Intermediate Students[2]		0	0	148	148
High School Students[2]		0	0	93	93
Early Childhood Program Eligible Children[3]		0	0	238	238

[1] The number of residents is based on an average household size of 2.43 for the half-mile study area, which is comprised of Census Tracts 982, 984, 986, 1016, 1058.01, 1058.04, 1104 and 1106 (2015-2019 ACS).

[2] The number of students generated is based on the 2019 School Multipliers provided by the SCA for Brooklyn District 19 as reflected in the CEQR App. The multipliers assume 0.18 elementary students per non-senior unit, 0.08 intermediate students per non-senior unit, and 0.05 high school students per non-senior unit.

[3] The number of early childhood program eligible children is determined by the Brooklyn multiplier of 0.178 eligible children per non-senior affordable housing unit at or below 80 percent AMI (*2021 CEQR Technical Manual* Table 6-1a). Note that while the *2021 CEQR Technical Manual* adjusted the eligible age to five years old, the multiplier remains for children under 6 years old.

Public Schools

In conformance with the *2021 CEQR Technical Manual* guidance, the public schools analysis uses the most recent DOE data on school capacity, enrollment, and utilization rates for elementary and intermediate schools in the subdistrict study area and New York City School Construction Authority (SCA) projections of future enrollment to determine indirect effects on public schools (the 2019-2020 SCA Enrollment, Capacity and Utilization Blue Book). The existing conditions of public schools within the study area are examined by assessing their enrollment, target capacity, and available seats to understand the percent utilization for the study area.

Future conditions are then predicted based on SCA enrollment projections and data obtained from the SCA Capital Planning Division on the number of new housing units and students expected at the subdistrict and borough levels. The future utilization rate for school facilities is calculated by adding the estimated enrollment from proposed residential developments in the study area to DOE's projected enrollment and then comparing the resulting projected total enrollment with projected school capacity. DOE does not include charter school enrollment in its projections. DOE's enrollment projections for the years 2019 through 2028, the most recent data currently available, is posted on the SCA website and accessed through the CEQR App[1]. The latest available enrollment projections to 2028 have been used in this analysis to project student enrollment to the 2031 analysis year. These enrollment projections are based on broad demographic trends and do not explicitly account for discrete new residential development projects expected to be completed within the study area. Therefore, the estimated student population from other new development projects expected to be completed within the study area have been obtained from the SCA Capital Planning Division and 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, or if deemed appropriate to include in the analysis by the lead agency and the SCA. This data together provides the basis of the No-Action condition analysis.

The number of students that would be generated by a proposed project are estimated by "Projected Public School Ratios" (i.e., the number of elementary, intermediate, and high school students that would be generated by each residential unit) and assessed under the With-Action condition. The With-Action condition is assessed against the No-Action condition by calculating the change in utilization rates.

Study Area

According to the guidelines presented in the *CEQR Technical Manual*, the study area for the analysis of public elementary and intermediate schools is the school district's "subdistrict" (also known as "regions" or "school planning zones") in which the Project Area is located. Therefore, the schools study area is Subdistrict 3 of CSD 19 (see **Figure 4-1**).

Data Sources

As discussed above, this analysis presents the most recent DOE data on school capacity, enrollment, and utilization rates for elementary and intermediate schools and the SCA projections of future enrollment in the study area as provided and guided by DCP and the CEQR App. The existing conditions analysis uses data provided in the DOE's *Utilization Profiles: Enrollment/Capacity/ Utilization, 2019-2020 Edition*. Future conditions are predicted based on SCA enrollment and capacity projections for current schools and schools under construction as provided by the CEQR App. DOE's enrollment projections and projected new housing starts for years 2019-2028, the most recent data currently available, were also provided by DCP through the CEQR App.

[1] Consistent with CEQR methodology, the analysis focuses only on potential impacts on public schools operated by the DOE; private and parochial education facilities as well as charter schools are excluded from the analysis.

Impact Criteria

The effect of new students introduced by a proposed project on the capacity of schools within the study area is evaluated based on the methodology detailed above. According to the *CEQR Technical Manual*, a significant adverse impact may occur if a proposed project would result in both:

- A collective utilization rate of elementary schools or intermediate schools in the subdistrict study area equal to or greater than 100 percent in the future With-Action condition; and,
- For Elementary and middle schools, an increase of 100 or more new students generated from the Proposed Development past the 100 percent utilization rate.

Early Childhood Programs

Publicly financed early childhood education services under the DOE are available for eligible children five years old and younger (until the child is eligible to attend Kindergarten for a fall start date). Early childhood programs comprise EarlyLearn NYC (Child Care and Early Head Start), 3-K, and Pre-K for All. While 3-K and Pre-K programs are free for all three- and four-year-old children in New York City, there are financial and social eligibility requirements for children to enroll in EarlyLearn NYC Child Care and Early Head Start programs. For the purposes of CEQR analyses, the early childhood program analysis is limited to EarlyLearn.

The existing conditions analysis presents the most recent capacity and enrollment data of existing publicly funded early childhood programs within the study area using information from DOE. The early childhood program enrollment in the future No-Action condition is estimated by multiplying the number of new affordable housing units expected in the study area by the CEQR multiplier for estimating the number of children under the age of five eligible for publicly funded early childhood services. For Brooklyn, the multiplier estimates 0.178 eligible children per affordable housing unit (*CEQR Technical Manual* Table 6-1a).[2]

For purposes of this analysis, the early childhood program eligible population resulting from the number of housing units expected to be subsidized and targeted for incomes of 80 percent AMI or below are used as a proxy for eligibility. Therefore, the incremental 1,338 affordable, non-senior units under the With-Action condition is then added to the early childhood program enrollment calculated in the future No-Action condition above. In addition, any changes in capacity due to the introduction of space available as part of the Proposed Actions for use as an early childhood program facility are accounted for.

Study Area

According to the *CEQR Technical Manual*, the study area for the analysis of early childhood programs is typically defined as the area within 1.5 miles of the Project Area. Although there are no locational requirements for enrollment in early childhood programs and parents/guardians can choose an early childhood program close to their employment rather than their residence, centers closest to the Project Area are more likely to be subject to

[2] Note that the *2021 CEQR Technical Manual* Table 6-1a multiplier pertains to children under 6 years old. This multiplier was used for a conservative analysis.

increased demand. Therefore, a 1.5-mile radius around the Project Area was used as the study area for this analysis.

Data Sources

Consistent with the *CEQR Technical Manual,* the data obtained for this analysis is provided by DOE's Division of Early Childhood Education via DCP. DOE did not provide data on changes planned for early childhood programs or facilities in the Project Area under the No-Action condition. However, the Brooklyn Developmental Center FEIS identifies an impact and potential mitigation in the form of added capacity. The With-Action condition is assessed with and without this mitigation.

Impact Criteria

According to the *CEQR Technical Manual*, a significant adverse impact may occur if a proposed project would result in both:

- A collective utilization rate of the early childhood programs in the study area that is greater than 100 percent in the With-Action condition; and,
- An increase of five percent or more in the collective utilization rate between the future No-Action and the future With-Action conditions.

Libraries

Public libraries as analyzed under CEQR are branch libraries operated by the New York Public Library, the Queens Borough Public Library, and the Brooklyn Public Library systems. The analysis of libraries generally focuses on the resources available to the population within the service area(s) of the library or libraries nearest to the Project Area. Potential impacts on libraries can result from an increased user population.

A detailed analysis of libraries includes a description of existing libraries within the study area, their information services, and their user population. Branch holdings and circulation data are identified. Under the No-Action condition, the future population in the study area is determined, and any changes or planned new branches are integrated into the analysis. The With-Action condition is similarly established, and the change over the No-Action condition is assessed for effects on library access and services. Libraries analysis typically compares the population that would be generated by the Proposed Actions with the catchment area population for libraries located within an approximately 0.75-mile radius around the Project Area.

The 2019 American Community Survey (ACS) five-year estimates were assembled for all census tracts that fall primarily within 0.75 miles of a library to determine the existing population of a library's catchment area. The catchment area population in the No-Action condition was estimated by multiplying the number of new residential units in projects located within the 0.75-mile catchment area that are expected to be complete by 2031 by an average household size of 2.34 persons (the average household size for the half-mile study area, including Census Tracts 982, 984, 986, 1016, 1058.01, 1058.04, 1104 and 1106) according to the 2014-2018 ACS five-year estimates. The catchment area population in the With-Action condition was estimated by adding the anticipated population that would result

from the Proposed Actions to the catchment area population estimate in the No-Action condition.

The new population in the No-Action condition and With-Action condition is then added to the existing catchment area population to assess potential effects on public libraries.

Study Area

Library branch catchment areas are typically not more than 0.75 miles from the library branch, which is the distance that one might be expected to travel for such services. One Brooklyn Public Library branch—Spring Creek—is located within a 0.75-mile radius of the Project Area, meaning the Project Area is located within the catchment area of the library. Therefore, the 0.75-mile catchment area for the Spring Creek branch was used as the study area for the analysis.

Data Sources

As discussed above, the 2019 ACS five-year estimates were assembled for all census tracts that fall primarily within 0.75 miles of the library to determine the existing population of the library's catchment area. The Brooklyn Public Library was contacted for the latest data on circulation for the branch within the study area.

Impact Criteria

Generally, if a proposed project would increase the study area population by five percent or more over the No-Action condition population, and it is determined, in consultation with the appropriate library agency, that this increase would impair the delivery of library services in the study area, a significant impact may occur, warranting consideration of mitigation.

Detailed Analysis: Public Schools

Existing Conditions

As shown in **Table 4-2** and **Figure 4-1**, the subdistrict contains five elementary schools with a total enrollment of 1,719 students and a surplus of 958 seats, leading to a utilization rate of 64.2 percent.

The subdistrict contains six intermediate schools that have an existing total enrollment of 1,934 students and a surplus of 439 seats, leading to an overall utilization rate of 81.5 percent.

Table 4-2 Public School Enrollment, Capacity, and Utilization for Existing Conditions, School District 19, Subdistrict 3

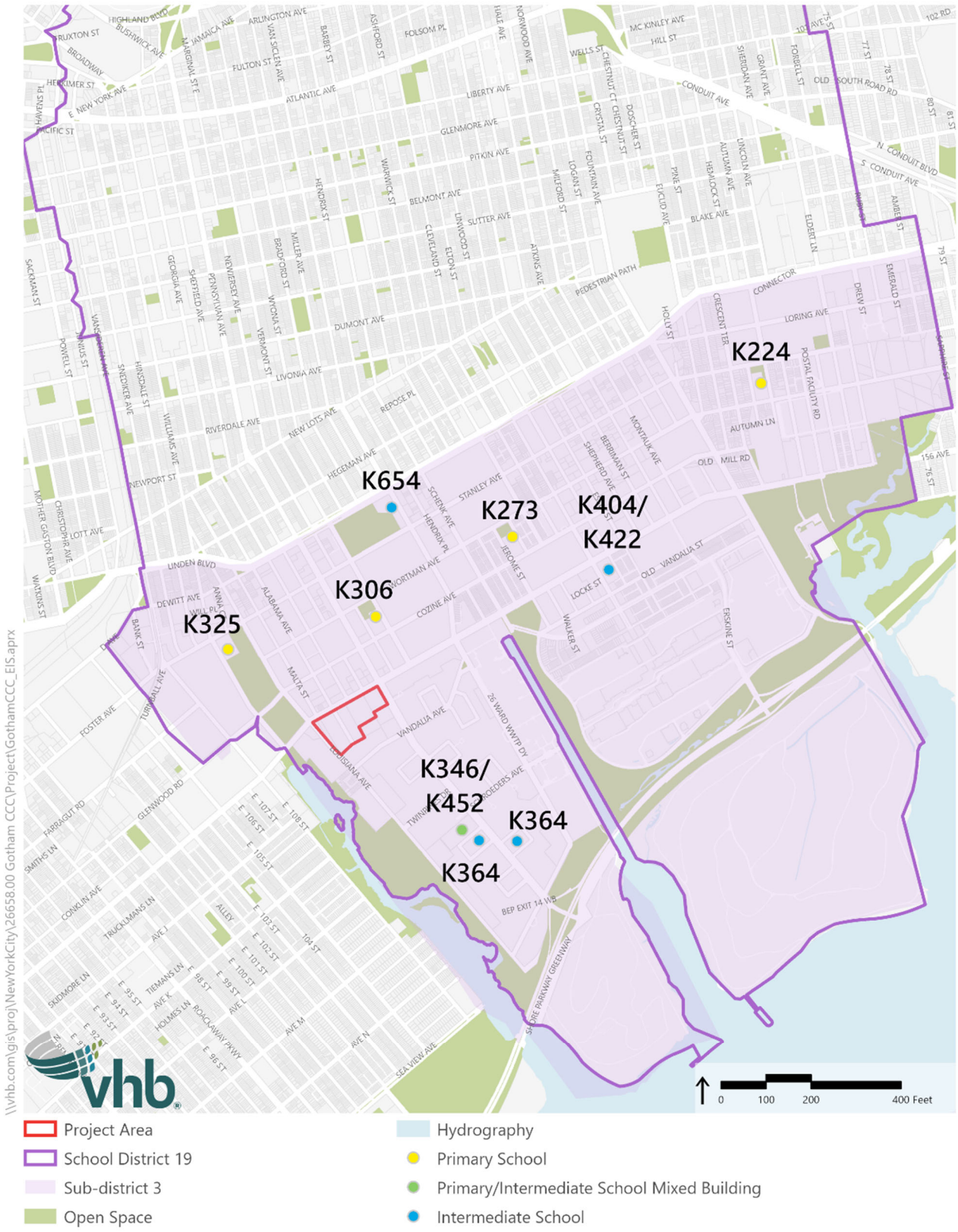
Org. ID	Bldg. ID	School Name	Address	Grades[1]	Enrollment	Target Capacity	Available Seats	Utilization
Elementary Schools								
K224	**K224**	P.S. 224 -Hale A. Woodruff	757 Wortman Avenue	PK-5	332	644	312	52%
K273	**K273**	P.S. 273 - Wortman	923 Jerome Street	PK-5	329	435	106	46%
K306	**K306**	P.S. 306 – Ethan Allen	970 Vermont Street	PK-5	310	510	200	61%
K325	**K260**	P.S. 260 – The Fresh Creek School	875 Williams Avenue	PK-5	190	338	148	56%
K346	**K346**	P.S. 346 – Abe Stark	1400 Pennsylvania Avenue	PK-5	558	750	192	74%
			Study Area Total		**1,719**	**2,677**	**958**	**64.2%**
Intermediate Schools								
K364	**K364**	I.S 364 - Gateway	1426 Freeport Loop	6-8	140	188	48	74%
K364	**K872**	I.S. 364- Gateway Annex	1461 Geneva Loop	6-8	125	307	182	41%
K404	**K422**	Academy for Young Writers- K	1065 Elton Street	6-12	542	571	29	95%
K422	**K422**	Spring Creek Community School - K	1065 Elton Street	6-12	530	467	-63	113%
K452	**K346**	P.S. 346 – Frederick Douglass Academy	1400 Pennsylvania Avenue	6-8	307	406	99	76%
K654	**K166**	I.S. 166 – Van Siclen Community	800 Van Siclen Avenue	6-8	290	434	144	67%
			Study Area Total		**1,934**	**2,373**	**439**	**81.5%**

Source: CEQR App, NYC DOE Enrollment, Capacity and Utilization Blue Book 2019-2020.

Note:

[1] Only Enrollment and capacity data for relevant grades were included for each elementary and intermediate school. Charter, citywide gifted and talented, D75 special education, and D79 alternative high school equivalency schools are not included in the analysis.

Figure 4-1 Public Schools District 19, Subdistrict 3



No-Action Condition

Enrollment Projections

Projected enrollment was determined for the future 2031 No-Action condition using SCA's *Enrollment Projections for the New York City Public Schools, 2019 - 2028*, which references DOE's projected New Housing Starts, as well as Panel for Educational Policy (PEP) proposals for changes in school utilization.[3] SCA enrollment projections are available at the school district level; they focus on the natural growth of New York City's student population (through births and grade retention) and do not base projections on individual future residential developments planned for the subdistrict study area (No-Action development projects). DCP provided a proportion of this projection that would be allocated to each of the subdistricts. These proportions equate to approximately 1,717 elementary students and 932 intermediate students that would be enrolled in the subdistrict in the future No-Action condition.

The future utilization rate for school facilities is calculated by adding the estimated enrollment from No-Action development projects from DOE's projected New Housing Starts (2019) and other projects not accounted for by DOE, to the SCA's projected enrollment, as noted above. Then the resulting enrollment estimate is compared with projected school capacity. The projected new housing starts data indicates that 424 elementary and 187 intermediate students are expected to be generated by No-Action residential development.[4]

For this analysis, proposed developments within Subdistrict 3 were accounted for in the No-Action condition for when not already included in SCA's Projected New Housing Starts.[5] See **Table 4-3** for the developments included in addition to the Projected New Housing Starts data and an estimate of how many elementary and intermediate school-aged children they would generate. In total, these developments would generate 541 elementary students and 239 intermediate students. With the addition of students expected from these No-Action developments and SCA's Projected New Housing Starts, No-Action enrollment would total 2,682 elementary students and 1,358 intermediate students.

Table 4-3 Public Schools No-Action Condition- Proposed Housing Developments

Project	Total Dwelling Units	Relevant Dwelling Units[1]	Elementary School Children[2]	Intermediate School Children[2]
Brooklyn Developmental Center	2,623	2,392	432	191
Gateway Fresh Creek URA Phase 5	560	560	101	45
Gateway Site 26A	192	0	0	0
East New York Projected Sites 58, 59, and 64[4]	42	42	8	3
Total	**3,417**	**2,994**	**541**	**239**

Notes:
Includes developments within CSD 19 Subdistrict 3 not included in the SCA Projected New Housing Starts as of January 13, 2022.
[1] Excludes senior units
[2] Generation rates of 0.18 elementary students and 0.08 intermediate students per non-senior dwelling unit

[3] SCA Enrollment Projections for the New York City Public Schools, 2019 – 2028.
[4] DOE, Projected New Housing Starts as Used in Enrollment Projections [2018-2027]
[5] As confirmed by DCP.

Projected Capacity Changes

There are two projected capacity changes to schools in the study area expected under the future No-Action condition. For elementary schools, K306 - Ethan Allen is expected to see an increased capacity that will take effect in the 2020-2021 School Year due to proposed re-siting, co-locations, and openings of organizations associated with the school.[6] This would result in a target capacity change from 510 seats to 1,020 seats for K306. The second capacity change is for elementary school K273 - P.S. 273 that is expected to see increased capacity that was projected to take effect in the 2019-2020 School Year due to re-siting and co-location of P.S. K004 to K273. This would result in a total target capacity of 705 students.[7] The resulting overall target capacity would be 3,457 for elementary schools in the study area under the No-Action condition.

Furthermore, the Brooklyn Development Center identified a significant adverse impact to public elementary schools due to a 13.32 percent increase in utilization in CSD 19, Subdistrict 3. The FEIS for the Brooklyn Development Center states that mitigation measures to address the identified significant adverse impact would be explored in consultation with NYCDOE and SCA and could include freeing up space, new school construction, or restructuring existing schools. Based on the results of the analysis, the Brooklyn Development Center would need to provide approximately 219 seats. However, since the mitigation has not been defined, it is unclear how it will impact capacity in the district, and therefore the conditions are reported with and without this potential mitigation.

No-Action Utilization

As shown in **Table 4-4**, elementary schools in CSD 19, Subdistrict 3 would operate within capacity, with a 72.2 percent utilization rate and a surplus of 962 seats. Intermediate schools would operate within capacity, with a 53.7 percent utilization rate and a surplus of 1,098seats.

Table 4-4 Projected Public School Enrollment, Capacity, and Utilization for No-Action Condition, School District 19, Subdistrict 3

Projected 2028 Enrollment	Students Introduced by No-Action Residential Development	Total No-Action Enrollment	Capacity	Available Seats	Utilization (%)
Elementary Schools					
1,717	965	2,682	3,457	775	77.6%
Intermediate Schools					
932	426	1,358	2,373	1,015	57.2%

Source: CEQR App, SCA Enrollment Projections for New York City Public Schools by the Statistical Forecasting (2019-2028)

[6] The Proposed Re-siting and Co-location of the Middle School Grades of Achievement First Aspire Charter School (84K680) and the Proposed Opening and Temporary Co-location of Grade Five of Achievement First Linden Charter School (84K788) with P.S. 306 Ethan Allen (19K306) in Building K306 Beginning in the 2018-2019 School Year, October 12, 2017.

[7] The Proposed Re-Siting and Co-location of P.S. K004 (75K004) with P.S. 273 Wortman (19K273) in Building K273 Beginning in the 2019-2020 School Year, February 28, 2019.

With-Action Condition

As detailed above, the Proposed Actions are anticipated to result in the development of 1,850 non-senior dwelling units, which would introduce approximately 334 elementary students and 148 intermediate students to the subdistrict. The Proposed Project would include development of a trade school but is not anticipated to provide additional capacity within the Project Area for public schools.

As shown in **Table 4-5**, elementary schools in CSD 19, Subdistrict 3 would continue to operate within capacity in the With-Action condition. The subdistrict elementary schools would operate at 87.2 percent capacity with 800 available seats. The collective utilization rate of elementary schools in the With-Action condition would increase by 9.7 percent from the No-Action condition. Intermediate schools would also continue to operate within capacity. Under the With-Action condition, the subdistrict intermediate schools would operate at approximately 63.4 percent capacity with 950 available seats, a 6.2-percent increase in utilization over the No-Action condition.

Table 4-5 Projected Public School Enrollment, Capacity, and Utilization for With-Action Condition, School District 19, Subdistrict 3

Total No-Action Enrollment	Students Generated by Project	Total With-Action Enrollment	Projected Capacity	Available Seats	Utilization (%) with Project	Change in Utilization (%) from No Action
Elementary Schools						
2,682	334	3,016	3,457	441	87.2%	9.7%
Intermediate Schools						
1,358	148	1,505	2,373	868	63.4%	6.2%

Source: CEQR App, SCA Enrollment Projections for New York City Public Schools by the Statistical Forecasting (2019-2028)

The collective utilization rate for public elementary and intermediate schools in the With-Action condition would not be greater than 100 percent. Therefore, the Proposed Actions would not result in a significant adverse impact to elementary or intermediate schools.

Detailed Analysis: Early Childhood Programs

Existing Conditions

There are 20 publicly funded early childhood programs within the 1.5-mile study area. These early childhood programs have a total capacity of 1,610 seats and have 167 available seats (89.6 percent utilization) (see **Table 4-6**). While family-based childcare facilities and informal care arrangements may provide additional seats in the study area, these seats are not included in the quantitative analysis for conservative analysis purposes.

Table 4-6 Publicly Funded Early Childhood Programs Serving the Study Area

ID	Program Name	Program Address	Borough	Capacity	Enrollment	Available Seats	Utilization Rate (%)
1	Boulevard Nursery School	2150 Linden Boulevard	BK	40	32	8	80%
2	Brooklyn Developmental Center	888 Fountain Avenue	BK	15	10	5	67%
3	Nat Azarow Children's Center	232 Powell St	BK	88	86	2	98%
4	Blake-Milford Day Care Center	334 Milford St.	BK	44	45	-1	102%
5	Sylvia Klein Child Care Center	720 Euclid Avenue	BK	29	17	12	59%
6	Friends of Crown Heights 16	668 Logan Street	BK	83	78	5	94%
7	Friends of Crown Heights 17	921 Hegeman Avenue	BK	80	63	17	79%
8	Friends of Crown Heights 19	370 New Lots Ave	BK	100	88	12	88%
9	Hebrew Educational Society	9502 Seaview Avenue	BK	50	48	2	96%
10	Help 1	515 Blake Avenue	BK	84	81	3	96%
11	Pal Arnold & Marie Schwartz	452 Pennsylvania Ave	BK	103	89	14	86%
12	Pal World Of Creative Experiences	280 Livonia Ave	BK	185	166	19	90%
13	Breukelen Head Start	715 East 105 St.	BK	34	34	0	100%
14	Breukelen Day Care Center	717 East 105th Street	BK	70	63	7	90%
15	FirstStepNYC @ P.S/I.S. 41	225 Newport Street	BK	65	65	0	100%
16	Salvation Army Brownsville	280 Riverdale Avenue	BK	63	55	8	87%
17	United Community Day Care Center	613 New Lots Avenue	BK	94	78	16	83%
18	Children's Corner Day Care Center	565 Livonia Ave	BK	174	140	34	80%
19	Urban Strategies Day Care Center 1	1091 Sutter Ave	BK	139	137	2	99%
20	Urban Strategies Day Care Center 3	1152 Elton Street	BK	70	68	2	97%
			Child Care Total	**1,610**	**1,443**	**167**	**89.6%**

Source: DOE EarlyLearn Contractor Centers Capacity and Enrollment as of 2021, obtained from the Department of City Planning

No-Action Condition

Planned or proposed No-Action development projects in the early childhood programs study area are anticipated to introduce approximately 3,334 new affordable housing units by the analysis year (see **Table 4-7**). Based on the CEQR generation rates for the projection of children eligible for publicly funded day care, these developments would introduce approximately 671 children under the age of six who would be eligible for publicly funded childcare services.

Accounting for the estimated 671 publicly funded childcare-eligible children that would be introduced by the No-Action development projects, it is estimated that early childhood programs in the study area would operate at 126.5 percent utilization with a deficit of 426 slots in the No-Action condition (see **Table 4-8**).

The Brooklyn Developmental Center Mixed-Use Project FEIS identified a significant adverse impact to publicly funded early childhood programs.[8] As mitigation, the Brooklyn Development Center project could include 14,500 sf of space for early childhood programming, and assuming 50 sf per slot, the DEIS estimated it could offer 290 slots for programming. However, the FEIS states that NYCDOE will determine the appropriate mitigation measures and therefore the extent of the mitigation and effects on study area capacity cannot be determined. However, if instituted as publicly funded early childhood programs, the study area capacity would be increased to 1,900 slots with a decreased capacity deficit of 136 seats under the No-Action condition. Accounting for this additional capacity, the utilization rate would be 107.2 percent under the No-Action condition.

[8] https://esd.ny.gov/brooklyn-developmental-center-mixed-use-project-final-environmental-impact-statement-feis

Table 4-7 Child-Care Eligible Children Anticipated in No-Action Development Projects

Project	Total Proposed Dwelling Units	Proposed Affordable Units[1]	Multiplier	Child-Care Eligible Children[2]
Schroeders Avenue Development	72	72	0.178	13
Brooklyn Developmental Center	2,623	1,958[3]		349[3]
169 Livonia Avenue	78	78		14
215 Livonia Avenue	96	96		18
449 Chester Street	174	122		22
96 New Lots Avenue	118	118		22
Gateway Fresh Creek URA Phase 5	560	560		100
Gateway Site 26A	192	0		0
Lincoln Wortman Development	207	207		37
East New York Projected Sites 58, 59, and 64[4]	42	21		4
679 Van Sinderen Avenue	102	102		19
Total	**4,624**	**3,334**		**671**

Notes:
[1] Proposed Affordable Units do not include affordable senior units or supportive units that would not generate child-care eligible children
[2] Rounded up to the nearest whole number
[3] The Brooklyn Developmental Center EIS indicates 1,958 non-senior and non-supportive affordable housing units would generate 349 children eligible for publicly funded programs
[4] The East New York Rezoning Proposal (15DCP102K) assumed that 50% of units across all projected development sites would be affordable units

Table 4-8 No-Action Condition Estimated Publicly Funded Child Care Center Enrollment, Capacity and Utilization

Enrollment	Capacity	Available Slots	Utilization Rate (%)	Change in Utilization (%)
2,036	1,610[1]	-426[1]	126.49[1]	36.9

Notes:
[1] If the mitigation identified in the Brooklyn Development Center DEIS is undertaken, the study area would operate with a capacity of 1,900 seats and a deficit of 136 seats. The utilization rate would be 107.2 percent.

Future With-Action Condition

As stated above, 1,338 affordable dwelling units would be provided as part of the Proposed Actions, resulting in an increment of 238 additional childcare-eligible children. This would increase the projected enrollment to 2,275 children, with a resulting utilization of 141.3 percent for early childhood program facilities (see **Table 4-9**). In comparison to the No-Action condition, the utilization rate within the study area would increase by 14.8 percent.

If the Brooklyn Development Center mitigates their impact as proposed in the FEIS, then the study area would operate with a capacity of 1,900 slots and a deficit of 375 slots in the With-Action condition. The resulting utilization rate with the Proposed Actions would be 119.7

percent, an increase in utilization of 12.5 percent over the 107.2 percent that would result in the No-Action condition.

Overall, the collective utilization rate for early childhood program facilities would be above 100 percent and the change in utilization between the No-Action and With-Action conditions would be above five percent regardless of whether No-Action projects mitigate their adverse impacts or not. Therefore, there would be a significant adverse impact on early childhood program facilities due to the Proposed Actions. See **Chapter 20, Mitigation** for potential measures to mitigate this impact. As detailed, the Proposed Project would incorporate a new 12,320-gsf childcare facility within the Project Area that would provide additional capacity in the study area. As discussed in **Chapter 20, Mitigation**, if NYCDOE approves of the public funding of this facility, it would mitigate the adverse impact.

Table 4-9 With Action Condition Estimated Publicly Funded Child Care Center Enrollment, Capacity and Utilization

Enrollment	Capacity	Available Slots	Utilization Rate (%)	Change in Utilization
2,275	1,610[1]	-665[1]	141.3[1]	14.8[1]

Notes:
[1] If the mitigation identified in the Brooklyn Development Center DEIS is undertaken, the study area would operate with a capacity of 1,900 seats and a 375-slot deficit. The utilization rate would be at 119.7 percent and the change in utilization would remain at 12.5 percent

Detailed Analysis: Libraries

Existing Conditions

The Project Area is served by the Brooklyn Public Library (BPL) system, which includes 59 neighborhood branches and houses approximately 3.1 million holdings and 2.9 million volumes. One BPL location (see **Figure 4-2**) is located within 0.75 miles of the Project Area. There are also three other nearby BPL Branches: the Canarsie branch is 0.76 miles from the Project Area; the New Lots Branch is 0.87 miles from the Project Area; and the Jamaica Bay Branch 1 mile from the Project Area. These libraries' catchment areas overlap with the Spring Creek Library Catchment area. Although these libraries are not accounted for in the quantitative analysis, they serve portions of the study area population, and thus there are additional library resources for study area residents that are not reflected in the analysis.

The BPL at Spring Creek is located on the corner of New Jersey Avenue and Flatlands Avenue (1143 Flatlands Avenue). **Table 4-10** below provides the number of holdings and total catchment area population served by the Spring Creek branch. Residents can visit and order books from any BPL branch, including the BPL for Teens, a New York Public Library branch, or order books from any of the other library branches. In 2019, the BPL system also provided over 400,000 books, magazines, audiobooks, and other digital assets with a library card, as well as other virtual programming.

The Spring Creek branch is one of the most recent branches added to the BPL system. The branch opened in 1977 and initially offered limited hours and shared its staff with Canarsie Library. The single-story 7,500-square-foot facility was designed as a low-cost, energy-

efficient building. The Spring Creek Library typically offers numerous programs, such as book talks, adult feature films, chess programs, teen gaming, and Story Play, where young children listen to stories while interacting with toys. Based on Fiscal Year 2019, the Spring Creek Library hosted approximately 715 programs attended by over 7,300 participants.[9] Four housing developments—including Starrett City, one of the largest federally-assisted rental properties in the country, with nearly 6,000 units—are located within the neighborhood served by the branch. The library has six public computers, free internet access, printers, and restrooms. The holdings at the Spring Creek branch include books, CD-Roms, DVDs, and videotapes. The branch serves a catchment area population of 68,033 and had average monthly holdings of 4,977 in 2019 (with a monthly range from 3,831 to 5,704 holdings), averaging approximately 0.0731 holdings per resident.

Table 4-10 Existing Conditions Public Library Catchment Area Population and Holdings

ID	Library Name	Address	Holdings[1]	Catchment Area Population[2]	Holdings per Resident
1	Spring Creek	1143 Flatlands Avenue	4,977	68,033	0.0731
		Total	**4,977**	**68,033**	**0.0731**

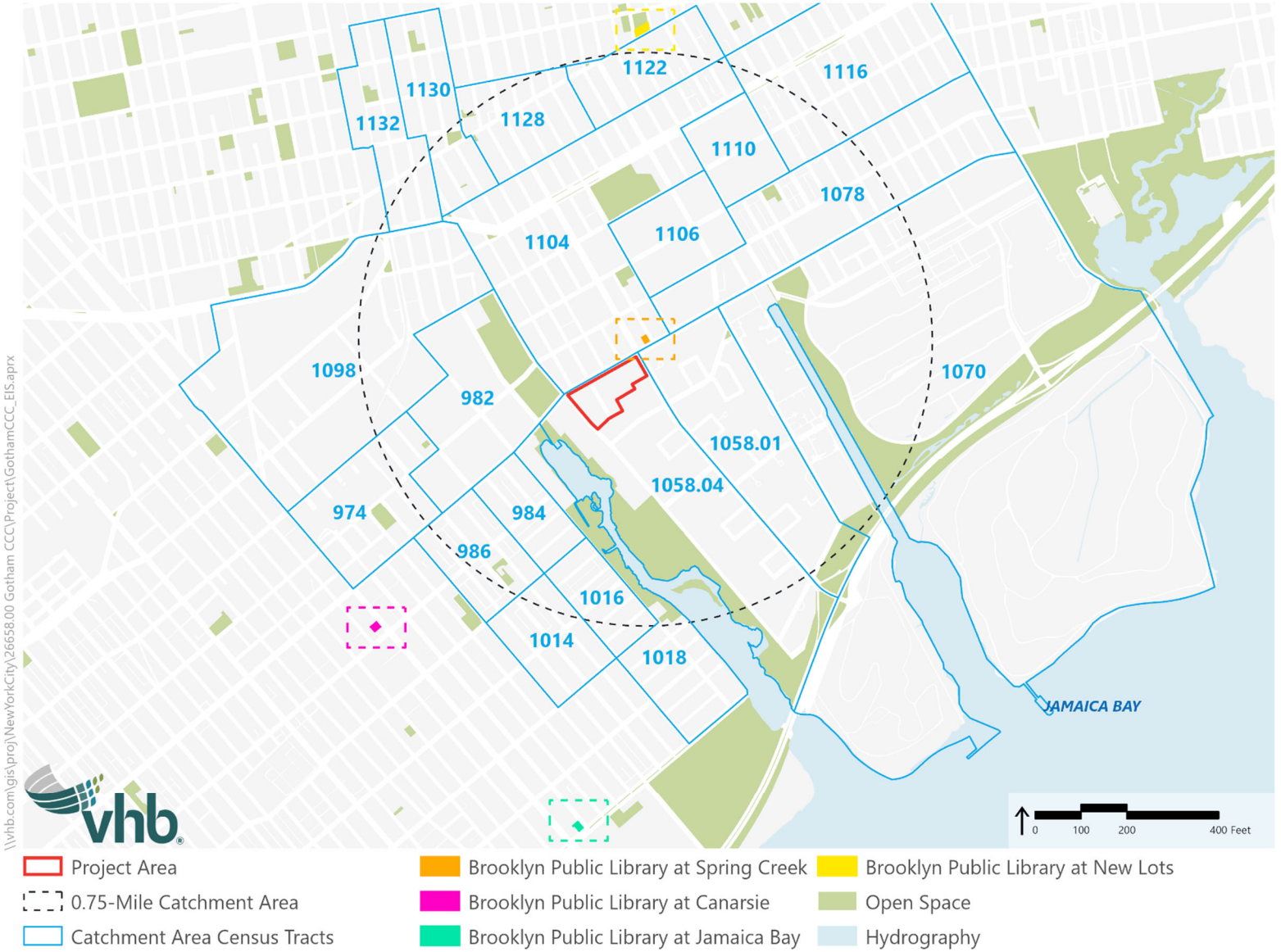
Source: BPL, 2018 ACS 5-year estimates, NYC Capital Planning Platform

[1] Approximate holdings which include books, CD-ROMs, DVDs, and videotapes. Number represents the average monthly holdings for 2019.

[2] 2018 ACS 5-year estimates for census tracts primarily within the library's three-quarter mile catchment area (Census Tracts 974, 982, 984, 986, 1014, 1016, 1018, 1058.01, 1058.04, 1070, 1078, 1098, 1104, 1106, 1110, 1116, 1122, 1128, 1130, 1132)

[9] Brooklyn Developmental Center FEIS

Figure 4-2 Libraries Study Area



No-Action Condition

In the No-Action condition, the existing library will continue to serve the study area. The catchment area population would increase due to planned No-Action development (see **Table 4-11**).

Table 4-11 No-Action Developments Within Library Catchment Area

Development Name	Build Year	Dwelling Units	Expected Population[1]
Schroeders Avenue	2021	72	181
379 Dewitt Avenue	2021	26	65
Gateway/Fresh Creek URA	2031[2]	560	1,406
Total		**658**	**1,652**

[1] This number was calculated by multiplying the number of dwelling units introduced by No-Action developments with the average household size of 2.51 for the study area census tracts defined in **Table 4-9.**

[2] Projects for which no build year is available are assumed to be completed and operational by the completion of the Proposed Project

As shown in **Table 4-12**, planned No-Action developments would introduce approximately 658 residents to the catchment area, increasing its population to 69,685. Assuming no increase in holdings in the No-Action condition, the holdings-per-resident ratio for the library would decrease from 0.0731 in existing conditions to 0.0714 in the No-Action condition.

Table 4-12 No-Action Condition Public Library Catchment Area Population and Holdings

Library Name	No-Action Holdings Total	No-Action Residents	No-Action Catchment Area Total Population	No-Action Holdings per Resident
Spring Creek	4,977	658	69,685	0.0714

It is important to note that the BDC development is not within the library catchment area and is therefore not accounted for in the No-Action development table. However, it is also served by the Spring Creek Library Branch. The FEIS determined that the BDC project "would increase the catchment area population and alter the demographics such that the Spring Creek Library's programming space and staffing could be impaired" and that, "mitigation measures could include providing indoor/outdoor space on the Project Site to accommodate BPL programming, creating programs to accommodate new users, or alleviating staffing constraints through funding one or more new program staff positions. In addition, the Developer has committed to provide Project residents with access to low-cost or free internet as well as computer lab/reading areas within the Proposed Project, a measure that BPL agreed would avoid impairment of its provision of public computer access at the Spring Creek Branch. The full range of mitigation measures ultimately implemented would rely upon input from BPL, which would undertake ongoing monitoring to determine the appropriate mitigation measures as the Proposed Project is occupied. As well as providing internet access and computer lab/reading areas within the Proposed Project."

Further coordination is committed to in the FEIS and could result in additional space on the BDC site to serve the library, programming, or staffing to mitigate the identified adverse impact.

With-Action Condition

As shown in **Table 4-13**, the Proposed Actions would result in an incremental increase of approximately 4,797 new residents (an approximately 6.9-percent increase over the No-Action catchment area population). With the Proposed Actions, the holdings-per-resident ratio for the Spring Creek Library catchment area would decrease from 0.0714 to 0.0668 (a decrease of approximately 0.005 holdings per resident).

Table 4-13 With-Action Condition Public Library Catchment Area Population and Holdings

Library Name	With-Action Holdings Total	Proposed Project Residents	With-Action Catchment Area Population	With-Action Holdings per Resident	Population Increase
Spring Creek	4,977	4,797	73,076	0.0688	6.9%

Per the guidance of the CEQR Technical Manual, a proposed project may result in a significant adverse impact to public libraries if the Proposed Project would increase a library catchment area population by 5 percent or more, compared to the conditions in the future without the Proposed Actions, and if this increase would be expected to impair the delivery of library services in the study area.

Residents of the Spring Creek Library catchment area also reside in catchment areas for other nearby libraries, including the Jamaica Bay Library, Canarsie Library, and New Lots Library as described above, and therefore would also be served by these libraries. Both the current and projected populations would also have access to the entire BPL and NYPL system through the interlibrary loan system and could have resources delivered to their nearest library branch. Finally, there are thousands of online resources available to card holders throughout the system.

However, it is possible that although the Proposed Project may not affect the study area population's access to holdings due to widespread availability, that it could affect computer resources, because the Branch has a limited number of computers and tablets available for public use. Furthermore, since the Proposed Project would increase the catchment area population, it could alter the demographics such that the Spring Creek Library's programming space and staffing could be impaired.

Therefore, since the Spring Creek Library's catchment area population is projected to increase by approximately 6.9 percent, exceeding the 5 percent threshold cited in the *CEQR Technical Manual*, and the Proposed Project could impair the delivery of library services, the analysis concludes that a significant adverse impact to public libraries could result from the Proposed Project. This impact requires consideration of mitigation, as discussed in **Chapter 20, Mitigation**.