

A. INTRODUCTION

The *New York City Environmental Quality Review (CEQR) Technical Manual* defines community facilities as public or publicly funded facilities including schools, hospitals, libraries, day care centers, and fire and police protection services. Direct impacts may occur when a particular action physically alters or displaces a community facility. Indirect impacts result from increases in population, which create additional demand on service delivery.

This chapter assesses whether changes in background conditions since the FGEIS, or differences in program elements between the proposed development program and those assessed in the FGEIS would alter the FGEIS findings with respect to community facilities. As the Proposed Actions would not result in direct impacts to existing community facilities, this analysis concentrates on the potential for indirect effects on the capacity and provision of services by those community facilities. The Proposed Actions are assessed in terms of the proposed development program, and in terms of a variation on the proposed development program in which 20 percent of the project's dwelling units would be below market rate (the "Affordable Housing Scenario").

The analysis finds that the proposed development program would not result in significant adverse impacts to police, fire and emergency services, libraries, hospitals and health care facilities, or day care centers. The proposed development program would result in significant adverse impacts to public elementary and intermediate schools in Planning Zone 4, but not within Community School District 2 (CSD 2) as a whole. The significant impact to public intermediate schools in Planning Zone 4, which was not identified in the FGEIS analysis, is the result of updated New York City Department of Education (DOE) enrollment and projection data and changed background conditions in the study area. Mitigation for the significant adverse public school impact is discussed in Chapter 23, "Mitigation."

The analysis finds that the Affordable Housing Scenario would not result in significant adverse impacts to hospitals and health care facilities, but would result in significant adverse impacts to public elementary and intermediate schools in Planning Zone 4. The impacts to public elementary and intermediate schools would be slightly more severe compared to the proposed development program. The Affordable Housing Scenario also would result in significant adverse impacts to public day care centers. Mitigation for these significant adverse impacts is discussed in Chapter 23, "Mitigation."

B. SUMMARY OF FGEIS FINDINGS

The FGEIS found that none of the illustrative development programs would have significant adverse impacts on police and fire protection services, libraries, or outpatient care facilities. However, under the Rezoning Scenario's illustrative development programs, the number of additional students generated would exceed the projected capacity within the public elementary schools in the vicinity of the development parcels and in CSD 2 as a whole, resulting in

significant adverse impacts. The FGEIS also concluded that development under an 80/20 development scenario would have a significant adverse impact on elementary schools in the vicinity of the development parcels and in CSD 2 as a whole, and that there would likely be a significant adverse impact on public day care centers. Using eligible child rates provided in the *CEQR Technical Manual*, the FGEIS analysis found that an 80/20 development scenario would generate demand greater than 5 percent of the collective capacity of study area day care centers.

C. METHODOLOGY

The *CEQR Technical Manual* provides guidelines or thresholds (shown in Table 4-1) that are used to make an initial determination of whether a detailed study is necessary to determine potential impacts. In the areas of public elementary schools, intermediate schools, and libraries, the proposed development program would be above the CEQR thresholds requiring a detailed analysis. Based on student ratios from Table 3C-2 of the *CEQR Technical Manual*, the proposed development program would add an estimated 125 new high school students. This number is below the 150-student CEQR threshold; therefore, no further analysis of the proposed development program’s effects on public high schools is required.

**Table 4-1
Preliminary Screening Analysis Criteria**

Community Facility	Threshold
Police protection	Direct effect only
Fire protection and emergency services	Direct effect only
Public schools	More than 50 elementary/intermediate school or 150 high school students
Libraries	Greater than 5 percent increase in ratio of residential units to libraries in borough
Hospitals and health care facilities (outpatient)	More than 600 low- to moderate-income units
Day care centers (publicly funded)	More than 50 eligible children based on number of low- to moderate-income units by borough
Source: 2001 <i>CEQR Technical Manual</i> .	

The Affordable Housing Scenario is above CEQR thresholds for public elementary schools, intermediate schools, outpatient health care facilities, and day care facilities; therefore, these areas are analyzed in detail for the Affordable Housing Scenario. Based on student ratios from Table 3C-2 of the *CEQR Technical Manual*, the 80/20 development scenario would add an estimated 142 new high school students. This number is below the 150-student CEQR threshold; further analysis of the Affordable Housing Scenario’s effects on public high schools is not required.

In terms of police and fire protection services, the *CEQR Technical Manual* suggests that a detailed assessment of service delivery be conducted if a proposed action would affect the physical operations of, or access to and from, a fire station, or police precinct house. The proposed development program would not result in these direct effects. However, this chapter considers potential indirect effects on police, fire, and emergency response times due to resource demands and project-generated traffic.

For each area of analysis, this chapter describes existing conditions and future conditions without the Proposed Actions, and analyzes the probable impacts of the Proposed Actions. Because the analysis year for the Proposed Actions is 2014 (rather than the 2007 and 2011 analysis years analyzed in the FGEIS), the schools analysis uses updated enrollment and projected enrollment figures provided by DOE. The day care analysis uses updated information on enrollment and

capacity of publicly funded day care centers provided by the Administration for Children's Services (ACS). In addition, the analyses apply updated background growth data to project future conditions without the Proposed Actions based on the most recent available information on development projects planned or proposed in the area surrounding the development parcels. The individual catchment areas for each type of service provider (e.g., police precincts for police protection and school district boundaries for public schools) serve as the study area boundaries for these analyses.

D. FIRE PROTECTION AND EMERGENCY SERVICES

According to the *CEQR Technical Manual*, the assessment of impacts on fire protection services relates to fire response time (i.e., the amount of time it would take for fire engines to travel from the nearest fire station to the site of the proposed project or other buildings within the primary service area of that station). Generally, a detailed assessment of service delivery is conducted only if a proposed action would affect the physical operations of, or access to and from, a station house. The Proposed Actions would not have these direct effects. However, the following analysis considers potential indirect effects on response times due to resource demands and project-generated traffic.

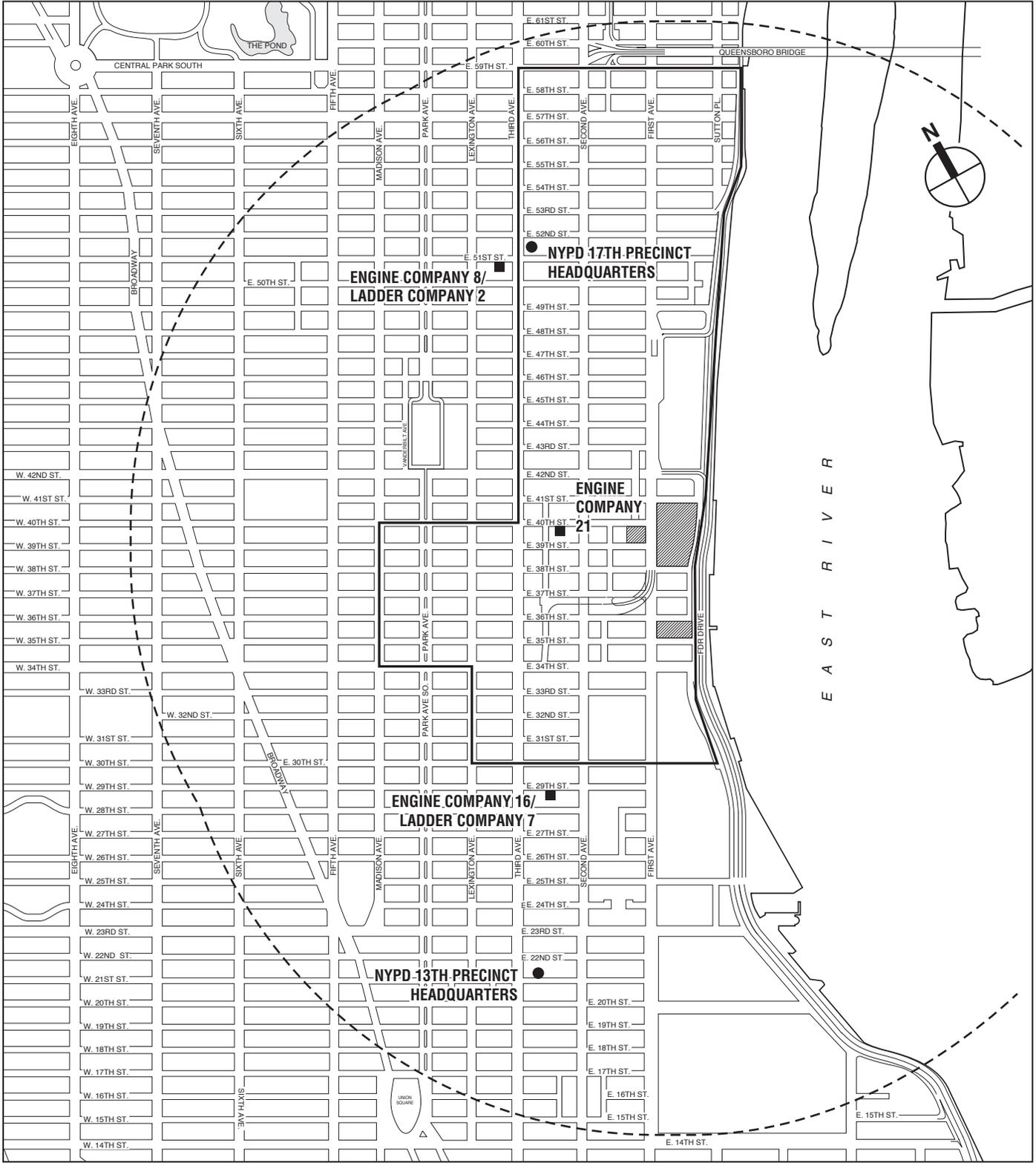
EXISTING CONDITIONS

According to a representative of the New York City Fire Department (FDNY), the fire companies that serve the development parcels are Engine Company 8 and Ladder Company 2, located at 165 East 51st Street and Engine Company 16 and Ladder Company 7, located at 234 East 29th Street in Manhattan (see Figure 4-1). Units responding to a fire are not limited to those closest to it. Normally, a total of three engine companies and two ladder companies respond to each call. Engine companies advance hoses to extinguish the fire, while ladder companies provide search, rescue, and building ventilation functions. Additional engine companies, ladder companies and rescue companies are dispatched to fires or emergencies in high-rise buildings. The Fire Department can call on units in other parts of the city as needed.

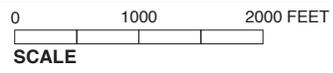
There are two types of ambulances in the city, 911 providers and those providing inter-facility transport. Municipal FDNY and hospital-based ambulances are the sole providers of 911 service and operate on that system via contract with EMS. (Inter-facility transports are carried out by private contractors and do not participate in the 911 system.) All hospital-based ambulances which operate in the NYC 911 System do so by contractual agreement with FDNY Bureau of EMS. All ambulances in the 911 system are dispatched by FDNY under the same computer based system, regardless of hospital affiliation. The dispatch system divides the city into geographic "atoms," based loosely on NYPD precinct sectors, with a number of atoms located within each precinct, and assigns the nearest unit to an emergency call based on its current location. All units are assigned a permanent cross-street location where they await a service call; units return to this location once service is complete. These locations are determined by FDNY and based on historical call volumes by location and time of day. Similar to other emergency responders, ambulances would adjust to any congestion encountered en route to its destination.

Within Manhattan, from 2005 to 2007 the average FDNY response time to structural fires decreased by 1 second to 4 minutes and 33 seconds.¹ The average citywide FDNY response time

¹ Mayor's Management Report, Fiscal 2007, FDNY, p. 125.



-  Development Parcels
-  1-Mile Radius of Development Parcels
-  NYPD 17th Precinct Boundary
-  NYPD Precinct Headquarters
-  FDNY Fire Company



to structural fires decreased by 2 seconds to 4 minutes and 29 seconds from 2005 to 2007.¹ From 2005 to 2007, medical response times also improved. The citywide response time to life-threatening medical emergencies by fire units has improved by 24 seconds to an average of 4 minutes and 24 seconds and the citywide response time to life-threatening medical emergencies by ambulance units has improved by 10 seconds to an average of 6 minutes and 36 seconds.² These improvements are due at least in part to the city's implementation of an automatic vehicle location (AVL) system in all ambulances and FDNY apparatus (all FDNY ambulances were outfitted with AVL by the end of 2006).

THE FUTURE WITHOUT THE PROPOSED ACTIONS

FDNY does not allocate personnel based on proposed or potential development, but responds to demonstrated need. In the future without the Proposed Actions, FDNY will continue to evaluate the need for personnel and equipment in the study area and make necessary adjustments to adequately serve the area. FDNY currently has no plans to make any changes in stations or equipment in that area.

FDNY expects further reduction in ambulance response times with AVL as it provides real-time updates on unit locations which allows for more efficient dispatching.

PROBABLE IMPACTS OF THE PROPOSED ACTIONS

The Proposed Actions are not expected to result in significant adverse impacts to fire protection and emergency services. According to a letter from FDNY dated June 20, 2007, FDNY would have no problem in supporting the proposed development. In the future with the Proposed Actions, FDNY would evaluate the need for personnel and equipment and make necessary adjustments to adequately serve the area. All development would be constructed in accordance with applicable fire and safety codes.

FDNY response times are not expected to be significantly affected by the projected increases in traffic generated by the Proposed Actions. Access to and from the study area's fire stations will not be directly affected by the proposed development program. Access to the development parcels would remain as it is today (no street closings), and on-site emergency vehicle access would be created on the prolongations of East 39th and East 40th Streets.

As detailed in Chapter 15, "Traffic and Parking," the proposed development program would contribute to congested conditions at many locations within the study area. At the 88 intersections analyzed in the three Manhattan study areas, significant impacts would occur at 55 intersections in the AM peak hour, at 35 intersections in the midday peak hour, and at 57 intersections in the PM peak hour. Twenty-five intersections in Manhattan could experience unmitigatable impacts. These locations are generally characterized by congestion even under existing conditions and they would be exacerbated under future conditions without the proposed project. During the referenced peak hours, the bulk of the unmitigated impacted locations would experience minor increases in traffic volumes from project-generated traffic.

FDNY and emergency service vehicles can maneuver around and through congested areas because they are not bound by standard traffic controls. As described above, response times have

¹ Mayor's Management Report, Fiscal 2007, FDNY, p. 125.

² Mayor's Management Report, Fiscal 2007, FDNY, p. 126.

decreased in Manhattan and citywide, and are expected to decrease further despite the increasingly congested traffic conditions in many areas of the city. Service to surrounding areas would continue to be provided by FDNY facilities that have a broad geographic distribution. Therefore, incremental traffic volumes projected to occur with the Proposed Actions are not expected to significantly affect FDNY response times.

CONDITIONS WITH A SPECIAL UNITED NATIONS EVENT

The United Nations hosts special events during the year that result in restricted access in the vicinity of the United Nations headquarters. The largest of these events is the annual meeting of the General Assembly, which occurs in September. The General Assembly meeting results in intermittent street closures and traffic diversions in the vicinity of the United Nations headquarters, resulting in vehicular congestion on surrounding roadways.

Traffic officers direct vehicular movement at affected intersections during United Nations special events. FDNY is aware of street closures and resulting vehicular diversions and therefore can make necessary adjustments in determining the most effective route for responding to incidents. Furthermore, FDNY has the ability to travel within restricted areas if necessary. While it is possible that adjustments to street diversions may occur in the vicinity of the development parcels as a result of the Proposed Actions, FDNY would be aware of such adjustments and therefore would not be presented with unexpected circumstances that would significantly affect FDNY response times.

E. POLICE PROTECTION

According to the *CEQR Technical Manual*, the ability of the police to provide public safety for a new project usually does not warrant a detailed assessment under CEQR. The New York City Police Department (NYPD) independently reviews its staffing levels against a precinct's population, area coverage, crime levels, and other local factors when assessing its ability to serve the community or need to redeploy services. A detailed assessment of service delivery is usually only conducted if a proposed action would affect the physical operations of, or access to and from, the precinct house. The Proposed Actions would not have these direct effects. However, the following analysis considers potential indirect effects on response times due to resource demands and project-generated traffic.

EXISTING CONDITIONS

The development parcels are in NYPD's 17th Precinct, which has its headquarters at 167 East 51st Street in Manhattan (see Figure 4-1). The boundaries of the 17th Precinct extend from East 59th Street south to East 30th Street, and from the East River west to Lexington Avenue (except between East 34th Street and East 40th Street where the western boundary of the precinct is Madison Avenue). The 17th Precinct comprises the following communities: Sutton Place, Beekman Place, Kips Bay, Turtle Bay, Murray Hill, Manhattan East, and Rose Hill. The population of these communities is largely composed of residential, business, and diplomatic constituents. As of May 2007, the 17th Precinct had a total force of 182 individuals consisting of ranking officers and civilian staff.

NYPD response times to crime-in-progress calls have declined citywide from 2005 to 2007. During this time, NYPD response time to critical incidents has decreased by 12 seconds to 4.2

minutes and response time to serious incidents has decreased by 42 seconds to 6 minutes.¹ In 2007 the 17th Precinct's response times to critical incidents was 3.48 minutes, approximately 43 seconds less than the citywide average and about one minute less than the 17th Precinct's average response time in 2005 (4.5 minutes). Since 2002, the 17th Precinct's average response time to critical incidents has fluctuated annually by as much as 21 percent, but decreased as a whole by 73 seconds between 2002 and 2007.² In 2007 the 17th Precinct had the second-lowest average response time to critical incidents out of all Manhattan precincts (the 22nd Precinct had the lowest response time at 3 minutes 24 seconds).³

THE FUTURE WITHOUT THE PROPOSED ACTIONS

In the future without the Proposed Actions, NYPD will continue to adjust its allocation of personnel as the need arises. Increased allocations are considered when increased demand becomes apparent. It is NYPD policy not to make adjustments in advance of planned or potential development. Each year, the precinct may be assigned new recruits, but there are also losses due to transfers and promotions. The development expected in the future without the Proposed Actions may prompt the need for adjustments to the size and deployment of the police force. In addition, further adjustments could be made based on budgetary factors or other policy decisions made by 2014.

PROBABLE IMPACTS OF THE PROPOSED ACTIONS

The Proposed Actions are not expected to result in significant adverse impacts to police protection services. The proposed development program would not affect the physical operations of, or access to and from, a precinct house. Access to the development parcels would remain as it is today (no street closings), and on-site emergency vehicle access would be created on the prolongations of East 39th and East 40th Streets. In the future with the Proposed Actions, NYPD vehicles would be able to access the development parcels and surrounding area as they do other areas throughout New York City, including the most congested areas of Midtown and Downtown Manhattan.

As detailed in Chapter 15, "Traffic and Parking," the proposed development program would contribute to congested conditions at many locations within the study area. At the 88 intersections analyzed in the three Manhattan study areas, significant impacts would occur at 55 intersections in the AM peak hour, at 35 intersections in the midday peak hour, and at 57 intersections in the PM peak hour. Twenty-five intersections in Manhattan could experience unmitigatable impacts. These locations are generally characterized by congestion even under existing conditions and they would be exacerbated under future conditions without the proposed project. During the referenced peak hours, the bulk of the unmitigated impacted locations would experience minor increases in traffic volumes from project-generated traffic.

NYPD vehicles, when responding to emergencies, are not bound by standard traffic controls; they are capable of adjusting to congestion encountered en route to their destinations and are therefore less affected by traffic congestion. As described above, response times have fluctuated

¹ Mayor's Management Report, Fiscal 2007, NYPD, p. 122.

² My Neighborhood Statistics web page at NYC.gov (<http://gis.nyc.gov/ops/mmr/address.jsp?app=MMR>).

³ My Neighborhood Statistics web page at NYC.gov (<http://gis.nyc.gov/ops/mmr/pdftables/RESPONSE.pdf>)

annually by as much as 21 percent since 2002 and overall have decreased, despite consistently congested traffic conditions over time at many locations in the study area. Therefore, incremental traffic volumes projected to occur with the Proposed Actions are not expected to significantly affect police response times.

The proposed development program may necessitate the assignment of additional personnel, resources, and equipment to the study area. Typically, a commitment of resources would be based on demonstrated need and would not be made until a detailed development plan and operational statistics for the proposed project became available. Overall, the role of the Police Department in providing effective, efficient service is not expected to be significantly affected by the development resulting from the Proposed Actions.

CONDITIONS WITH A SPECIAL UNITED NATIONS EVENT

The United Nations hosts special events during the year that result in restricted access in the vicinity of the United Nations headquarters. The largest of these events is the annual meeting of the General Assembly, which occurs in September. The General Assembly meeting results in intermittent street closures and traffic diversions in the vicinity of the United Nations headquarters, resulting in vehicular congestion on surrounding roadways.

Traffic officers direct vehicular movement at affected intersections during United Nations special events. As a coordinating agency for special event conditions, NYPD is aware of street closures and resulting vehicular diversions and therefore can make necessary adjustments in determining the most effective route for responding to incidents. Furthermore, NYPD has the ability to travel within restricted areas if necessary. While it is possible that adjustments to street diversions may occur in the vicinity of the development parcels as a result of the Proposed Actions, such adjustments would be planned in part by NYPD and therefore would not present unexpected circumstances that would significantly affect NYPD response times.

F. PUBLIC SCHOOLS

This section identifies public elementary and intermediate schools that would serve the proposed development program and assesses conditions in terms of enrollment and utilization during the current school year, noting any school capacity deficiencies. The analysis takes into consideration projected increases in future enrollment relative to available capacity that may exist in the future without the Proposed Actions.

EXISTING CONDITIONS

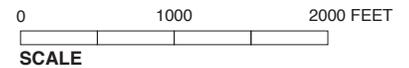
The development parcels are located in CSD 2, which includes most of Lower Manhattan, Midtown, and the Upper East Side (see Figure 4-2).

According to the *CEQR Technical Manual*, the study area for an analysis of educational facilities generally coincides with the local planning zone within the CSD that a project site is located in. The development parcels are located in Planning Zone 4 of CSD 2, which is bounded by 59th Street to the north, the East River to the east, 14th Street to the south, and Broadway to the west, and includes three elementary schools and two middle schools (see Table 4-2 and Figure 4-2). Based on the current catchment zones, elementary and middle school students from the development parcels would be sent to P.S. 116 and I.S. 104, which as of the 2005-2006 school year were operating at capacities of 103 and 93 percent, respectively. In addition, elementary and middle school students may opt to attend other schools within their district. As of the 2005-2006 school year, both



6.7.07

- Development Parcels*
- Elementary School*
- Intermediate School*
- Elementary/Intermediate School*
- Planning Zone 4*



First Avenue Properties Rezoning Final SEIS

elementary and intermediate schools in the study area had space for additional students (54 and 88 available seats, respectively). In CSD 2 there were 1,175 elementary and 1,723 intermediate school seats available.

**Table 4-2
Public School Utilization, Capacity, and Enrollment 2005-2006 School Year**

Schools Near Development parcels/Schools in CSD 2	Enrollment in Program	Program Capacity	Available Seats in Program	Program Utilization (Percent)
Elementary Schools				
P.S. 116	741	722	-19	103
P.S. 40	536	591	55	91
P.S. 59	317	335	18	95
Total for Elementary Schools in the Study Area	1,594	1,648	54	97
Total for Elementary Schools in CSD 2	15,423	16,598	1,175	93
Intermediate Schools				
I.S.104	1,139	1,226	87	93
I.S. 255 – Salk School (in P.S. 40 Building)	334	335	1	100
Total for Intermediate Schools in Study Area	1,473	1,561	88	94
Total for Intermediate Schools in CSD 2	8,949	10,672	1,723	84
Notes: P.S. stands for primary, or elementary school; I.S. stands for intermediate, or middle school. The Total for Intermediate Schools in CSD 2 includes high school seats in Eleanor Roosevelt HS, NYC Lab HS, Museum School, Pace HS, School of the Future, Millennium HS, and Baruch College Campus HS. Sources: Enrollment and capacity: <i>New York City Department of Education, School Facilities 2005-2006 School Year Enrollment, Capacity, and Utilization Profile</i> . These figures include Pre-K enrollment in these buildings. Target capacity figures are given which assume reduced class size of 20 children per class for grades K-3.				

THE FUTURE WITHOUT THE PROPOSED ACTIONS

DOE’s Division of School Facilities calculates future enrollment projections by district for up to 10 years. DOE projects increases in the student population of CSD 2 by 2014. In addition to the DOE projections, the analysis applies the demand generated by new residential development that has been proposed for the area. By 2014, new residential development within Planning Zone 4 of CSD 2 is expected to increase the housing stock in the study area by approximately 2,887 units (see Table 4-3).

It is assumed for conservative analysis purposes that all of these planned residential development projects would contain 80 percent high-income (market rate) units and 20 percent low-income units.¹ Although it is more likely that over 80 percent of the new units would be market rate, this assumption is more conservative because low-income units are assumed to generate more public school children than moderate or high-income units, under CEQR guidelines. Under these assumptions, these proposed developments are projected to bring 345 new elementary school children and 73 new middle school children to the study area.

¹ 330 East 26th Street is assumed to contain all affordable housing units. Zeckendorf Development/823 First Avenue is assumed to contain all market rate units.

**Table 4-3
Proposed Residential Development**

Name	Units
Perlbinder	480
400 Park Avenue South	342
400 Fifth Avenue	318
610 Lexington Avenue	195
Sheraton Russell/45 Park Avenue South	105
992-998 Second Avenue	190
250-254 East 53rd Street	123
155-161 East 23rd Street	271
250 East 49th Street	330
225 East 34th Street	194
385 Third Avenue	49
330 East 26th Street	83
338-346 East 23rd Street	207
<u>300 East 34th Street</u>	<u>130</u>
<u>Zeckendorf Development/823 First Avenue</u>	<u>285</u>
Total	3,302
Note:	* Refer to Land Use Figure and Table 2-2.

Several school projects are expected to be built within CSD 2 in the future without the Proposed Actions. The Beekman School, a new 630-seat Kindergarten through grade 8 school in Lower Manhattan, is under construction.¹ Additional capacity for P.S. 234 in Lower Manhattan is being added in a 143-seat annex in a neighboring residential building that is under construction. Although none of these seats are located within Zone 4, these sited projects, which are both under construction, would add 773 additional seats to CSD 2's overall capacity. According to the DOE/SCA Five-Year Capital Plan Amendment Fiscal Years 2005-2009 (November 2007), several other school projects are expected to be designed and/or developed. Design money has been allocated for a 110-seat addition for P.S. 51 with the construction funding expected in the 2010–2014 Five Year Capital Plan. Design money has also been allocated for a new 630-seat school facility in the Hudson Yards Rezoning Area. This project's construction funding would also be expected in the 2010–2014 Five Year Capital Plan. These two projects were planned as mitigation for the Hudson Yards/Special West Chelsea rezoning actions. Two Education Construction Fund projects are also expected to be developed, including a new intermediate school facility at the site of the former P.S. 151 (currently under construction) and a replacement project for P.S. 59 that would add some new capacity to that school. P.S. 59 will be moved to a leased space at the Manhattan Eye, Ear, and Throat Hospital (MEETH) in September 2008; this leased space will allow some additional capacity during the interim period while the new facility is built. The leased space will have approximately 500 seats; the replacement space will have approximately 700 seats. A new PS/IS school facility has been proposed for Lower Manhattan at Battery Park City's Site 2B. This space will accommodate 952 seats. Finally, the 2005-2009

¹ Under existing conditions, utilization information for kindergarten through 8th grade schools was included in the elementary school category. Therefore, for the purposes of this analysis, the 630 seats generated by the Beekman School (kindergarten through 8th grade) will be added to the elementary school category.

First Avenue Properties Rezoning Final SEIS

Five Year Capital Plan has allocated funding for a 501-seat leased space; the site is yet to be determined. Together, it is anticipated that new projects would provide an additional 3,890 elementary/intermediate school seats, either fully funded in the 2005-2009 Plan or partially funded in the 2005-2009 Plan with completion expected in the 2010-2014 Capital Plan (including seats identified as mitigation for the Hudson Yards/Special West Chelsea rezoning). School seats that have not been sited, are not under construction or do not have finalized contracts, or will be provided for in a future capital plan, are not included in the quantitative analysis (i.e., the 110-seat addition for P.S. 51, the 630-seat school facility in the Hudson Yards Rezoning Area, a new intermediate school at the site of the former P.S. 151, a portion of the replacement project for P.S. 59*¹, a new 952 PS/IS for Lower Manhattan at Battery Park City's Site 2B, and a 501-seat leased space that has not been sited.). However, the proposed seats would help alleviate the projected shortage of seats in CSD 2.

Counting additional children from new residential development and factoring in the projected CSD 2 changes in enrollment (applying the same anticipated growth factor to Planning Zone 4), elementary school enrollment in Planning Zone 4 schools would reach 2,321 students, or 128 percent capacity (see Table 4-4). Middle school enrollment would rise to 1,787 students, reaching 115 percent capacity. In CSD 2, elementary schools would operate at 111 percent capacity with a shortage of 1,926 seats. Middle schools would operate at 98 percent capacity with 183 available seats.

**Table 4-4
2014 Future Without the Proposed Actions:
Projected Enrollment in Public Schools**

Planning Zone 4/ CSD 2	2014 Projected Enrollment	Students Generated by New Residential Development*	Total Projected Enrollment	Capacity	Available Seats	Utilization (Percent)
Elementary Schools						
Planning Zone 4 Totals	1,976	345	2,321	1,813	-508	128
CSD 2 Totals	19,117	345	19,462	17,536	-1,926	111
Intermediate Schools						
Planning Zone 4 Totals	1,714	73	1,787	1,561	-226	115
CSD 2 Totals	10,416	73	10,489	10,672	183	98
Note: * These new students represent only those generated by the new residential developments in the vicinity of project refer to Table 4-3.						
Elementary capacity for Planning Zone 4 includes 165 additional seats for P.S. 59 in the interim leased facility at MEETH. Elementary capacity for CSD2 includes P.S. 234 Annex (143 seats), Beekman School (630 seats), and additional seats for P.S. 59 at MEETH.						

PROBABLE IMPACTS OF THE PROPOSED ACTIONS

PROPOSED DEVELOPMENT PROGRAM

The proposed development program would introduce 4,166 market-rate dwelling units on the development parcels by 2014. Based on the projected public school pupil ratios from Table 3C-2 in the *CEQR Technical Manual*, the proposed development program would generate approximately 417 public elementary school students and 83 public intermediate school students in Planning Zone 4 by the same year.

¹ As noted above, some of the seats are included in the no-build portion of the quantitative analysis (under the space leased from the MEETH site).

The projected 417 elementary school students would increase the total enrollment to 2,738, resulting in a utilization rate of 151 percent and a deficit of 925 seats (see Table 4-5). Elementary schools in CSD 2 would operate at 113 percent of capacity, with a total enrollment of 19,879 and a shortfall of 2,343 seats. In the future with the Proposed Actions, intermediate schools in the Planning Zone would also experience overcrowding, operating at 120 percent capacity with a shortfall of 309 seats. However, Intermediate schools in CSD 2 would have a surplus of 100 intermediate school seats and would be operating at 99 percent capacity.

Table 4-5
2014 Future With the Proposed Actions/Market Rate Development:
Projected Enrollment in Public Schools

Planning Zone 4/ CSD 2	2014 Projected Enrollment	Proposed Development Program Students	Total Projected Enrollment	Capacity	Available Seats	Utilization (percent)
Elementary Schools						
Planning Zone 4 Totals	<u>2,321</u>	417	<u>2,738</u>	<u>1,813</u>	<u>-925</u>	<u>151</u>
CSD 2 Totals	<u>19,462</u>	417	<u>19,879</u>	<u>17,536</u>	<u>-2,343</u>	<u>113</u>
Intermediate Schools						
Planning Zone 4 Totals	<u>1,787</u>	83	<u>1,870</u>	<u>1,561</u>	<u>-309</u>	<u>120</u>
CSD 2 Totals	<u>10,489</u>	83	<u>10,572</u>	<u>10,672</u>	<u>100</u>	<u>99</u>

Both the elementary and intermediate schools in Planning Zone 4 would experience a 5 percent or greater increase in the utilization rate as compared to conditions in the future without the Proposed Actions, which, according to the *CEQR Technical Manual*, could result in a significant adverse impact. For elementary schools in CSD 2, while the proposed development program would exacerbate an existing shortfall of seats, this does not represent a 5 percent or greater increase in the utilization rate and therefore does not constitute a significant adverse impact. In addition, the deficit of seats in CSD 2 would be partially addressed by proposed expansions and new school construction (described above) in the current and future Capital Plans. These additional seats would offset some overcrowding. Intermediate schools within the CSD would continue to operate with a surplus of seats (100) at 99 percent capacity. Therefore, the proposed development program would not result in a significant adverse impact to elementary or intermediate schools within CSD as a whole. However, the proposed development program would result in a significant adverse impact for the elementary and intermediate schools in Planning Zone 4. Potential measures to mitigate this impact are described in Chapter 23, “Mitigation.”

AFFORDABLE HOUSING SCENARIO

The Affordable Housing Scenario also assumes the development of 4,166 dwelling units on the development parcels. Of those, 833 would be low- to moderate-income rental units, and the remaining 3,333 units would be market-rate apartments or condominiums. Based on the *CEQR Technical Manual* methodology, this Affordable Housing Scenario would generate approximately 433 public elementary school students and 92 intermediate school students (see Table 4-6).

Table 4-6
2014 Future With the Proposed Actions: Affordable Housing Scenario
Projected Enrollment in Public Schools

Planning Zone 4/ CSD 2	2014 Projected Enrollment	Students Generated by Scenario	Total Projected Enrollment	Capacity	Availab le Seats	Utilization (percent)
Elementary Schools						
Planning Zone 4 Totals	<u>2,321</u>	433	<u>2,754</u>	<u>1,813</u>	<u>-941</u>	<u>152</u>
CSD 2 Totals	<u>19,462</u>	433	<u>19,895</u>	<u>17,536</u>	<u>-2,359</u>	<u>113</u>
Intermediate Schools						
Planning Zone 4 Totals	<u>1,787</u>	92	<u>1,879</u>	1,561	<u>-318</u>	120
CSD 2 Totals	<u>10,489</u>	92	<u>10,581</u>	10,672	<u>91</u>	99

The 433 elementary school students would increase total enrollment to 2,754 in Planning Zone 4. The planning zone would operate at 152 percent of capacity with a shortfall of 941 seats. Elementary schools in CSD 2 would operate at 113 percent capacity in 2014, with a total enrollment of 19,895 and a deficit of 2,359 seats. Intermediate schools in Planning Zone 4 would operate at 120 percent of capacity, with a shortage of 318 seats. Intermediate schools in CSD 2 overall would be at 99 percent capacity, with a surplus of 91 seats.

As with the proposed development program, the Affordable Housing Scenario would exacerbate an existing shortfall of seats at both the elementary and intermediate schools in Planning Zone 4 as well as the elementary schools in CSD 2. Both the elementary and intermediate schools in Planning Zone 4 would experience greater than a 5 percent increase in utilization rate compared to conditions in the future without the Proposed Actions, which, according to the *CEQR Technical Manual*, could result in a significant adverse impact. The elementary schools in CSD 2 would continue to be overcapacity at 113 percent utilization, but as with the proposed development program, this does not represent a 5 percent increase and therefore is not considered a significant adverse impact. In addition, the proposed school expansions and new construction would help offset the deficit in seats experienced at the district level, although not completely alleviating the overcrowding. Intermediate schools within the CSD would continue to operate below capacity with 91 available seats and a utilization rate of 99 percent. Therefore, the Affordable Housing Scenario would not result in significant adverse impacts to elementary and intermediate schools within CSD 2 as a whole. However, the Affordable Housing Scenario would result in a significant adverse impact for the elementary and intermediate schools in Planning Zone 4.

G. LIBRARIES

The proposed development program would include 4,166 new housing units, which would exceed the *CEQR Technical Manual* threshold (Table 3C-3) of 901 units; thus, an analysis of potential impacts on libraries is necessary. The 901-unit threshold constitutes an increase of more than 5 percent in the average number of residential units served by library branches in Manhattan. According to the *CEQR Technical Manual*, a noticeable change in service delivery is likely to occur if a project introduces a large residential population to a library service study area (i.e., greater than a 5 percent increase in housing units served).

EXISTING CONDITIONS

POPULATION SERVED

According to the *CEQR Technical Manual*, the catchment areas for library branches are usually the distance that one might be expected to travel for such services, typically not more than ¾ of a mile. Thus, the library service study area for this analysis is defined as the ¾-mile radius around the development parcels (see Figure 4-3).¹ All libraries located within the Manhattan portion of this radius are included in the assessment. To determine the population of the library service area, 2000 Census data were assembled for the ¾-mile library study area. Based on 2000 census data, the study area has a residential population of approximately 140,465.²

LIBRARY FACILITIES

The study area is served by the New York Public Library (NYPL) system, which serves all of Manhattan in addition to the Bronx and Staten Island. The NYPL system includes 5 central libraries and 80 branch libraries. Libraries provide free and open access to books, periodicals, electronic resources and non-print materials. The study area contains six libraries (see Table 4-7 and Figure 4-3), and includes three central libraries: the Humanities and Social Sciences Library at Fifth Avenue and 42nd Street; the Mid-Manhattan Library at 455 Fifth Avenue; and the Science, Industry and Business Library at 188 Madison Avenue. The Mid-Manhattan Library houses the largest of all circulating and general reference collections in NYPL’s branch library system. In addition, each of the six library branches in the study area also offers special programs and services to residents including public education, health information services, job information centers, and internet workshops.

**Table 4-7
Public Libraries within ¾-Mile Study Area**

Library	Location	Number of Items in Collection ¹	Circulation
Terence Cardinal Cooke-Cathedral Branch	560 Lexington Ave.	22,000	130,215
Mid-Manhattan	455 Fifth Ave.	1,743,000 ²	1,983,884
Science Industry and Business (Circulating Collection)	188 Madison Ave.	53,000	121,744
Kips Bay Branch	446 Third Ave.	46,800	175,446
Epiphany Branch	228 East 23rd St.	48,900	226,913
Library Service Area		1,913,700	
NYPL System Circulating Collection		15,550,000	
Notes:			
¹ Includes books, VHS/DVD, CDs, etc.			
² Includes picture collection.			
Sources: NYPL FY 2005 Branch Statistics (number of circulating items) and DCP’s Selected Facilities and Program Sites, release 2005.1 (circulation).			

¹ The ¾-mile study area includes only Manhattan, as residents are not likely to travel to another borough to make use of library services.

² The estimate is based on Census 2000 data, and includes Census tracts with 50 percent or more of their area within a ¾-mile radius of the development parcels.



-  Development Parcels
-  Library Study Area Boundary
-  Library

0 1000 2000 FEET
SCALE

The six libraries in the library study area have a combined total of 1,913,700 circulating items. With a residential population of 140,465, the study area has a volumes-to-resident ratio of 13.6 to 1. The total population of the three boroughs served by the NYPL system is 3,313,573 residents. In total, the NYPL has a collection of approximately 52,131,145 volumes or a volumes-to-resident ratio of 4.7 to 1. It should be noted that residents can go to any NYPL branch and request books from any of the other library branches.

FUTURE WITHOUT THE PROPOSED ACTIONS

As described in Chapter 2, “Land Use, Zoning, and Public Policy,” it is expected that approximately 3,302 housing units would be developed within the study area in the future without the Proposed Actions (see Table 4-3). Based on the average household size of 1.58 in Community District 6, this would add 5,217 people to the study area. To account for any other future development within the study area aside from these known projects, a 0.5 percent annual background growth rate was added, resulting in an additional 5,717 persons. With the population added by planned residential projects and background growth, the total study area population in the future without the Proposed Actions is expected to be approximately 151,399. Therefore, in the future without the Proposed Actions, the study area would have a volumes-to-resident ratio of 12.6 to 1.

This analysis assumes that the number of volumes in the library service area in the future without the Proposed Actions will remain the same as the number of volumes in the existing condition.

PROBABLE IMPACTS OF THE PROPOSED ACTIONS

PROPOSED DEVELOPMENT PROGRAM

According to the *CEQR Technical Manual*, impacts are identified if a proposed action would result in a population increase of 5 percent or more within the library service study area, and if such an increase would impair the delivery of library services in the study area. By 2014, the Proposed Actions, with 4,166 market-rate housing units, would add an estimated 6,582 new residents to the study area, resulting in a population increase of approximately 4.4 percent over future conditions without the Proposed Actions. Under the proposed development program, the volumes-to-resident ratio in the future with the Proposed Actions would be 12.1 to 1, compared to 12.6 to 1 in the future without the Proposed Actions.

The population increase within the study area is less than 5 percent, the threshold identified by CEQR as a potentially significant increase in this context. The population of the study area would continue to be well served by the large number of volumes in the study area libraries, which includes the largest library in the NYPL system. Therefore, the proposed development program would not result in significant adverse impacts to local library services.

AFFORDABLE HOUSING SCENARIO

Under the Affordable Housing Scenario, the Proposed Actions would include 4,166 housing units, 3,333 of which would be market-rate and 833 of which would be for low- to moderate-income residents. The average household size in the 833 low- to moderate-income units is estimated at 2.5 persons per household. Therefore, this scenario would add approximately 7,349 residents to the study area, resulting in a population increase of approximately 4.9 percent over future conditions without the Proposed Actions to 158,748. Under the Affordable Housing

Scenario, the volumes-to-resident ratio in the future with the Proposed Actions would be 12.1 to 1, compared to 12.6 to 1 in the future without the Proposed Actions. As under the proposed development program, the population increase within the study area is less than 5 percent and there would be no significant adverse impacts to local library services.

H. HEALTH CARE FACILITIES (OUTPATIENT)

According to the *CEQR Technical Manual*, an analysis of outpatient health care facilities is required if a project would result in more than 600 low- to moderate-income housing units. The proposed development program would not introduce new low- to moderate-income units; however, the Affordable Housing Scenario would introduce approximately 833 low- to moderate-income units by 2014, and therefore, an analysis of this scenario is warranted.

As defined by the *CEQR Technical Manual*, health care facilities warranting analysis include public, proprietary, and non-profit facilities that accept public funds (usually in the form of Medicare and Medicaid reimbursements) and that are available to any member of the community. The types of facilities include hospitals, nursing homes, clinics, and other facilities providing outpatient health services. In accordance with the *CEQR Technical Manual*, the assessment focuses on emergency and outpatient services that could be affected by the introduction of a large low- to moderate-income population, which could rely heavily on nearby hospital emergency rooms and other public outpatient services.¹ For example, the National Center for Health Statistics has estimated that the uninsured make 393 emergency room visits annually per thousand persons, compared with 342 visits per thousand for the general population. Low-income people are more likely to be uninsured, and uninsured populations are more likely to use emergency rooms for their health care.²

While the *CEQR Technical Manual* indicates that there is no specific study area designated for health care resources, it suggests that such facilities be mapped within a “mile-or-so” radius of the development parcels. This analysis includes only the portion of Manhattan that is located within a one-mile radius of the development parcels, as residents of the proposed development program are not likely to travel to Brooklyn or Queens for emergency or outpatient care (see Figure 4-4). The population of this one-mile study area is 159,866 residents.³

¹ *CEQR Technical Manual* analysis of community facilities does not consider inpatient hospital and nursing home services impacts, as insured patients have access to such services citywide, and with substantial declines in the need for acute care hospital beds, the potential for overutilization of inpatient beds is rarely an issue of concern.

² See Centers for Disease Control and Prevention’s *Summary Health Statistics for U.S. Adults: National Health Interview Survey, 1999*, August 2003. Series 10, No. 212, p. 11; see also: *National Healthcare Disparities Report*, www.qualitytools.ahrq.gov; and “*Differences in Access to Health Care Among the Moderate- and Low-Income Population Areas*,” www.healthpolicy.ucla.edu/pubs.

³ The estimate is based on Census 2000 data, and includes Census tracts with 50 percent or more of their area within a one-mile radius of the development parcels.



-  *Development Parcels*
-  *Health Care Study Area*
-  *Hospital*
-  *Outpatient Facilities*

0 1000 2000 FEET
SCALE

EXISTING CONDITIONS

HOSPITALS AND EMERGENCY ROOMS

As shown on Figure 4-4, there are five hospitals in the one-mile study area that offer outpatient and/or emergency care.¹ As shown in Table 4-8, the hospital facilities serving the study area had approximately 640,791 outpatient ambulatory visits and approximately 197,495 emergency room visits in 2002, the most recent year for which data are available.

Table 4-8
Hospitals and Emergency Rooms within One-Mile Study Area

Map #	Hospital Name	Address	Outpatient Department Visits	Emergency Room Visits
H1	Bellevue Hospital Center	446 First Ave	360,000	84,742
H2	Beth Israel Medical Center Petrie Campus	10 N D Perlman Place	129,305	61,868
H3	Cabrini Medical Center	227 E 19 St	44,576	18,212
H4	Hospital For Joint Diseases	301 E 17 St	78,820	--
H5	NYU Hospital Center	550 First Ave	28,090	32,673
TOTAL NUMBER OF VISITS			640,791	197,495
Note: See Figure 4-4.				
Source: United Hospital Fund Health Care Annual Update, 2005 Update.				

OTHER OUTPATIENT SERVICES

Table 4-9 and Figure 4-4 show the more detailed inventory of the 42 specific outpatient locations within the one-mile study area (as inventoried in the *DCP Selected Facilities and Program Sites in New York City, 2005 Edition*). They cover the area with a range of ambulatory care facilities.

FUTURE WITHOUT THE PROPOSED ACTIONS

In the future without the Proposed Actions, it is expected that the capacity of study area emergency rooms will be increased due to a major renovation and expansion of emergency facilities that is currently beginning at the Beth Israel Medical Center Petrie Campus. No other major changes to capacity are expected to occur at any of the hospitals in the one-mile study area.

For the purposes of this analysis, it is conservatively assumed that 20 percent of the 3,302 planned or proposed housing units identified in the future without the Proposed Action in Chapter 2, "Land Use, Zoning, and Public Policy," would be for low- to moderate-income residents (see Table 4-3). Therefore, absent the Proposed Actions, the low- to moderate-income population of the study area is expected to increase by 1,650 persons (660 new low- to moderate-income units at 2.5 persons per unit, which is the estimated average household size for low- to moderate-income households in this area) as a result of the planned residential developments identified.

¹ The study area also includes the Department of Veterans Affairs New York Harbor Healthcare at 408 First Avenue, an 851-bed tertiary care, research, and teaching facility that does not offer outpatient or emergency room care.

**Table 4-9
Outpatient Health Care Facilities within One-Mile Study Area**

Map No.	Block	Lot	Facility Name	Address	Facility Type
1	784	51	Fedcap Rehabilitation Service	212 W 35 St	Mental Health Vocational/Social Training
2	807	50	Women In Need, Inc. - Med Sup OP-SA	115 W 31 St	Med. Supervised Chemical Dependency Outpatient Service
	807	50	McMurray Clinic	115 W 31 St	Mental Health Clinic
3	812	56	NYC Dept Probation - Med Sup OP-SA/TRI	1369 Broadway	Med. Supervised Chemical Dependency Outpatient Service
	812	56	T.R.I. Center, Inc. - Med Sup OP-SA	1369 Broadway	Med. Supervised Chemical Dependency Outpatient Service
4	824	42	Community Family Planning Council	184 Fifth Ave	Free Standing Health Center
5	825	24	Lifespire, Inc.	27 W 23 St	Mental Retardation and Developmental Disability Day Treatment
	825	24	Lifespire, Inc	27 W 23 St	Mental Retardation and Developmental Disability Preschool Program
	825	24	Lifespire, Inc	27 W 23 St	Mental Retardation and Developmental Disability Day Training
6	831	30	Blanton-Peale Counseling Center	3 W 29 St	Mental Health Clinic
7	839	60	Job Path, Inc.	22 W 38 St	Mental Retardation and Developmental Disability Supported/Transitional Employment
8	855	750 1	Inter-Care, Inc. - Alcsm Clinic	51 E 25 St	Med. Supervised Chemical Dependency Outpatient Service
9	857	38	Jbfcs-Ycl Mental Health Clinic	386 Park Ave S	Mental Health Clinic
	857	65	Young Adult Institute And Workshop, Inc.	22 E 28 St	Mental Retardation and Developmental Disability Day Training
10	859	52	Parkmed/Eastern Women's Center	38 E 30 St	Free Standing Health Center
11	862	16	Bliss-Poston/2nd Wind- Drug Abs Clinic	152 Madison Ave	Med. Supervised Chemical Dependency Outpatient Service
12	865	53	Cabrini Madison Avenue Family Practice	213 Madison Ave	Hospital Affiliated Health Center
13	873	67	Bimc-Opd 3-C Mmtp Clinic-S	215 Park Ave South	Methadone Treatment Clinic
14	876	6	Epilepsy Institute, Inc.	257 Park Ave S	Mental Retardation and Developmental Disability Clinic Treatment
	876	6	Epilepsy Institute, Inc.	257 Park Ave S	Mental Retardation and Developmental Disability Preschool Program
15	878	15	United Cerebral Palsy Of New York City	122 E 23 St	Free Standing Health Center
	878	15	Ucp Of New York City, Inc.	122 E 23 St	Mental Retardation and Developmental Disability Day Treatment
	878	15	Ucp Of New York City, Inc.	122 E 23 St	Mental Retardation and Developmental Disability Preschool Program
	878	15	Ucp Of New York City, Inc.	122 E 23 St	Mental Retardation and Developmental Disability Day Treatment

Table 4-9 (cont'd)

Outpatient Health Care Facilities within One-Mile Study Area

Map No.	Block	Lot	Facility Name	Address	Facility Type
16	878	65	Ucp Of New York City, Inc.	120 E 23 St	Mental Retardation and Developmental Disability Day Training
17	881	29	Center For Adult Psychotherapy	138 E 26 St	Mental Health Clinic
	881	29	Postgraduate Child Adolescent & Family Clinic	138 E 26 St	Mental Health Clinic
18	888	27	Parallax Center, Inc. – Med Sup Op-Sa	145 E 32 St	Med. Supervised Chemical Dependency Outpatient Service
	888	27	Parallax Center, Inc. – M.S. With/Op	145 E 32 St	Medically Supervised Chemical Dependency Crisis Service
19	898	1	Lower Manhattan Dialysis Center-2	187 Third Ave	Dialysis Center
20	898	18	Hazelden/New York – D. F. Outpat	233 E 17 St	Non-Med. Supervised Chemical Dependency Outpatient Service
21	900	9	Cabrini Medical Ctr. Cont.Day Treatment Prog.	227 E 19 St	Mental Health Day Treatment
22	901	5	Gramercy Park Medical Group – Mmtp	255 Third Ave	Methadone Treatment Clinic
23	904	24	Pediatric Dental Clinic	225 E 23 St	HHC Network Oral Health Center
24	905	30	Bimc-Mjb – Mmtp Clinic – 1e	429 Second Ave	Methadone Treatment Clinic
	905	30	Beth Israel Medical Ctr-Mmtp Clinic 3g	429 Second Ave	Methadone Treatment Clinic
	905	30	Beth Israel Medical Center-Mmtp Clinic	429 Second Ave	Methadone Treatment Clinic
25	905	32	Bimc – Mmtp Clinic – Clinic 2c	433 Second Ave	Methadone Treatment Clinic
	905	32	Beth Israel Med Ctr – Mmtp Clinic 3c	435 Second Ave	Methadone Treatment Clinic
26	922	2	Beth Israel Medical Ctr- Med Sup Op-Sa	1-9 Nathan D. Perlman Place	Med. Supervised Chemical Dependency Outpatient Service
	922	2	Beth Israel Medical Ctr – M.S. With/Op	1-9 Nathan Perlman Place	Medically Supervised Chemical Dependency Crisis Service
27	922	46	Beth Israel Medical Center Adult Clinic	10 Nathan D Perlman Place	Mental Health Clinic
	922	46	Beth Israel Medical Center Child Opd	10 Nathan D Perlman Place	Mental Health Clinic
28	923	1	Hospital For Joint Diseases	301 E 17 St	Mental Retardation and Developmental Disability Day Treatment
29	928	40	East 23rd Street Center	324 E 23 St	Free Standing Health Center
30	929	38	Icd International Center For The Disabled	340 E 24 St	Free Standing Health Center
	929	38	Intern'l Center/Disabled-Med Suo Op-Sa	340 E 24 St	Med. Supervised Chemical Dependency Outpatient Service
	929	38	Intern'l Center/Disabled-Med Sup Op-Sa	340 E 24 St	Med. Supervised Chemical Dependency Outpatient Service
	929	38	Icd Mental Health Clinic	340 E 24 St	Mental Health Clinic

Table 4-9 (cont'd)
Outpatient Health Care Facilities within One-Mile Study Area

Map No.	Block	Lot	Facility Name	Address	Facility Type
31	930	20	New York University Dental Center	345 E 24 St	Free Standing Health Center
32	940	12	Lower Manhattan Dialysis Center	323 E 34 St	Dialysis Center
33	955	5	Bellevue Hospital Center – Mmtp Clinic	420 First Ave	Methadone Treatment Clinic
34	962	100	Bellevue Hospital Ctr - Med Sup Op-Sa	462 First Ave	Med. Supervised Chemical Dependency Outpatient Service
	962	100	Bellevue Hospital - Mmtp Clinic	462 First Ave	Methadone Treatment Clinic
	962	100	Bellevue Adult Mental Hygiene Clinic	462 First Ave	Mental Health Clinic
	962	100	Bellevue Hosp. Cent. Child & Adolescent Clinic	462 First Ave	Mental Health Clinic
	962	100	Bellevue Hospital Center Geriatric Service	462 First Ave	Mental Health Clinic
	962	100	Bellevue Hosp. Psychiatric Evaluation Service	462 First Ave	Mental Health Clinic
	962	100	Bellevue Hospital Center Adolescent Day Hosp	462 First Ave	Mental Health Day Treatment
	962	100	Bellevue Hospital Center Adept Program	462 First Ave	Mental Health Day Treatment
	962	100	Bellevue Csa Continuing Day Treatment Prog.	400 E 30 St	Mental Health Day Treatment
	962	100	Bellevue Hospital Center Cpep	462 First Ave	Comprehensive Psychiatric Emergency Program
35	998	12	Areba/Casriel Inst.- Drug Abuse Clinic	145 W 45 St	Med. Supervised Chemical Dependency Outpatient Service
	998	12	Areba/Casriel Institute - Alcsm Clinic	145 W 45 St	Med. Supervised Chemical Dependency Outpatient Service
	998	12	Areba/Casriel Institute - M.S. With/Op	145 W 45 St	Medically Supervised Chemical Dependency Crisis Service
36	1260	64	Medical College/Cornell Univ-Sa Clinic	56 W 45 St	Med. Supervised Chemical Dependency Outpatient Service
37	1275	16	Villa Opc li - Oupt Drug Abuse Clinic	290 Madison Ave	Med. Supervised Chemical Dependency Outpatient Service
	1275	16	Villa Opc li, Inc. - Alcoholism Clinic	290 Madison Ave	Med. Supervised Chemical Dependency Outpatient Service
	1275	16	Villa Opc li(The) - M.S. With/Op	290 Madison Ave	Medically Supervised Chemical Dependency Crisis Service
38	1289	21	Freedom Institute Inc. - Alcsm Clinic	515 Madison Ave	Med. Supervised Chemical Dependency Outpatient Service
39	1299	41	Lord Memorial Clinic	150 E 45 St	Free Standing Health Center
40	1313	5	Ctr Marital/Fam. Therapy- Alcsm Clinic	113 E 58 St	Med. Supervised Chemical Dependency Outpatient Service
41	1313	14	Center For Marital And Family Therapy	133 E 58 St	Mental Health Clinic
42	1332	29	Hip Manhattan Mental Health Services	240 East 59 St	Mental Health Clinic
<p>Note: Map numbers refer to Figure 4-4. Source: Selected Facilities and Program Sites in New York City, release 2005.1, DCP.</p>					

To account for additional future development and population growth that may occur within the one-mile hospital and health care facilities study area by 2014, an annual background growth rate of 0.5 percent was applied to the existing residential population, resulting in a total of 6,507 new residents expected in the remaining portion of this one-mile study area. Under the conservative assumption that 20 percent of this new population would be of low- to moderate-income, this background growth would introduce 1,301 persons with low- to moderate-incomes. Overall the increase in population in the one-mile study area, including background growth and the population introduced by known projects, would include 2,951 new low- to moderate-income residents in the future without the Proposed Actions.

It is not expected that the increase in study area population in the future without the Proposed Actions would adversely affect the overall provision of health care services. Assuming the national average of about 390 annual emergency room visits per 1,000 low-income persons, the 2,951 new low- to moderate-income residents could add a total of about 1,151 annual visits, a small increase (approximately one half of one percent of all study area hospital emergency room visits in 2002, the most recent year for which data are available). This incremental change in visits would be small compared with the hundreds of thousands of overall visits currently accommodated by the existing health care facilities in the study area.

PROBABLE IMPACTS OF THE PROPOSED ACTIONS

According to the *CEQR Technical Manual*, impacts can occur if a proposed project results in an increase of 5 percent or more in the demand for services compared to conditions in the future without the proposed project, or if a project results in a facility exceeding its capacity.

Under the Affordable Housing Scenario, development on the parcels would include approximately 833 new low- to moderate-income housing units and introduce approximately 2,083 new low- to moderate-income residents to the study area by 2014. Based on the national average of 390 annual emergency room visits per 1,000 low-income persons, the addition of approximately 2,083 low- to moderate-income residents could add an estimated 812 annual visits to study area emergency rooms. Given the hundreds of thousands of such visits in the study area currently, this additional low- to moderate-income population would generate a minimal change in demand over the future without the Proposed Actions (less than one half of one percent increase in study area hospital and emergency room visits compared to the future without the Proposed Actions). As this increase is less than the *CEQR Technical Manual's* threshold of a 5 percent increase in the demand for services, no significant adverse impacts to hospitals and emergency rooms would result, and no further analysis is required.

I. DAY CARE CENTERS

According to the *CEQR Technical Manual*, a publicly funded day care center analysis is required if a project would result in more than 50 eligible children, based on the number of low- to moderate-income housing units provided. The proposed development program would not introduce new low- to moderate-income units, and as such, the proposed development program would not result in significant adverse impacts to public day care centers. However, the Affordable Housing Scenario would introduce approximately 833 new low- to moderate-income units by 2014. Based on these numbers of new low- to moderate-income units, under the Affordable Housing Scenario, approximately 100 children under the age of 12 would be eligible for publicly funded day care in 2014.

Following *CEQR Technical Manual* guidelines, publicly funded day care facilities within one mile of the development parcels are identified and examined; private day care facilities are not

considered in the analysis. Impacts are identified if the Affordable Housing Scenario would result in demand for slots in publicly funded day care centers greater than available capacity, and the increase in demand generated by the scenario would be 5 percent or more of the collective capacity of the day care centers serving the study area in the future without the Proposed Actions.

EXISTING CONDITIONS

ACS provides subsidized child care in center-based group day care, family child care, informal child care and Head Start. Group child care is delivered in a child care center contracted by ACS which is staffed by certified teachers. ACS does not directly operate child care programs. Most children are served through contracts with hundreds of private and non-profit organizations that operate child care programs in communities across the city. Family child care is offered by a registered or licensed provider in his or her home. Informal child care is usually provided by a relative or neighbor for no more than two children. Children aged two months through 12 years are cared for either in group childcare centers that are licensed by the New York City Department of Health (DOH) or in the homes of childcare providers that are registered by DOH. ACS also issues vouchers to eligible families that may be used by parents to purchase care from any legal childcare provider in the city. Head Start is a federally funded child care program that has, since its inception, provided parents with part-day child care services.

Publicly financed day care centers, under the auspices of the city's Division for Child Care and Head Start (CCHS) within ACS, provide care for the children of income-eligible households. Space for one child in such day care centers is termed a "slot." These slots may be in group day care or Head Start centers or they may be in the form of family day care in which 7 to 12 children are placed under the care of a licensed provider and an assistant in a home setting. Publicly financed day care services are available for income-eligible children up to 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. Gross income must fall between 225 percent and 275 percent of national poverty thresholds depending on family size, and the family must have an approved "reason for care," such as involvement in a child welfare case or participation in a "welfare-to-work" program. In order to determine whether a family is eligible for subsidized child care, the parent must appear at an eligibility interview at an ACS child care office.

Since there are no locational requirements for enrollment in day care centers, and some parents or guardians choose a day 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 *CEQR Technical Manual*, the locations of publicly funded group day care centers within a mile or so of the development parcels should be shown. Nevertheless, the center(s) closest to the development parcels are more likely to be subject to increased demand.

According to 2006 data provided by ACS, there is one publicly funded day care facility within a one-mile radius of the development parcels. The Educare Early Childhood Center, located at 484 Second Avenue, has a total capacity of 63 slots, 33 of which are dedicated to pre-school children and 30 for school-aged children. This facility has a total enrollment of 54, with 9 available slots and an 86 percent utilization rate. The 9 available slots are for school-aged children; the slots for pre-school children are filled to capacity. There are no Head Start facilities within the one-mile study area.

FUTURE WITHOUT THE PROPOSED ACTIONS

By the fall of 2006, ACS plans to transfer its day care for school-aged children to the Department of Youth and Community Development (DYCD), which will administer an Out-of-School Time (OST) initiative for school-aged children. While no other changes to publicly funded day care centers are currently planned, ACS continually evaluates day care facility utilization throughout the city in order to address changes in demand.

As described in Chapter 2, “Land Use, Zoning, and Public Policy,” planned or proposed development projects in the area surrounding the development parcels include 3,302 new housing units (see Table 4-3 above). Using the conservative assumption that 20 percent of these would be for low- to moderate-income residents, there would be 660 new low- to moderate-income housing units in the study area in the future without the Proposed Actions. As per *CEQR Technical Manual* methodology, this would generate an estimated 79 children under the age of 12 who are eligible for publicly funded day care. Based on these assumptions, the number of children eligible for public day care would exceed available slots in the future without the Proposed Actions. When the estimated 79 eligible children introduced by planned development projects are added to the current enrollment of 54 children in the 63 available slots, there would be a total enrollment of 133 and a shortage of 70 slots in publicly funded child care programs in the study area.

However, several factors may limit the number of children in need of publicly funded day care slots. Families in the one-mile study area could make use of alternatives to publicly funded day care facilities. There are slots at homes licensed to provide family day care that families of eligible children could elect to use instead of public center day care. Parents of eligible children may use ACS vouchers to finance care at private day care centers in the study area. The voucher system could spur the development of new private day care facilities to meet the need of eligible children that would result from the increase in low-income housing units in the area in the future without the Proposed Actions.

Lastly, parents of eligible children are not restricted to enrolling their children in day care facilities in a specific geographical area. Therefore, they could use the ACS voucher system to make use of public and private day care providers beyond the one-mile study area.

PROBABLE IMPACTS OF THE PROPOSED ACTIONS

The Affordable Housing Scenario would introduce approximately 833 new low- to moderate-income units by 2014. As per *CEQR Technical Manual* methodology, this would generate an estimated 100 children under the age of 12 eligible for publicly funded day care. The *CEQR Technical Manual* guidelines indicate that a demand for slots greater than the remaining capacity of day care centers and an increase in demand of 5 percent or more of the study area capacity could result in a significant adverse impact.

The additional 100 children potentially eligible for public day care would exacerbate the shortfall of available slots described above in the future without the Proposed Actions. Under the Affordable Housing Scenario, there would be a shortage of 170 slots in publicly funded child care programs in the study area. Therefore, the Affordable Housing Scenario would likely result in an increase in demand for publicly funded day care greater than 5 percent of the study area capacity, and a significant adverse impact on day care services could occur.

However, as described above, it is not likely that all of the 100 children under age 12 that would be introduced to the area by the Affordable Housing Scenario would make use of publicly

funded day care facilities within the one-mile study area. Families in the study area could make use of private alternatives to publicly funded day care facilities or facilities outside the study area. As a city agency, ACS does not provide new day care facilities, although they are working to improve public/private partnerships to facilitate the development of new day care centers. Furthermore, as described above, ACS continually evaluates day care facility utilization and makes adjustments in capacity due to changes in demand. The potential demand for day care could also be alleviated by the increasing availability of family day care alternatives and vouchers for private group day care. Potential measures to mitigate day care impacts are described in Chapter 23, "Mitigation."

J. FUTURE CONDITIONS WITH THE UNDC PROJECT

In the FGEIS, the proposed UNDC project at East 41st Street and First Avenue was considered as part of the baseline condition in the future without the Proposed Actions section. However, because the UNDC project is complex and requires approvals from the New York State Legislature, the New York City Economic Development Corporation, and possibly other public agencies, including its own environmental review, it is uncertain whether the project will be completed by 2014 or, in fact, ever built. Therefore, the future without the Proposed Actions section in this document does not include the UNDC project. This section considers an additional future baseline condition in which the UNDC project is constructed.

The UNDC project would not contain a residential component, and therefore, its inclusion in the future without the Proposed Actions would not affect the findings of this analysis with respect to public schools, libraries, hospitals and health care facilities, or day care centers. The UNDC project would not result in any direct effects to FDNY, EMS, or NYPD facilities, and therefore its inclusion as a background project would not affect the findings of this analysis with respect to fire protection, emergency services, or police protection.

K. CONCLUSIONS

FIRE PROTECTION AND EMERGENCY SERVICES

The proposed development program would not result in any direct effects to FDNY or EMS facilities. FDNY does not allocate personnel based on proposed or potential development; in the future with the Proposed Actions, FDNY would evaluate the need for personnel and equipment and make necessary adjustments to adequately serve the area. FDNY response times are not expected to be significantly affected by the projected increases in traffic generated by the Proposed Actions. Access to the development parcels would remain as it is today (no street closings), and on-site emergency vehicle access would be created on the prolongations of East 39th and East 40th Streets. FDNY and emergency service vehicles can maneuver around and through congested areas because they are not bound by standard traffic controls. Service to surrounding areas would continue to be provided by FDNY facilities that have a broad geographic distribution. Therefore, this analysis, like the FGEIS, concludes that the Proposed Actions would not result in significant adverse impacts to fire protection or emergency medical services.

POLICE PROTECTION

The proposed development program would not result in direct effects the physical operations of, or access to and from, an NYPD precinct house. It is NYPD policy not to make adjustments in advance of planned or potential development; while the proposed development program may

necessitate the assignment of additional personnel, resources, and equipment to the study area. A commitment of resources would be based on demonstrated need and would not be made until a detailed development plan and operational statistics for the proposed project became available. NYPD response times are not expected to be significantly affected by the projected increases in traffic generated by the Proposed Actions. Access to the development parcels would remain as it is today (no street closings), and on-site emergency vehicle access would be created on the prolongations of East 39th and East 40th Streets. NYPD vehicles, when responding to emergencies, are not bound by standard traffic controls; they are capable of adjusting to congestion encountered en route to their destinations and are therefore less affected by traffic congestion. In the future with the Proposed Actions, NYPD vehicles would be able to access the proposed development program and surrounding area as they do other areas throughout New York City, including the most congested areas of Midtown and Downtown Manhattan. Therefore, this analysis, like the FGEIS, concludes that the Proposed Actions would not result in significant adverse impacts to police protection services.

PUBLIC SCHOOLS

This analysis concludes that both the proposed development and the Affordable Housing Scenario would have a significant adverse impact on public elementary and intermediate schools within Planning Zone 4 by 2014. It is estimated that the proposed development program would generate approximately 417 public elementary school students and 83 intermediate school students. The Affordable Housing Scenarios expected to generate a slightly larger number of public school students (433 elementary and 92 intermediate school students) than the proposed development program. In both of these scenarios, the shortfall of seats in elementary and intermediate schools within Planning Zone 4 would be greater than 5 percent over the No-Build condition. The significant impact to public intermediate schools, which was not identified in the FGEIS analysis, is the result of updated DOE enrollment and projection data and changes in background conditions in the study area. Mitigation for the significant adverse impacts to public elementary and intermediate schools is discussed in Chapter 23, "Mitigation."

LIBRARIES

The proposed development program would result in a population increase of less than 5 percent in the $\frac{3}{4}$ -mile library service study area and would therefore not exceed the threshold identified by the *CEQR Technical Manual* as a potentially significant impact on library services. In the future with the Proposed Actions, the population of the study area would continue to be well served by the large number of volumes in the study area libraries, which include the largest libraries in the NYPL system. Therefore, this analysis, like that of the FGEIS, concludes that neither the Proposed Actions nor the Affordable Housing Scenario would result in a significant adverse impact on local library services.

HOSPITALS AND HEALTH CARE FACILITIES

Under the Affordable Housing Scenario, the Proposed Actions would introduce new low- to moderate-income residents to the one-mile health care study area. While this population would add an estimated 819 annual visits to study area emergency rooms, this increase is less than the 5 percent increase in the demand for services identified in the *CEQR Technical Manual* requiring additional analysis, and no significant adverse impacts to hospitals and emergency rooms are expected. This is consistent with the conclusion of the FGEIS that no significant impacts on health care facilities would result from the 80/20 scenario included in that analysis.

DAY CARE CENTERS

The Affordable Housing Scenario would generate an estimated 100 children under age 12 eligible for publicly funded day care. This would exacerbate the shortage of publicly funded day care slots expected within a one-mile radius of the development parcels in the future without the Proposed Actions. The Affordable Housing Scenario would likely result in an increase in demand for publicly funded day care greater than 5 percent of the study area capacity. Therefore, this analysis concludes that a significant adverse impact on publicly funded day care services could occur as a result of the Affordable Housing Scenario. This is the same conclusion drawn for the 80/20 scenario analyzed in the FGEIS. *