



# THE CITY OF NEW YORK MANHATTAN COMMUNITY BOARD 3

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## District Needs Statement for Fiscal Year 2021

### Introduction

Community Board 3 Manhattan (CB 3) spans the East Village, Lower East Side, and part of Chinatown. It is bounded by 14th Street to the north, the East River to the east, the Brooklyn Bridge to the south, and Fourth Avenue and the Bowery to the west, extending to Baxter and Pearl Streets south of Canal Street. This community is filled with a diversity of cultures, religions, incomes, and languages. Its character comes from its heritage as a historic and present day first stop for many immigrants. Community District 3 (CD 3) is one of the largest board districts and one of the most densely populated in New York City, with approximately 159,652 residents<sup>1</sup>. Our residents are very proud of their historic and diverse neighborhood, however, the very characteristics that make this district unique also make it a challenging place to plan and ensure services for all residents and businesses.

### A Changing District

CD 3 is changing in many ways, and a number of those changes have exacerbated existing challenges and presented new ones. There is dramatic income disparity in CD 3, and the district now has the fourth highest gap between the lowest- and highest-income households out of all districts in New York City, and it is growing.<sup>2</sup> Luxury housing continues to be built in the district although many people within our community live on the edge of homelessness and economic survival. An estimated 23% of residents in CD 3 are living below poverty level, with approximately 36% of children under the age of 18 and 33% of seniors living below poverty level.<sup>3</sup>

This income inequality is tied to the escalating rate of gentrification in the district. Median asking rents in CD 3 have increased by 26% since 2010, while median household incomes have declined from \$48,070 in 2010 to \$40,340 in 2017.<sup>4</sup> During this time period rent regulated units were regularly being lost annually to deregulation, however, between 2016 and 2017 the number of rent regulated units in the district grew from 18,062 to 18,283.<sup>5</sup>

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<sup>1</sup> 2013-2017 American Community Survey (2019). NYC Population Fact Finder. <

<https://popfactfinder.planning.nyc.gov/profile/396/demographic>>

<sup>2</sup> Furman Center. (2019). *State of New York City's Housing and Neighborhoods in 2018*. <

[http://furmancenter.org/files/sotc/SOC\\_2018\\_Full\\_2018-05-22.pdf](http://furmancenter.org/files/sotc/SOC_2018_Full_2018-05-22.pdf)>

<sup>3</sup> 2013-2017 American Community Survey (2019). NYC Population Fact Finder. <

<https://popfactfinder.planning.nyc.gov/profile/396/demographic>>

<sup>4</sup> Furman Center. (2019). *State of New York City's Housing and Neighborhoods in 2018*. <

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<sup>5</sup> ANHD. (2019). *How is Affordable Housing Threatened In Your Neighborhood?*

<[https://anhd.org/sites/default/files/2019\\_risk\\_chart\\_final.pdf](https://anhd.org/sites/default/files/2019_risk_chart_final.pdf)>

Proposals are in the pipeline for several hundred units of new market-rate housing in the district in the coming years, and an ever-growing number of bars, restaurants, and hotels continue to proliferate as other small businesses and arts organizations struggle to remain in place. All of this puts strain on the overburdened and aging transportation infrastructure in the area, effecting system performance as well as increasing congestion and jeopardizing the safety of our streets and sidewalks. While the City embarks on repairing this infrastructure—such as the Canarsie Tunnel repairs—CD 3 residents lose important transit options and must grapple with the temporary impacts of construction and traffic congestion.

The transformation of the district from one with significant retail diversity to an increasingly nightlife- and hotel-oriented district has resulted in a loss of independent businesses and a variety of retail options that serve local needs. This has resulted in a staggering amount of quality of life concerns and complaints throughout the area, and impacts small businesses, residents, and the large number of artists, arts organizations, and cultural organizations that are so meaningful to the community. Community-based organizations that provide essential services for residents continue to struggle to provide more services and fund themselves with fewer resources, while community healthcare and social service providers face similar challenges and residents are left to grapple with service reductions.

CD 3 is also a coastal community still recovering from Superstorm Sandy in 2012 and the area is increasingly vulnerable to future climate change impacts and extreme weather scenarios that affect the waterfront. The maintenance and viability of the many beloved and essential parks in the district remains a challenge, and their importance as a crucial community resource only grows in the face of these environmental issues.

Preventing the displacement of long-time residents and commercial tenants is a community priority. CB 3 has worked to maintain the livability of the area and improve quality of life for community members, focusing on the retention of its affordable housing stock and local businesses, its community-based organizations and arts institutions, improving environmental resiliency, and protecting the many community assets that may be threatened in the future, while also meeting the diverse and varied needs of new residents and businesses as the neighborhood changes.

## **Housing and Land Use**

There have been alarming recent changes in the community's profile from a mixed-income, diverse and historically important immigrant community to a neighborhood that is increasingly unaffordable and socially stratified:

- In 2018, Community District 3 (CD 3) had the fourth highest income disparity—the gap between our lowest income and highest income residents—in New York City.<sup>6</sup>
- Median asking rents in CD 3 increased by 26% between 2010 and 2018, while growing by only 2% across the rest of the city.<sup>7</sup>
- Between 2010 and 2017, median renter income in CD 3 decreased by 11.6%.<sup>8</sup>

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<sup>6</sup> Furman Center. (2019). *State of New York City's Housing and Neighborhoods in 2018*.

<[http://furmancenter.org/files/sotc/SOC\\_2018\\_Full\\_2018-05-22.pdf](http://furmancenter.org/files/sotc/SOC_2018_Full_2018-05-22.pdf)>

<sup>7</sup> Ibid.

<sup>8</sup> NYU Furman Center's CoreData.nyc. (2019). *Median Renter Income. 2013-2017 American Community Survey*.

- Thirty-six percent of low-income renter households in CD 3 are spending more than half their monthly income on housing.<sup>9</sup>
- CD 3 is ranked as having the second-highest risk factor for the loss of affordable housing and residential displacement amongst Manhattan Community Districts.<sup>10</sup>

This crisis of affordability and inequality in CD 3 will likely worsen as most affordable housing being built in the district is attached to proportionally larger amounts of market-rate housing, and most of the “affordable” units do not meet the needs of low-income residents and seniors living on fixed incomes. According to HPD’s Housing New York count, there were 839 units of new affordable housing constructed in CD 3 between 2014 and 2019<sup>11</sup>, with 25 percent targeted at households earning more than \$76,880 per year, despite the median household income in the district being just \$40,338.<sup>12</sup>

New housing is needed, but must be targeted at affordability levels appropriate for current neighborhood incomes. However, resources for the development of affordable housing are at risk, as the federal government proposed a Fiscal Year 2020 budget with a 16.4 percent decrease in HUD funding for housing programs<sup>13</sup>. HPD is primarily funded through federal sources, with 68 percent of the total expense budget in Fiscal Year 2020 coming from the federal government.<sup>14</sup>

CD 3 has identified several ways the City can help address these housing needs, slow gentrification, and limit residential displacement:

### **Support for the Expansion of Community Land Trusts**

Community Land Trusts (CLTs) are increasingly recognized as an effective mechanism for permanently preserving affordable housing. In CD 3, the Cooper Square CLT and the Cooper Square Mutual Housing Association ensure that 21 cooperative buildings, containing 328 housing units and 22 storefronts, are permanently affordable. There is also interest from a number of small property owners, community-based organizations, and non-profit affordable housing developers to establish a new Community Land Trust in Chinatown.

The City can help the expansion of Community Land Trusts by:

- Supporting planning and operational needs of established CLTs that are looking to expand and emerging CLTs that need technical assistance and education
- Giving priority to CLTs or proposals that include the formation of CLTs when disposing of city-owned land

<sup>9</sup> NYU Furman Center’s CoreData.nyc. (2019). *Median Renter Income. 2013-2017 American Community Survey.*

<sup>10</sup> ANHD. (2019). *How is Affordable Housing Threatened In Your Neighborhood?*

<[https://anhd.org/sites/default/files/2019\\_risk\\_chart\\_final.pdf](https://anhd.org/sites/default/files/2019_risk_chart_final.pdf)>

<sup>11</sup> NYC HPD. (2019). “*Housing New York Units by Building.*” <<http://hpd.maps.arcgis.com/apps/webappviewer/index.html?id=192d198f84e04b8896e6b9cad8760f22>>.

<sup>12</sup> NYU Furman Center’s CoreData.nyc. (2019). *Median Household Income. 2013-2017 American Community Survey.*

<sup>13</sup> NYC HPD. (2019). *Report of the Finance Division on the Fiscal 2020 Preliminary Plan, Fiscal 2020-2029 Ten-Year Capital Strategy, Fiscal 2020 Preliminary Capital Budget, Fiscal 2020 Preliminary Capital Commitment Plan, and the Fiscal 2019 Preliminary Mayor’s Management Report for the Department of Housing Preservation and Development.*

<<https://council.nyc.gov/budget/wp-content/uploads/sites/54/2019/03/806-HPD-2020.pdf>>

<sup>14</sup> NYCHA. (2018). “*Secretary Carson’s Proposed Rent Reform for Low-Income New Yorkers.*”

<<http://www1.nyc.gov/site/nycha/about/press/pr-2018/proposed-rent-increase-2018.page>>

- Providing financial incentives that support the transition of City-foreclosed properties into CLT ownership

### **Expand Support for Organizations That Provide Anti-Displacement Services to Tenants**

Several organizations in CD 3, including Cooper Square Committee, CAAAV, GOLES and AAFE, provide essential services to tenants who are dealing with the termination of basic services, egregious building code violations, and frivolous evictions as displacement pressure in the neighborhood continues to grow.

- A modest investment in the staffing capacity of these groups would have a large payoff for preserving affordable housing and protecting tenants.

### **Expand Tenant Harassment Protections by Adding CD 3 to the Certificate of No Harassment Pilot Program**

Tenant harassment threatens both the quality of life and safety of residents in rent regulated units, as well as the overall affordability of the district. This is reflected by the 193 evictions performed by marshals in 2018, and as of 2019 CD 3 is ranked as having the 2<sup>nd</sup> highest risk for the loss of affordable housing among all Manhattan community districts.<sup>15</sup> The City can address this threat of tenant harassment by:

- Adding CD 3 to the Certification of No Harassment (CONH) pilot program.

### **Ensure that City Sources Compensate for Federal Cuts to Crucial Affordable Housing Programs**

There is a need for more deeply affordable housing in CD 3, but funding streams from HUD that make this possible may be facing cuts. Federal budget cuts could also impact HPD and DOB building inspection and code enforcement, diminishing services that are necessary to maintain the safety of the housing stock in the district. The City can address this by:

- Increasing the share of the City budget that is allocated to the creation of housing so that federal cuts are mitigated and important housing programs that traditionally are funded through the federal government are not lost.

### **Adequately Fund City Agencies to Address Housing Code Violations**

Serious housing code violations in the district have increased by 46 percent since 2016.<sup>16</sup> The City can alleviate this problem by:

- Adequately funding building and housing code enforcement activities to ensure the preservation of affordable housing in the district.

### **Preserve the Viability of HDFC Buildings**

Escalating operating costs, a lack of affordable refinancing options, and gentrification-fueled property value escalation has resulted in many Housing Development Fund Cooperatives (HDFCs) being converted to market-rate housing or being lost to foreclosure.<sup>17</sup> The City can help preserve these important affordable housing resources by:

<sup>15</sup> ANHD. (2019). *How is Affordable Housing Threatened In Your Neighborhood?* <[https://anhd.org/sites/default/files/2019\\_risk\\_chart\\_final.pdf](https://anhd.org/sites/default/files/2019_risk_chart_final.pdf)>

<sup>16</sup> Furman Center. (2019). *State of New York City's Housing and Neighborhoods in 2018*. <[http://furmancenter.org/files/sotc/SOC\\_2018\\_Full\\_2018-05-22.pdf](http://furmancenter.org/files/sotc/SOC_2018_Full_2018-05-22.pdf)>

<sup>17</sup> Stewart, Nikita. New York Times. (2018). "Under City Program, Renters-Turned-Homeowners Could Become Renters Again" <<https://www.nytimes.com/2018/07/29/nyregion/co-op-low-income-nyc-rent.html>>

- Expanding support services, financial training, and oversight for HDFCs
- Creating stronger resale restrictions including sales price caps on HDFC units and new regulatory agreements that provide long-term tax abatements to the HDFCs.

### **Expand Support for Residential Resiliency Upgrades**

In CD 3, over 21,000 dwelling units are located within the 2015 FEMA-identified 100-year floodplain—and over 27,500 units are located within the 500-year floodplain<sup>18</sup>. The City can protect these vulnerable units by:

- Providing more financial incentives to low- and moderate-income housing providers, so that they can complete building infrastructure upgrades and take proactive steps to become environmentally resilient.
- Expanding education and outreach to support low-income housing providers and HDFC co-op boards on strategies and available incentive programs to make their buildings more resilient and to become compliant with any new standards established by the Department of City Planning Zoning for Coastal Flood Resiliency initiative.
- Conducting energy audits to identify candidates for retrofits that reduce waste in lighting, heating, ventilation, and air conditioning systems.

## **NYCHA and Section 8 Housing**

The New York City Housing Authority (NYCHA) owns and manages over 14,000 units of low-income housing in CD3 and the preservation of these apartments as viable, secure, publicly-owned housing is vital to ensure that our community remains diverse and economically integrated.

Changes in agency leadership, new federal monitoring, uncertain funding from HUD, and proposals for increasing public-private partnerships underscores the fragile condition of NYCHA funding and operations in CD 3.

The latest reports show \$31.8 billion of capital and repair needs over the next five years, double NYCHA's 2011 report of \$16 billion<sup>1</sup>. Along with these staggering physical needs, residents also report ongoing safety concerns. With these uncertainties in mind, CB 3 identifies the following as pressing district needs:

- **Capital Repairs**  
There are district-wide needs for capital repairs to major NYCHA building infrastructure to ensure safe and healthy living conditions for all residents.
- **Public Safety**  
PSA 4 covers a large geographical area, which can provide a challenge when an assigned Sector or NCO unit is reassigned to another part of the police service area. This leaves some NCO Unit areas or Sector Unit areas without coverage, thus leaving the NYCHA developments in CD 3 without coverage.

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<sup>18</sup> NYC Department of City Planning. *Manhattan CD 3 Community Profile*.  
<<https://communityprofiles.planning.nyc.gov/manhattan/3>>.

- **Community Engagement for NextGen NYCHA and RAD**

The NYCHA 2.0 programs, including NextGen NYCHA infill and Permanent Affordability Commitment Together (PACT), the local iteration of the federal Rental Assistance Demonstration (RAD) program, are new models for public housing that introduce the private sector into NYCHA properties and could dramatically change the way developments are managed and funded. Several developments in CD 3 have been discussed as possible sites for implementation of both programs. There must be increased community engagement and transparency from NYCHA regarding these new programs, in order to better understand how they would impact public housing stock and public housing residents in our community district. Given the existing public concern and fear around these programs, specifically, the PACT program's transition from Section 9 into Section 8 housing, residents need to be engaged immediately and in multiple languages regarding the facts and the myths.

## **Landmarks**

CD 3 is rich in buildings of historic, cultural, and architectural significance. Compared to other areas of Manhattan, CD 3 is significantly under-designated, with only three historic districts and a modest number of individual Landmarks. The Landmarks Preservation Commission (LPC) should expedite designation of historic districts and individual landmarks in a community whose character is rapidly changing under the onslaught of new development.

Potential Historic Districts in need of full Commission consideration are:

- The Lower East Side Historic District north of Grand Street, south of Delancey Street, east of Essex Street and west of Forsyth Street (long under consideration)
- Extension of the East Village/Lower East Side Historic District
- Extension of the East 10<sup>th</sup> Street Historic District to include the area surrounding Tompkins Square
- A Chinatown Historic District
- Shtiebel Row (East Broadway between Clinton Street and Montgomery Street)
- Al Smith Historic District (St. James Place to Madison Street, James Street to Catherine Street)
- Bowery Historic District

Potential Individual Landmarks long on the CB 3 Landmarks Committee list include:

- James R. Whiting House (22 East Broadway)
- 206 Bowery House
- Congregation Chasam Sopher (8-10 Clinton Street)

In CD 3, emphasis also needs to be given to designation of buildings of historical and cultural significance, including buildings on the Bowery.

In addition, meticulous regulation of the currently designated Landmarks and Historic Districts requires strict application of the law, including that against "demolition by neglect." For example:

- 605 East 9<sup>th</sup> Street, PS 64 (aka CHARAS/El Bohio) has been neglected and intentionally damaged by the owner (removal of white stone facing on the East 10<sup>th</sup> Street side of the building

and failure to properly protect exposed brickwork on dormers and façade where stonework has been removed). The gutters have been damaged leading to potential water damage. The façade has cracked leading to action by the Department of Buildings.

Given the onerous deadlines between calendaring and designation imposed upon LPC, CB 3 requests that LPC be given an increased budget and additional staff in order to handle both the proposed designations described above and the regulatory workload, which increases as each new Landmark or Historic District is designated.

## **Transportation, Public Safety and Environment**

### **Accessibility and Safety**

Accessibility and pedestrian safety are a CB 3 priority, especially with more than 9.1% of residents in the area reporting ambulatory difficulty.<sup>19</sup> There are several ways to address this issue in the district:

- Improved accessibility of bus stops, which is necessary for seniors and people with disabilities. There are complaints to the community board and observations of bus stops being used as loading zones, which render the stops inaccessible for those in wheelchairs and walkers.
- Adequate staffing of traffic enforcement to monitor noncompliant use of bus stops.
- All bus stops to have benches, particularly to accommodate seniors and people with ambulatory disabilities, and shelters where possible. The DOT franchise division should audit stops and implement complete installation of benches.<sup>20</sup>
- Pedestrian safety improvements and traffic calming measures at several wide corridors with high traffic volumes, including Essex Street, Canal Street, and East Houston Street. As can be seen in the Vision Zero interactive crash map, these corridors have significant numbers of traffic crashes involving injuries to pedestrians.<sup>21</sup> These corridors and some of their intersections were identified as priorities in DOT's 2015 Manhattan Pedestrian Safety Action Plan.<sup>22</sup>

### **Curbside Management**

Local businesses need adequate loading/unloading zones for commercial delivery. Curbside parking regulations need to balance competing demands of pedestrians, businesses, and motorists. Lack of loading zones make it impossible for businesses to comply with rules. The proliferation of mid-box stores with ongoing delivery needs without appropriate loading zones exacerbates problems such as congestion and safety issues, therefore:

- Commercial delivery needs must be considered by DOT, there is insufficient truck loading/unloading for the businesses throughout the district.

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<sup>19</sup> U.S. Census Bureau. American Community Survey 2013-2017.

<sup>20</sup> Rich, M. (2015). Community Accessibility Study for Seniors and People with Mobility Disabilities. <<http://www.nyc.gov/html/mancb3/downloads/fellowship/Community%20Accessibility%20Study%20for%20Seniors%20and%20People%20with%20Mobility%20Disabilities.pdf>>

<sup>21</sup> Vision Zero View. (2017). Traffic Crashes. <<https://www.nycvzv.info/>>

<sup>22</sup> Viola, R, Hostetter, S, Riscica, V, Kay, A, and Peck, H. Manhattan Pedestrian Safety Action Plan. New York City Department of Transportation, January 2015.

- Existing commercial delivery zones must be considered by DOT when reviewing traffic patterns and solutions for improving safety in congested areas.

Deliveries to residences has grown exponentially because of online purchasing, but there has been no planning to mitigate this. We are seeing narrow streets blocked by second lane unloading, sidewalks and access to businesses blocked by cartons from major online vendors such as Amazon, and a lack of available space for unloading. Ticketing for double-parking is not a productive use of NYPD resources and is not an adequate deterrent, therefore:

- DOT needs to work with communities and other agencies such as police and MTA to develop a plan to allow traffic to move and access to sidewalks as online vendor deliveries grow.

### **Bus Management**

The intercity bus permit system has not been effective because there is not a means to enforce compliance and collect violations. There are frequent complaints of intercity buses laying over and picking up and discharging passengers illegally in MTA bus stops. This results in buses not being able to discharge and pick up passengers at the curb. Disabled passengers are therefore unable to board or disembark. CB 3 has received many complaints that bus companies illegally loading and unloading interferes with businesses at the location. This is generally because of large crowds blocking sidewalks and entrances to businesses and sidewalk cafes. Most of the buses are registered in other states. It appears that bus companies have realized there is not effective enforcement and stopped applying for permitted stops. The City and State have been meeting to resolve this issue and are currently looking at amended city legislation.

- Full staffing of traffic enforcement agents at a level that is necessary to enforce the types of violations that are within City jurisdiction is needed to address this issue.

### **Public Transportation**

CD 3 is underserved by public transportation, though fewer than 11% of workers in the district use a car to commute to work.<sup>23</sup> Despite CD 3 being the fifth most densely populated community district in New York City, many residents are poorly served by the subway system and 15% live more than ½ mile from the nearest subway stop.<sup>24</sup> Therefore:

- There is a need for more east/west bus service south of 8th Street. The ease of East/West travel has been diminished by the elimination of the Grand Street Bus in the early 1980's and by the limited number of M14A buses.
- There is a need to take strong, creative measures in CD 3 to reduce traffic congestion, which contributes to a vicious cycle of reduced ridership and reduced service. The MTA/NYCT will reduce service after ridership on a bus route drops below a certain threshold. Service cuts have a severely negative impact on vulnerable populations, including the elderly and disabled, who rely on public transportation.

### **Rodents**

CD 3 is the core rat reduction neighborhood in Manhattan. The program included \$32 million mostly going to city agencies and is funded for 5 years. Bulk school pickup has been implemented. NYCHA will be getting compactors and new cement pads to seal cellar spaces. Sanitation is doing additional pickups

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<sup>23</sup> Furman Center. (2019). *State of New York City's Housing and Neighborhoods in 2018*. <  
[http://furmancenter.org/files/sotc/SOC\\_2018\\_Full\\_2018-05-22.pdf](http://furmancenter.org/files/sotc/SOC_2018_Full_2018-05-22.pdf)

<sup>24</sup> Ibid.

in CD 3. Since this rat reduction program has started, the rat indexing failure rate initially declined in 2016 to 2017, however has recently increased from 7.6% in spring of 2018 to 9.7% in spring of 2019.<sup>25</sup>

### **Environment**

CD 3's overabundance of impervious land cover increases the effects of extreme heat, and exacerbates other environmental impacts by making it harder to manage stormwater, neutralize airborne and waterborne pollutants, and dampen light and noise pollution. The City and State need to prioritize programs that mitigate additional environmental impacts from heavy traffic and development burdens in CD 3. Measures should include a green infrastructure build out of street trees, rain gardens, bioswales, park forestry, and blue and green roofs to manage our burden of airborne particulate material, polluted runoff, stormwater flooding, and light and noise pollution.

### **Noise**

Noise is the number one complaint in CD 3. In the past this was primarily commercial noise complaints from bars followed by after-hours construction noise. Residential noise from rooftop amenities has become a new source of noise complaints, especially in the new developments in the East Village. The 9<sup>th</sup> precinct community council meetings often see residents complaining year after year about these problems. Police sometimes have trouble gaining access and have limited recourse legally. This appears to be a new problem that must be addressed legislatively.

## **Economic Development/Business Diversity**

There has been a sustained loss of independent "mom-and-pop" stores in CD 3 due to exponentially increasing costs of doing business and increased competition from chains, destination bars, and restaurants. As the local economy becomes more and more homogenous, and the availability of local goods and services continues to decrease, residents must increasingly leave our community or shop online in order to meet their basic needs. Chain stores have altered the character of the Lower East Side by shifting purchasing power to mass-market retailers and constructing facades out of context with the rest of the historical community.

Retail stores that do survive in our community are threatened by rising costs of rents, increased security deposits, utilities-taxes and "cost of doing business" such as increased minimum wage, paid family leave, paid sick time— all identified as major challenges to small business survival in several CB 3-initiated surveys of local businesses. Property taxes have risen dramatically over the last nine years as well, and a portion of which are passed on to businesses by property owners creating a rent burden that the businesses cannot sustain. This could lead to a continued cycle of storefront vacancies, suppressed daytime foot traffic, and nightlife business proliferation in the district. The effect of property taxes is also particularly impacting small, for-profit independent theaters.

### **Merchant Organizing and Opportunities for City Support**

CD 3 is represented by the following Business Improvement Districts (BIDs):

- The Chinatown BID: Broome to Worth Street and from Allen to Rutgers;
- The LES Partnership: Orchard Street and currently seeking to expand to include a large section of the Lower East Side with Houston Street as its northern border;
- The Village Alliance: 8th Street and some surrounding blocks;

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<sup>25</sup> NYC DOH. *Rat Index*. <<https://www1.nyc.gov/site/doh/data/health-tools/rat-maps-and-data-rat-indexing.page>>

- The Union Square Partnership: 14th Street and the Union Square area; and
- East Village Independent Merchants Association (EVIMA): a merchant-led organization helping businesses and residents in the East Village.

Despite the presence of these organizations, many merchants are still under-supported in a substantial portion of the District. As our community continues to gentrify and remains burdened by a high cost of doing business, CB 3 has identified several ways that the City can help us grow and strengthen our local economy:

- Consideration of a Special District – There is a need for a Special District in the East Village that recognizes and preserves the historic and unique character of the neighborhood. A variety of zoning requirements will facilitate a diverse mix of affordable and appropriate retail and service providers that meets local needs, supports independently-owned businesses, and levels the competitive field of operation.
- Provide Support for Merchant Organizations – Continue financial and programming support for our local merchant-based organizations and BIDs
- Disaster Response – The 2015 gas explosion tragedy on 2nd Avenue, in addition to Hurricane Irene and Superstorm Sandy before it, illustrated the need for well-developed disaster response plans for impacted businesses. SBS was incredibly helpful and responsive following this tragedy, but additional resources should be identified and set aside for future need. These should include a well-funded small business disaster fund, increased staffing at SBS, and the continued availability of low interest loans.

### **Arts & Cultural Affairs**

CB3 has a large concentration of artists and arts organizations, large and small, professional and community-based, experimental and culturally specific. The arts are an important means of preservation and exploration of our exceptionally diverse community cultures, have a proven positive impact on the local economy, and are important to psychological and physical well-being of the residents of the neighborhood.<sup>26</sup> Accessible arts and culture programming are key elements for civic dialogue and empowerment of our most vulnerable populations.

In the face of intensifying gentrification and the growth of exclusive, private cultural amenities in the district, neighborhood art venues, libraries, community gardens and parks provide local, often low-cost, access to cultural programming, and arts and culture should be integrated into the planning of City projects such as designated arts and cultural spaces in new publicly subsidized developments. CB 3 has identified ways the City can help achieve this:

- The Department of Cultural Affairs (DCLA) should follow the recommendations of CreateNYC Cultural Plan by supporting arts organizations that expand promote diversity and inclusion in the cultural workforce, and to increase language access for communications and cultural programming to reach broader, more inclusive audiences, and programs that support the cultural life of low income communities and marginalized groups. In CD 3, this would include funding

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<sup>26</sup> Stern, Mark J. and Susan C. Seifert. (2017). “The Social Wellbeing of New York City’s Neighborhoods: The Contribution of Culture and the Arts.” University of Pennsylvania.

for Latinx and People of Color (POC) residents, artists and cultural workers in CD 3, with particular focus on those in Chinatown and Loaisaida.

- The City should explore incentives for developers to provide below market rental space for arts businesses and nonprofits and City development should include below market opportunities for arts businesses and organizations as was done for food businesses in Essex Crossing. Financial incentives for property owners to provide lower cost rental space to arts and cultural organizations would both lessen the number of vacant storefronts that can blight a block well as benefit the arts businesses.
- The City should include programming for public participation in the project design process of publicly subsidized projects.
- City Hall should move forward in reacquiring the CHARAS/El Bohio profit community and cultural center as stated by the Mayor in the 2017 Town Hall. A restored CHARAS/El Bohio can serve as a much needed axis for a local web of organizations, stakeholders and leaders that reflect the values of the communities they serve.
- The Mayor's Office of Media and Entertainment and DCLA should support a neighborhood-level trilingual data and communication platform for the many cultural spaces and projects located in our districts to share information on programs and learning opportunities.
- DCLA, the Mayor's Office of Recovery and Resiliency (ORR), and the New York City Emergency Management Department (OEM) should support arts and cultural organizations direct participation in resiliency planning, as outlined in the CreateNYC Cultural Plan.
- The City should increase community participation and engagement with the Community Board regarding any and all new cultural/community spaces in publicly subsidized developments in the District.

## **Human Services**

CD 3 is an economically and racially diverse district, therefore it is imperative that initiatives to address the human services needs discussed below are culturally and linguistically appropriate to effectively serve this district's residents.

### **Youth Services**

CD 3 is home to more than 18,600 children under 18 years of age.<sup>27</sup> Approximately 40% of children under 18 years of age lives below the poverty level, and roughly 23% of family households with related children under 18 are living below the poverty line.<sup>28</sup> Over 26% of households in the district received public assistance or food stamps/SNAP.<sup>29</sup> 28.4 of households residing within CD 3 have a household income of \$20,000 or less.<sup>30</sup> The families of these children rely heavily on community-based programs

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<sup>27</sup> U.S. Census Bureau. 2013-2017 American Community Survey

<sup>28</sup> Ibid.

<sup>29</sup> Ibid.

<sup>30</sup> Furman Center. (2019). *State of New York City's Housing and Neighborhoods in 2018*.

[http://furmancenter.org/files/sotc/SOC\\_2018\\_Full\\_2018-05-22.pdf](http://furmancenter.org/files/sotc/SOC_2018_Full_2018-05-22.pdf)

during after-school hours and on weekends and holidays. Those programs provide the youth and their families intervention services and support programming.

In addition, young people have reported a lack of Educational and Work Readiness programs in the community. This points to the need for strong outreach and identification of programs appropriate for them. Community centers, afterschool programs, education programs and employment opportunities are necessary to positively engage these youth.

In light of the critical role these services play during the formative years, CB3 has identified several priority issues for youth, as explained in the following subsections:

### **Ensure Stable and Consistent Access to COMPASS and SONYC Programming**

COMPASS elementary school-level afterschool programs remain in high demand. Continuing expansion of funding for this program is needed. The success of universal middle school COMPASS programming can be expanded by ensuring that all high quality elementary, middle, and high school programs operate on a stable and consistent basis. The 36% of CD 3 youth living below the poverty level<sup>31</sup> depend on consistent services and programs to succeed.

### **Increase Youth Employment & Job Training Opportunities**

Older youth, especially at-risk youth, need employment and job training opportunities offered by the Summer Youth Employment Program (SYEP) and the Young Adult Internship Program (YAIP), which helps produce positive outcomes, such as higher lifetime earnings and higher high school attendance and graduation rates. Every year approximately 50% of applicants were turned away for lack of available slots. CB3 has identified a need for:

- Funding for this program should continue to be baselined, be at its maximum level and take into account the increased cost of participant salaries
- Expansion of these programs for consistent, year-round programming and to ensure contracting non-profits can adequately plan and staff to serve our youth.

### **Provide Services for Youth Aging Out of Foster Care**

According to the Children's Aid Society, teens often exit the foster care system "without the knowledge, skills, experience, attitudes, habits and relationships that will enable them to be productive and connected members of society." In 2018, CD 3 was the third highest Community District of origin in Manhattan for foster care placements with 67 placements (up from 56 placements in 2017).<sup>32</sup> CB3 has identified a need for:

- Maintenance and expansion of Department of Youth and Community Development (DYCD) programs for these youth so they can make a successful transition from foster care to independence and adulthood.

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<sup>31</sup> U.S. Census Bureau. 2013-2017 American Community Survey.

<sup>32</sup> New York City Administration for Children's Services. (2018). Child Welfare Indicators Annual Report 2018.

<https://www1.nyc.gov/assets/acs/pdf/data-analysis/2018/AnnualReportCW2018.pdf>

## Homeless Youth

The Youth (under 24) homeless count in January 2018 was more than 4,500, up from 2,003 in 2017 according to Safe Horizon.<sup>33</sup> In NYC these youth are overwhelmingly people of color, disproportionately identify as LGBTQ, and the majority were pregnant or parenting.<sup>34</sup>

- A more coordinated agency approach between Department of Homeless Services (DHS) and DYCD should be the start of more coordinated response that will prevent homeless youth from “falling between” services of DYCD and DHS.

## Support LGBTQ, Runaway Homeless, and Adjudicated Youth Programs

Expansion of services that offer safe spaces for LGBTQ youth, like Project Speak Out Loud (Project S.O.L) is needed. DYCD programs for LGBTQ, runaway homeless youth and adjudicated youth should be maintained and expanded. In 2019, ten new facilities opening citywide will provide services for youth - including services for LGBTQ and at-risk populations.

## Support Cornerstone Programs

CD 3 currently has nine Cornerstone Programs at NYCHA-based Community Centers. They provide engaging, high-quality, year-round programs for adults and young people that enhance skills and promote social interaction, community engagement, and physical activity. These four programs are run by Henry Street Settlement, University Settlement, and Grand Street Settlement.

## Education

CD 3 has a school enrollment of 19,239 students in grades K-12. There are 46 public schools covering grades K-12. Of these 46 schools, 31 are in Community School District 1 (CSD1) and 15 are in Community School District 2 (CSD2). 29 are elementary or middle schools, 13 are high schools, and 4 are transfer schools). In addition, there are 4 charter schools. Demographically<sup>35</sup>:

- 35.7% identify as Hispanic or Latino, 33.7% as Asian or Pacific Islander, 16.3% as Black or African-American, 11.3% as White, 3% other
- 31.5% of elementary, middle, and high school students live at or below the poverty level
- 13.6% are English Language Learners. 21.2% are students with disabilities.
- 15.1% live in temporary housing.
- Citywide, 8% of students are homeless at some point in the year. In CD 3, the average is 17%.
- 85% of homeless students with disabilities in CD 3 are identified late.
- In CSD1, homeless students are highly segregated into two schools – PS 188 and PS 15, where over 40% of the student population is homeless.

CB 3 has identified several priorities for education, as explained in the following subsections:

## Homeless Students

Homeless children in CD 3 require comprehensive coordination of services to reduce students learning loss as they change schools. CB3 has identified the following need:

- Service providers must work together to ensure comprehensive support between NYC Department of Education (NYCDOE) Family Assistants, Shelters, DHS and outside agencies to prevent gaps in

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<sup>33</sup> Morton, M. H., Kull, M. A., Chávez, R., Chrisler, A. J., Carreon, E., & Bishop, J. (2019). A Youth Homelessness System Assessment for New York City. Chicago, IL: Chapin Hall at the University of Chicago.

<sup>34</sup> Ibid.

<sup>35</sup> NYC Department of Education. “2017-2018 School Quality Guide - Online Edition”.<<https://tools.nycenet.edu>>

service and prevent duplications of intake and attendance.

## **Diversity and Integration in Community School District 1**

The "choice" system of student enrollment in Community School District 1 resulted in greater segregation of the District 1 schools. It also led to a greater concentration of students such as those living in temporary housing, English language learners, and those with IEP's in a small number of schools. To address this, School District 1 began a pilot project in 2018 to support the equitable access of 1) students who qualify for free or reduced lunch (FRL), 2) students in temporary housing (STH), and 3) English Language Learner (ELL). The goal is to improve educational outcomes.

## **Need for a New School**

CSD1 schools are outdated and under-resourced. From 2014-2018, CSD1 lost 761 middle school students<sup>36</sup>, as more neighborhood families must send their children to middle schools outside CSD1 because there are not enough well-resourced schools in the school district. A state-of-the-art facility could prevent the loss of these students to better equipped and resourced schools. CD 3 is in need of a new public-school facility, as exemplified by:

- 85% of CSD1 schools that share a building with one or more schools resulting in inadequate access to gym, arts and enrichment, science labs, and acceptable hours for school lunch. 16% of schools share a gym and/or yard space with three or more schools and almost ¼ of these schools share gym facilities between two schools. This lack of access is further exacerbated due to 35% of gym facilities being used for multiple purposes, creating “cafegymalobatoriums.”<sup>37</sup>
- The NYC DOE mandates 120 minutes of physical education per week. Students in CD 3 do not have equal access to physical education and activity due to inadequate space.
- Inadequate, aging buildings that were not designed for today’s students. Middle and high school students often learn in classrooms designed for elementary school students.
- The lack of technology infrastructure in all of these aging buildings, which prevents CD 3 children from access to 21st Century College and Career Ready skills. With the advent of updated state testing moving to an online format, these aging buildings will limit student’s abilities to compete in this new online testing format.
- The need for families with multiple children to have a single drop off and will prevent hardship for working families and ensure students arrive at school safely and on time, which a new K-8 school on the western side of the district would allow for.

For students in our community to meet the goals of NYC DOE’s “Equity and Excellence for All” agenda,<sup>38</sup> they must have adequate opportunities to move throughout their day and adequate access to technology. A new school facility will provide the students of CSD1 with a state-of-the-art building and provide existing schools with necessary use of space. In consultation with the New York City School

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<sup>36</sup> NYC Dept. of Education, School Quality Guide <https://tools.nycenet.edu/>

<sup>37</sup> Community School District 1 Gym Survey <<https://cecd1.org/gym-survey/>>

<sup>38</sup> <http://schools.nyc.gov/AboutUs/schools/equityandexcellence/default.htm>

Construction Authority (SCA), a parcel of City-owned land that can accommodate a footprint of 75,000 square feet (on Site 5 of Essex Crossing) has been reserved for a school until 2023.<sup>39</sup> Given the rapid approach of the 2023 deadline, CB 3 urges DOE take advantage of this time-sensitive opportunity and fund construction of a new school in the 2019 five-year Capital Plan

### **Mental Health Issues**

One in five children struggle, or at some point in their life will struggle with mental health. Half of all mental-health and substance-use conditions start before age 14. Approximately one in five students who could benefit from additional mental-health supports does not get them. NYCDOE must provide dedicated funding toward one full time social worker per 100 students with a minimum of one per school dedicated to mental health needs. NYCDOE must recognize the impact of mental health stigma and provide training to school-based staff and families on identifying and referring cases of mental health issues

## **Health**

### **Health Care Needs and Services**

CD 3 has continued to be a federally designated health professional shortage area in the fields of primary care, dental care, and mental health. Since 2013 CD 3's overburdened healthcare facilities, which include a vital network of community based health clinics, serve a disproportionately high number of uninsured and Medicaid patients.<sup>40</sup> Over 53% of the population of CD 3 utilized public health insurance. Healthcare providers and residents have expressed strong concern for the continued waning health insurances accepted and financial support from local and state government. NYC Health and Hospitals Corporation, which operates at a deficit of over five million, continues to absorb more of the healthcare burden in our community. The voluntary hospitals continue to consolidate and move services out of reach of our community. This trend is exacerbated by the changes taking place at Mount Sinai Beth Israel. According to testimony heard from residents at the March 2018 *CB 3 Forum on Downsizing of Beth Israel*,<sup>41</sup> there is growing concern that medical and hospital services are becoming inaccessible, especially to our senior population and residents with mobility issues. Mount Sinai Beth Israel is in the process of moving its behavioral health care center from its current location on 16th Street to 45 Rivington Street in the Lower East Side. Although the new behavioral health center will provide comprehensive services, it currently does not accept all health insurance carriers, putting services out of reach for many residents.

### **Skilled Nursing and Rehabilitation Facilities**

After suffering losses of hospital resources and nursing home/rehab beds, our community is in critical need of additional funding from the Department of Health and Mental Hygiene to ensure services. There are, currently, no Alzheimer's dedicated beds/units in the district. Since 2006 the number of long-term care facility beds in Lower Manhattan decreased from 1,085 beds across eight facilities to 353 beds across two facilities.<sup>42</sup> This includes the 219 beds lost when Rivington House was closed.<sup>43</sup> The largest

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<sup>39</sup> Essex Crossing School Position Paper, Manhattan CB3,

<[http://www.nyc.gov/html/mancb3/downloads/planning/CB%203%20Essex%20Crossing%20School%20Position%20Paper%20\(FINAL%206.11.14\).pdf](http://www.nyc.gov/html/mancb3/downloads/planning/CB%203%20Essex%20Crossing%20School%20Position%20Paper%20(FINAL%206.11.14).pdf)>

<sup>40</sup> Health Resources and Services Administration. (2017).

<<https://datawarehouse.hrsa.gov/Tools/MapTool.aspx?tl=HPSA&gt=State&cd=36&dp=PC,DC,MH>>

<sup>41</sup> Request to Mount Sinai Beth Israel Hospital to maintain or restore crucial medical services within or serving Community District 3 (April 2018) <http://www.nyc.gov/html/mancb3/downloads/minutes/minutes2018-04.pdf>

<sup>42</sup> New York State Department of Health NYS Nursing Home Profiles <[https://profiles.health.ny.gov/nursing\\_home/index](https://profiles.health.ny.gov/nursing_home/index)>

<sup>43</sup> Hobbs, A. (2016). Lower Manhattan hit hardest by nursing home decline, stats show. *DNAInfo*.

<<https://www.dnainfo.com/new-york/20161010/lower-east-side/nursing-care-facility-closures-department-of-healthdata-rivington-house>>.

remaining long-term care provider is Gouverneur Skilled Nursing Facility with a total of 295 beds for rehabilitation and long term care beds. Gouverneur’s skilled nursing facility has a waiting list. The skilled nursing facility at Gouverneur operates at 95.69% occupancy rate – greater than the New York City average and the national average.<sup>44</sup>

### **The Vital Role of Community Based Health Centers in Our Community**

Thousands of CD 3 residents depend on community-based health centers for their health care needs. Many patients served are either uninsured or on Medicaid or Medicare. These centers provide linguistically and culturally competent services. They have long standing relationships and strong roots within our community. Given the changes in hospital and medical services in CD 3, these centers will become more central to health care, and their sufficient funding and support is a priority. These centers can off-set some of the loss created by dwindling access to healthcare centers.

### **Community District 3 Health Risks**

#### *Asthma*

The asthma emergency department visit rate among children ages 5 to 17 in the Lower East Side and Chinatown is 297 per 10,000 –higher than the citywide rate. The Take Care New York 2020 goal is to have fewer than 210 visits per 10000 children. More needs to be done to reduce the presence of asthma triggers and educate about medication.

#### *Diabetes*

The rate of adult diabetes in CD 3 is 11 %—higher than the rate of Manhattan overall<sup>45</sup>. Ages 18 – 44 is 31.8% in lower Manhattan<sup>46</sup> Funding for education and outreach to promote healthy eating and sugar intake management is needed.

#### *Mental Health*

The adult psychiatric hospitalization rate in the Lower East Side and Chinatown is similar to New York City rates overall.<sup>47</sup>

- CB 3 supports the continued availability of multilingual, convenient prevention and inpatient and outpatient mental health services that accept all insurances including Medicaid. This should include pediatric, adolescent support for affected households.

#### *Cancer and Tobacco Use*

China, the Dominican Republic, and Puerto Rico are three of the top four countries/regions of origin from where smokers in New York City derive. In June 2018, the NYC Department of Health and Mental Hygiene launched a two-week smoking cessation advertising campaign targeting Chinese males– one of the few populations in NYC to see smoking rates rise rather than fall over the past two decades. While a good effort, the campaign was not sustained long enough to result in significant changes.

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<sup>44</sup> Gouverneur Hospital Community Advisory Board report at the CB3 June Health, Seniors, & Human Services / Youth, Education, & Human Rights Committee meeting)

<sup>45</sup> NYC Department of Health and Mental Hygiene. (2018). Community Health Profiles 2018 – Manhattan Community District 3.

<sup>46</sup> <https://public.tableau.com/profile/nyc.health>

<sup>47</sup> NYC Department of Health and Mental Hygiene. (2018). Community Health Profiles 2018 – Manhattan Community District 3.

The City must build on this campaign by funding culturally competent and linguistically accessible smoking cessation programs with counseling and nicotine replacement therapy targeting limited English proficient populations with high rates of smoking. In FY19 there was funding for a city-wide program targeting Korean communities in NYC. Programs that target Chinese and Spanish speaking communities must be also be funded.

### Unintentional Drug Overdose

In 2015, Latino New Yorkers had the largest increase in unintentional drug overdose deaths involving heroin and/or fentanyl.<sup>48</sup> In 2016, Black New Yorkers had the largest increase in unintentional drug overdose deaths.<sup>49</sup> This is of concern in CD 3 where 33 % of residents are Black or Latino.<sup>50</sup> In addition:

- There is a general lack of education about the dangers of prescription Opioids and propensity for overdose.
- Community residents don't receive enough education from their primary physicians regarding inherent dangers of opioid prescriptions.
- There is not enough education about how to dispose of outdated or unnecessary opioid prescription drugs.
- One program noted that they are seeing a rising use in heroin and other opiates. Heroin has become one of the top three substances. K2 use has been increasing, and dealers are lacing heroin and cocaine with extremely potent opioids such as fentanyl and carfentanil which cause more overdose deaths.<sup>51</sup>

### **Seniors**

CD 3 needs critically important investments to help older residents live healthier lives and more fulfilling lives as they age in place. In CD 3<sup>52</sup>:

- There are 27,183 residents over the age of 65;
- Another 9,578 residents are between ages 60-64. Together they make up nearly 23% of CD 3's population;
- Approximately 8,735 seniors—32.5% of all seniors in the district—live below the poverty line;
- 46% of seniors are living with a disability;
- 37% of seniors experience ambulatory difficulties; and
- 36% of seniors live alone.

Fifty-nine percent of CD 3 seniors are foreign born, with 24% speaking Spanish at home and 43.45% speaking Asian and Pacific Island languages at home.<sup>53</sup> Therefore, CD 3 requires culturally and linguistically appropriate health and social services for its large senior population. In practice, seniors

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<sup>48</sup> NYC Dept. of Health & Mental Hygiene. (2016). Unintentional Drug Poisoning (Overdose) Deaths Involving Heroin and/or Fentanyl in New York City, 2000–2015. <<https://www1.nyc.gov/assets/doh/downloads/pdf/epi/databrief74.pdf>>

<sup>49</sup> NYC Dept. of Health & Mental Hygiene, Unintentional Drug Poisoning (Overdose) Deaths in New York City, 2000 to 2016. <<http://www1.nyc.gov/assets/doh/downloads/pdf/epi/databrief89.pdf>>

<sup>50</sup> U.S. Census Bureau. American Community Survey 2013-2017.

<sup>51</sup> Report from Educational Alliance Wellness and Recovery Center

<sup>52</sup> NYC Dept. of City Planning Population Factfinder 2013-2017 American Community Survey <<https://popfactfinder.planning.nyc.gov/profile/396/social>>

<sup>53</sup> 2013-2017 American Community Survey (2019).

require care on a continuum that covers their diverse cultural, health and wellness needs, and there is no single correct approach that will effectively ensure their health and well-being.

### **Senior Centers**

According to the Department for the Aging (DFTA), in CD 3 there are 10 DFTA funded senior centers and each are particularly important as they are culturally sensitive to the needs of our diverse communities.<sup>54</sup>

- Given the growing senior population, there is a need to maintain and expand the existing facilities and to address significant capital maintenance needs.

### **Naturally Occurring Retirement Community (NORCs)**

In addition to senior centers, NORCs are also vital in CD 3. A NORC is a multi-age housing development or neighborhood that was not originally designed for seniors but now is home to a significant number of older persons. There are several NORCs in CD 3 that provide Supportive Services Programs to maximize and support the successful aging in place of older residents. Often, NORC residents can access health and social services in their own buildings, building complexes or locally within their neighborhoods. Both the City Council and DFTA recognize the need for NORCs in the community and are working to budget more NORC programs.

- CB 3 supports funding for NORC programs, as they are a model for bringing necessary care and support to seniors living in age-integrated buildings and neighborhoods.

### **Senior Health**

Avoidable hospitalizations are those that could be prevented if adults had access to quality primary care. The rate of avoidable hospitalization among elder adults in CD3 is higher than the citywide rate. In CD 3 there were 1,207 avoidable hospitalization compared to 1,072 in Manhattan and 1,033 in all the Boroughs<sup>55</sup>. Fall related hospitalizations among older adults' accounts for the main reasons seniors are hospitalized. In CD3 again the rate is higher than that of the city wide average 1,837 compared to 1,604 City-wide.<sup>56</sup>

## **Immigration**

34.9 % of residents living in CD 3 are foreign born.<sup>57</sup> It is home to the largest concentration of Asian foreign-born residents in Manhattan with a growing base of Latino foreign-born residents (especially from the Dominican Republic). Of the foreign born in CD 3<sup>58</sup>:

- 56.4% are from China.
- 15 % are from Spanish speaking countries in the Dominican Republic, Mexico, Caribbean, Central America, and South America.
- 11.8% are from Europe.
- 3.9% are from South Eastern Asia,

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<sup>54</sup> <https://www1.nyc.gov/site/dfta/services/find-help.page>

<sup>55</sup> NYS Department of Health, Statewide Planning and Research Cooperative System, 2012-2014.

<<https://www1.nyc.gov/assets/doh/downloads/pdf/data/2018chp-mn3.pdf>>

<sup>56</sup> Ibid.

<sup>57</sup> NYC Dept. of City Planning Population Factfinder 2013-2017 American Community Survey

<<https://popfactfinder.planning.nyc.gov/profile/396/social>>

<sup>58</sup> Ibid.

- 3.3% are from South Central Asia<sup>59</sup>.
- 28.9% of CD3 residents report speaking English “less than very well”.<sup>60</sup>
- In the last decade, 42% of all Chinese immigrants arriving in New York City, were admitted to the U.S. as asylees (people seeking or granted political asylum), or refugees.<sup>61</sup> There is also a small but growing number of refugees or asylees from Central America and South America.
- Between 2016 and 2019, immigrants from China made up the largest nationality of New York City immigrants (21%) with cases begun in immigration court (how the U.S. government orders deportations of immigrants). Another 34% of New York City immigrants with cases begun in immigration court were from Guatemala, Ecuador, Honduras, Mexico, El Salvador, and the Dominican Republic.<sup>62</sup>

The current federal level immigration policies and priorities have and will adversely impact low-income immigrants. There is a shortage of conveniently located, culturally and linguistically competent services in Spanish and Chinese for immigrants regardless of their status. The few nonprofit immigration legal service providers of free or low-cost services in downtown Manhattan provide services city-wide and have long waiting lists. Therefore CB 3 has identified a need for:

- Expanded immigration legal services along with “know your rights education”, located within or near our community.

## **Homeless Population Services**

### **Street Homeless**

New York City is in crisis regarding the homeless population. We see this crisis reflected in CD 3 with many people observed living on the street, in subways, and overflowing shelters. The Department of Homeless Services (DHS) Hope Count for Manhattan for 2018-9 shows a two percent decrease in this last year. This needs to be considered in light of a five percent decrease the previous year, but a 40 percent increase the preceding year, 2016—7.

Travelers, young homeless people who travel to destinations depending on the weather, continue to be the most difficult subset of the street homeless population to engage. This population often include instances of drug use and aggression. Manhattan Outreach Consortium (MOC) outreach teams are trying a harm reduction approach working with all clients and providing Narcan, feminine hygiene products, sunscreen, etc. to people on the street. There has also for the first time been success in requesting reasonable accommodation to bring dogs into safe havens, however, the dog needs to be an emotional support animal. This is an approach that should be considered to produce engagement with travelers as well as working with Harm Reduction for outreach.

SDR Park has many homeless and drug dealers and users, an increase over previous years. Drug dealers target the homeless in parks and outside shelters. A current reported drug trend is mixing K 2 with crack, based on conversations with Project Renewal security and MOC. Tompkins Square Park during the day is a destination for street homeless and homeless who have shelter beds.

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<sup>59</sup> NYC Department of City Planning. (2013). The Newest New Yorkers

<sup>60</sup> NYC Dept. of City Planning Population Factfinder 2011-2015 American Community Survey.

<sup>61</sup> NYC Dept. of City Planning – The Newest New Yorkers (2013 Edition).

<sup>62</sup>The Demographics of Detention: Immigration Enforcement in NYC Under Trump, Office of NYC Comptroller Scott Stringer, <<https://comptroller.nyc.gov/reports/the-demographics-of-detention-immigration-enforcement-in-nyc-under-trump/>>

## **Homeless in the Subways**

For the first time this past winter the CB 3 office and the offices of elected officials received reports of many homeless in the subways, particularly the F train stops at Second Ave and East Broadway and Delancey. The Hope Count for the current year shows a 23 percent increase in homelessness in the subways, which coincides with the increase seen in CD 3. BRC and Transit NCOs report that they are having some success in having people accept beds and services, but people seem to be more difficult to engage.<sup>63</sup>

Current methods of engagement include removing benches and decreasing footprint for homeless and having frequent check-ins that disturbs sleep, as a part of a broader campaign that has been proven successful in reducing homelessness and convincing clients to accept services and beds.<sup>64</sup> However the overall increase shows that although there is some success with individuals, this does not resolve the problem of an increasing number of homeless people needing to seek refuge in the subways. Standard approaches do not prove productive. DHS should be analyzing and trying new approaches to engage the subway homeless.

## **Shelters and Supportive Housing**

CD 3 is home to over 15 shelters among the highest in the City. Most of these facilities are absorbed into the community without notice. CB 3 has identified priority issues in the area of shelters and supportive housing, explained in the following subsections:

### *Shelters*

- While some shelters provide necessary beds, they are in very old buildings that do not adequately provide safe and dignified housing. NYPD reports that adult men do not want to accept beds in shelters as they do not feel safe. We also have reports from outreach workers that adult men wait until there is a safe haven bed available rather than accept a bed in an adult men's shelter.
- Project Renewal Third Street Men's Shelter/Kenton Hall. This large shelter received additional funding for security due to CB 3's advocacy. However, DHS peace officers are still needed for the protection of the shelter residents and those on the block. The shelter attracts drug dealers, who can be seen dealing drugs every day all day. This is bad for the shelter residents as there is no way to detect drugs brought into the shelter and results in unsafe conditions for the men as well as public safety insecurity for the families on the block. The City has no plan to address this situation that has existed for many years. The number of police calls to the shelter decreased from 558 to 524 in the last fiscal year, the overdoses increased from 6 to 8. This did not include the "sister shelter," Kenton Hall, a residence for people using Methadone. The significant number of police calls shows a need for better security on the block and in the shelter. The lack of security outside the shelter and the lack of productive action against the drug dealers also causes resistance to shelters in the community because of the visible criminal activities.
- Catherine Street Shelter has changed from an adult family shelter to a single women's shelter to meet this growing need. There are currently 300 beds but 100 beds will soon be converted to mental health beds. Walkthroughs of this shelter show that this old school building is inadequate for use as a shelter. People are housed in classrooms without nearby toilets and no running water in the rooms.

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<sup>63</sup> Community Board 3 District Service Cabinet Meeting, January 2019.

<sup>64</sup> Community Board 3 District Service Cabinet Meeting, January 2019.

## Supportive Housing

- There is a need for more supportive housing in CD 3. In the last fiscal year, MOC reports placing 208 clients into permanent housing, up 15 from last year, and the retention rate remains 91% after one year.

## **Parks/Recreation**

CD 3, like most community districts in New York City, is underserved in terms of open space, with less than the City-recommended 2.5 acres of open space per 1000 residents.<sup>65</sup>

- Citywide the median open space ratio is 1.5 acres per 1,000 residents<sup>66</sup> – CD 3 is slightly below that average at 1.2 acres per 1,000 residents.<sup>67</sup>
- While 99% of residential units in CD 3 are located within ¼ mile of a park<sup>68</sup>, not all parks are easily accessible or maintained at an acceptable level.
- Open space is not evenly distributed throughout the district, with the area west of Avenue A and Chinatown lacking adequate open space.
- With the impending closure of East River Park for a minimum of 3.5 years, other parks in CD 3 risk being inundated and over-used by people looking for alternative spaces.

## **Parks Buildings**

There are numerous Parks Department buildings in the district that are underutilized for the benefit of the community. These spaces are either completely closed or are used as store houses for citywide Parks operations. Our local park houses should not bear this disproportionate burden for other neighborhoods. These buildings would be better used as community facilities that could serve as neighborhood safe anchors thus increasing park safety.

- CD 3 has numerous "Park House" buildings and comfort stations that are not completely available for community use. We believe these buildings should be renovated and re-opened for community use. According to a 596 Acres Study<sup>69</sup> the following properties are under-utilized in the district:
  - Sara D. Roosevelt (SDR) Park: Stanton Building (Used by Parks workers-under construction or bathroom reopening)
  - SDR Park: Hester St. Building (Used by Parks workers)
  - Allen Street Mall Comfort Station (Completely closed; RFPs for food vendor still in progress, which would open bathrooms)
  - Seward Park "Park House" Building (Bathrooms are open, the rest of the space is closed to the community)
  - LaGuardia Houses Playground Building (Currently undergoing demolition and conversion to open turf area)
  - Baruch Houses Bathhouse (Completely closed, RFEI issued for reuse)

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<sup>65</sup> NYC Mayor's Office of Sustainability. (2016). City Environmental Quality Review. [http://www.nyc.gov/html/oec/html/ceqr/open\\_space\\_maps\\_manhattan.shtml](http://www.nyc.gov/html/oec/html/ceqr/open_space_maps_manhattan.shtml)

<sup>66</sup> NYC Mayor's Office of Environmental Coordination. (2014). CEQR Open Space. [http://www.nyc.gov/html/oec/downloads/pdf/2014\\_ceqr\\_tm/07\\_Open\\_Space\\_2014.pdf](http://www.nyc.gov/html/oec/downloads/pdf/2014_ceqr_tm/07_Open_Space_2014.pdf)

<sup>67</sup> New Yorkers For Parks. *Open Space Index*. [http://www.ny4p.org/client-uploads/pdf/OSI/NY4P\\_Open\\_Space\\_Index.pdf](http://www.ny4p.org/client-uploads/pdf/OSI/NY4P_Open_Space_Index.pdf)

<sup>68</sup> Furman Center. (2018). State of New York City's Housing and Neighborhoods in 2017. [http://furmancenter.org/files/sotc/SOC\\_2017\\_Full.pdf](http://furmancenter.org/files/sotc/SOC_2017_Full.pdf)

<sup>69</sup> Living Lots NYC. [https://livinglotsnyc.org/media/files/LESmap\\_7.27.16\\_FINAL.pdf](https://livinglotsnyc.org/media/files/LESmap_7.27.16_FINAL.pdf)

- Tompkins Square Park Building (Bathrooms are open; the rest of the building is closed to the community)
- The Stanton Street Park House in SDR Park was a community center until the 1970s and must be returned to community use. Three out of four Parks buildings in SDR Park are used for citywide Parks maintenance or communication centers. This inequitable distribution of resources does not allow CD 3 to meet its needs for community space, programming and park safety, especially in this very densely used and troubled park straddling the Lower East Side and Chinatown and a Scope of Work is needed to move this forward.
- The abandoned bathhouse in the LaGuardia Houses playground is not operational and is currently undergoing demolition and conversion to an open turf area. However, this is a temporary conversion and Parks needs to commit to building a permanent, community recreation facility.

### **Comfort Stations**

For the use of all in the community, comfort stations in CD 3 parks, recreational fields, playgrounds and park buildings with park programming are badly needed. The following comfort stations are in need of improvement or repair:

- Comfort stations in parks throughout CD 3 are in need of renovation. These include Baruch Playground, SDR Park (at Broome), Corlears Hook Park, Columbus Park and Tompkins Square Park.

### **Recreational Use**

The lack of park space is exacerbated by a lack of recreational sports fields. While CB 3 does not seek to exclude outside groups from our parks, the Board had taken the following positions:

- Priority access to recreational sports fields should be given to not-for-profit organizations serving the youth of CD 3 especially considering the full closure of East River Park.
- NYC Parks must revisit the policy of grandfathering sports field permits to certain organizations.
- Fields must be maintained to optimize use. This includes providing drainage so that fields can be used after rain and snow.

### **Rodents in Parks and Community Gardens**

Department of Health rat indexing shows that CD 3 has one of the highest rat failure rates in the City. While the implementation of the Neighborhood Rat Reduction program in 2017 has not shown success uniformly in CD 3, there has been success in parks. Parks has reduced their burrow counts by 47% from 412 burrows at baseline to 218 burrows. This is a historic low for Parks. Community Gardens are included in the program and currently of the approximately 40 gardens, 18 are in current need of treatment. Structural holes, overall disrepair, and lack of maintenance resulting in garbage overflow and a rapid increase in gentrification continues to result in continuing rodent problems in the district that must be addressed.

### **Wireless Access**

CD 3 residents would benefit greatly from free wireless access in all public parks, such as the networks currently available in Tompkins Square Park and Hamilton Fish Park, which allow all in the community to use their laptops and other devices in parks.

### **Maintenance**

CB 3 members have routinely observed parks, playgrounds, plazas, greenstreets, and street trees with plantings not being properly and regularly maintained or mowed. Therefore CB 3 requests:

- Adequate staffing of Parks mobile maintenance staff.
- More frequent cleaning of playgrounds in parks, as well as standalone park playgrounds during the weekends and on summer weekdays, especially in all spray showers and water fountains, to maintain safety and sanitation.

### **Community Gardens**

CD 3 has one of the highest concentrations of Greenthumb gardens in New York City and the densest distribution of gardens in the city.<sup>70</sup> It is essential our community gardens are protected. Currently gardens can still be sold as they are not legally Parks property. CB 3 supports:

- The creation of a new Special Purpose "Community Garden District" that would offer a measure of protection, as would a new protected NYC zoning designation of "Community Garden."

Since all community gardens have the same maintenance and resource needs as public parks, CB 3 requests that:

- All gardens under NYC Parks jurisdiction receive funding through Greenthumb and be provided with adequate infrastructure, such as available water spigots, ongoing topsoil renewal, wrought iron fencing, and electricity/solar lighting where applicable.

Keeping the gardens well-lit is a public safety need. The increase in illicit drug use, as reported by area gardeners, makes garden lighting especially relevant. Therefore:

- For these safety reasons, an additional PEP Officer should be hired to specifically patrol the community gardens in CD 3.

### **Bioswales, Tree Plantings**

- Bioswales and tree plantings (tree canopy) needs to begin now especially considering the ESCR project. Indigenous plantings should also be distributed throughout CD

### **Waterfront**

Pier 42 has received funding for the first phase of rehabilitation, but at least \$50-60 million more is still needed.

- CB 3 strongly urges and expects that the relevant City agencies will raise the necessary funding and complete this improvement and stabilization especially considering the full closure and reconstruction of the East River Park, so that Pier 42 will never be lost as a crucial amenity to this community.

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<sup>70</sup> <<https://greenthumb.nycgovparks.org/gardensearch.html>>

Pier 35 has recently opened in an area desperate for open space

- CB 3 strongly urges NYC Parks to provide adequate staffing to secure and maintain this new open space along the waterfront

## New York City Libraries

A study conducted by the Center for an Urban Future found that across the city, although library visits, book circulation and program attendance have consistently increased in the past decade, our libraries are open fewer hours than the state's largest counties and trail behind cities throughout the nation.<sup>71</sup> CD 3 has five branches of the New York Public Library (NYPL) system: Chatham Square, Hamilton Fish, Ottendorfer, Seward Park, and Tompkins Square.<sup>72</sup> The branches in CD 3 have amongst the highest numbers of visits in the NYPL system visits during FY19:

Manhattan Community Board 3		
Branch	Visits	Program Attendance
Chatham Square Branch	253,835	46,934
Hamilton Fish Park Branch	127,014	10,509
Ottendorfer Branch	39,287	13,521
Seward Park Branch	284,951	53,650
Tompkins Square Branch	162,435	32,019
<b>Totals</b>	<b>867,522</b>	<b>156,633</b>

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- In an effort to continue to support our most vulnerable New Yorkers we are urging the City in FY21 to increase or maintain expense funding from FY20 so to ensure all communities in our city have access to library services six days a week and expand to seven-day service.
- The three library systems require capital funding to support the needs of CD 3 branches and branches citywide as we continue to maintain premier library services for all patrons
- As we continue to prepare for the 2020 Census, collaborative partnerships and additional resources are imperative to ensure all New Yorkers are counted.

## Nightlife and Licensing

CD 3, a primarily residential district, has the largest number of 311 commercial noise complaints year to year for any Community District in Manhattan, regularly registering more than 2,500 complaints in each of the past five years. However, the last two fiscal years saw consecutive decreases in complaints. From Fiscal Year 2018 to Fiscal Year 2019, CD 3 saw a decrease from 3,645 to 2,994 commercial noise

<sup>71</sup> Giles, D. (2015). Library Funding is Behind the Times. Center for an Urban Future.

<https://nycfuture.org/data/info/library-funding-is-behind-the-times>

<sup>72</sup> New York Public Library. (2017). NYPL Statistics for Fiscal Year 2017 in Community Board 3

<sup>73</sup> New York Public Library. (2019). NYPL Statistics for Fiscal Year 2019 in Community Board 3

complaints—a decrease of almost 18 percent (See *Appendix A* for detailed commercial noise data).<sup>74</sup> The decrease in the number of commercial noise complaints may be the result of fewer complaints or may be the result of NYPD and City discouragement of using 311 for noise complaints. However the 2019 fiscal year 2,294 commercial noise complaints show that the quality of life of many residents is still very negatively impacted by the growth of the area as a nightlife destination.

Many complaints related to nightlife are difficult to resolve because no agency has sole jurisdiction over noisy crowds on the street, lines outside businesses, overcrowding, and loud music. The New York State Liquor Authority (SLA), which issues licenses and has jurisdiction over compliance with the New York State Alcohol Beverage Law, has limited investigation and enforcement abilities and believes that noise and other quality of life problems caused by the saturation of liquor licenses should also be documented and enforced by the NYPD. Large rowdy crowds, traffic congestion, and horn honking are a constant result of the saturation of bars, but as these conditions are not criminal, there is little the police can do to respond to noisy, crowded streets and sidewalks.

CB 3 has several recommendations to mitigate the negative impacts of this nightlife proliferation:

- Strict adherence by the SLA to the 500-foot rule by not allowing new liquor licenses in saturated areas without a clear showing by the applicant of a public benefit.
- Use of existing tools to address quality of life complaints that result from the oversaturation of eating and drinking establishments, like the "6 in 60" legislation enacted in 2010 which allows police to refer persistently noncompliant businesses to the SLA for NYPD violations, as well as for violations of stipulations and the conditions of a license.

### **Sidewalk Cafés**

Sidewalk cafés enhance street vitality but also create congestion and noise by extending businesses to otherwise public sidewalks. Sidewalk cafés also push waiting patrons into smaller areas of public sidewalk, often forcing pedestrians navigating around patrons into the street. Permittees often illegally increase the footprint of their cafes and allow wait staff to serve customers from the sidewalk, which also encroaches on public sidewalk space. Lack of Department of Consumer Affairs (DCA) staffing has resulted in the loss of much needed routine, night and weekend inspections for permit compliance and creates the necessity for residents to police their sidewalk cafes.

To address sidewalk café issues, CB 3 requests that:

- DCA create rules to distinguish between sidewalk cafes for bars and sidewalk cafes for restaurants. This would allow communities to identify appropriate locations where sidewalk cafes will not conflict with residential living.
- DCA create rules for evaluating sidewalk cafe applications that would examine the clearance needed at the proposed location in relation to the existing sidewalk congestion, as well as the 8-foot sidewalk clearance, including locations near subway entrances or bus stops, to ensure sufficient sidewalk access for pedestrians and people in wheelchairs.
- DCA use creative methods, such as flex time and rotating shifts, to monitor and enforce existing sidewalk café regulations at times when violations are most often occurring, such as on weekends

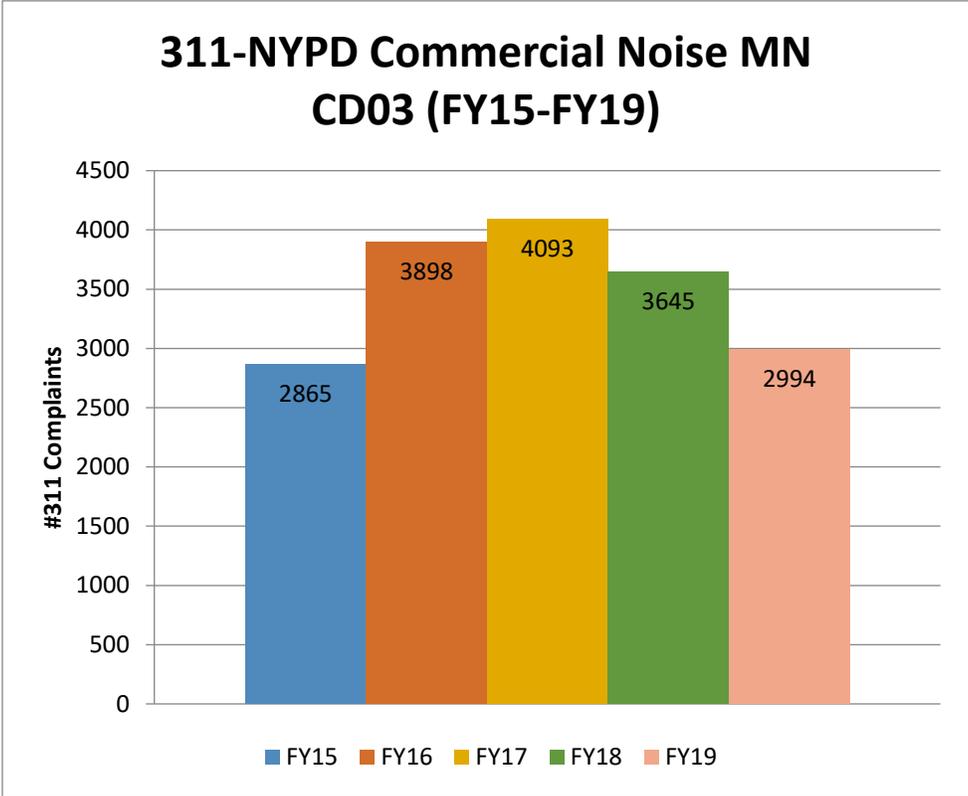
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<sup>74</sup> New York City 311 Service Requests. (2019). NYC Open Data. <<https://nycopendata.socrata.com/>>.

and in the evenings.

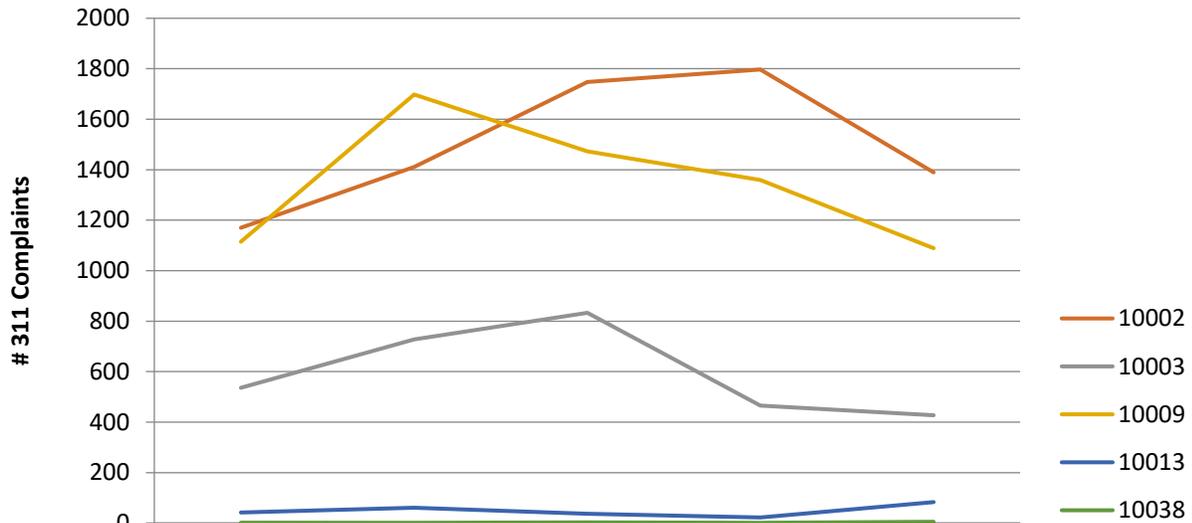
- DCA consider earlier closing hours for sidewalk cafes in residential areas.

**Appendix A – 311 Commercial Noise Complaint History**



Source: New York City 311 Service Requests. (2019). NYC Open Data. <<https://nycopendata.socrata.com/>>.

## 311-NYPD Commerical Noise Complaints in MN03 by Zip Code

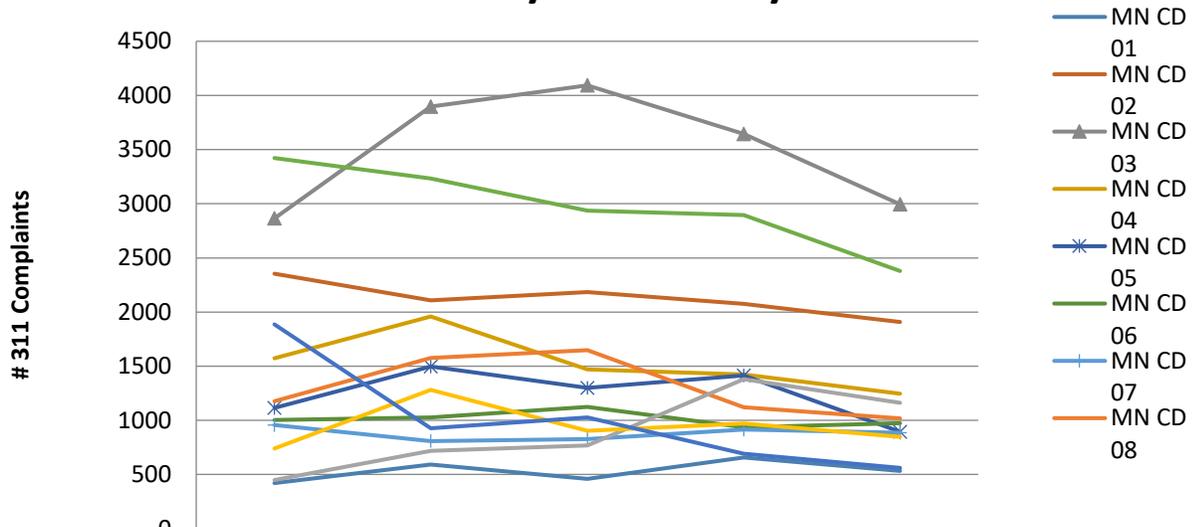


	FY15	FY16	FY17	FY18	FY19
10002	1170	1411	1747	1797	1390
10003	536	727	833	466	427
10009	1115	1698	1473	1359	1089
10013	42	61	37	22	83
10038	2	1	3	1	5

NYC Fiscal Year

Source: New York City 311 Service Requests. (2019). NYC Open Data. <<https://nycopendata.socrata.com/>>

## 311-NYPD Commercial Noise Complaints in Manhattan by Community Board



	FY15	FY16	FY17	FY18	FY19
MN CD 01	421	593	460	657	532
MN CD 02	2354	2109	2184	2076	1908
MN CD 03	2865	3898	4093	3645	2994
MN CD 04	1574	1959	1470	1424	1246
MN CD 05	1116	1497	1301	1415	895
MN CD 06	1002	1028	1124	936	974
MN CD 07	957	808	826	914	887
MN CD 08	1178	1577	1648	1120	1018
MN CD 09	449	717	769	1380	1162
MN CD 10	740	1281	902	972	847
MN CD 11	1886	928	1026	693	561
MN CD 12	3422	3233	2936	2894	2379

NYC Fiscal Year

Source: New York City 311 Service Requests. (2019). NYC Open Data. <<https://nycopendata.socrata.com/>>

### 311-NYPD Commercial Noise Complaints in Manhattan by Community Board - Annual Percent Change

CD	FY18	FY19	Percent Change
MN CD 01	657	532	-19.0
MN CD 02	2076	1908	-8.1
<b>MN CD 03</b>	<b>3645</b>	<b>2994</b>	<b>-17.9</b>
MN CD 04	1424	1246	-12.5
MN CD 05	1415	895	-36.7
MN CD 06	936	974	4.1
MN CD 07	914	887	-3.0
MN CD 08	1120	1018	-9.1
MN CD 09	1380	1162	-15.8
MN CD 10	972	847	-12.9
MN CD 11	693	561	-19.0
MN CD 12	2894	2379	-17.8

Source: New York City 311 Service Requests. (2019). NYC Open Data. <<https://nycopendata.socrata.com/>>