

## CHAPTER 5: COMMUNITY FACILITIES AND SERVICES

### 5.1 Overview

This chapter examines the potential impacts of the Proposed Action on existing public or publicly-funded community facilities and the services they provide.

According to the *CEQR Technical Manual*, a proposed action may result in direct or indirect impacts on community facilities and services. Direct impacts occur when a community facility or service is physically altered or displaced; indirect impacts may occur when a proposed action results in a population increase that would generate demands for services and affect the delivery of such services.

A full description of the existing Stapleton neighborhood is presented in Chapter 3, “Land Use, Zoning, and Public Policy.” For the purposes of analysis, and in accordance with the *CEQR Technical Manual*, “community facilities and services” are defined as public schools, libraries, healthcare facilities, public day care facilities, fire protection, and police protection.

As detailed below, the Proposed Action would generate demand for additional elementary and intermediate public school seats, which would adversely affect school utilization rates within the study area. However, as the New York City Department of Education (DOE) has definitive plans to increase the capacity of public schools within in and around this area, no significant adverse impacts to public schools would result from the Proposed Action.

### 5.2 Methodology

To evaluate the potential for the Proposed Action to result in significant adverse impacts, the study area for the evaluation of community facilities and services is defined as an area encompassing a one-half-mile radius around the upland portion of the Project Area, as illustrated in Figure 5-1. The Project Area is generally bounded by Hannah Street to the north, the Staten Island Railway (SIR) tracks and Bay Street to the west, the Front/Bay/Edgewater Street intersection to the south, and the U.S. Pierhead line to the east. If the Project Area falls within the individual catchment area of a community facility and/or service provider, it is considered within the study area even if the actual facility is located more than one-half-mile from the Project Area. The definition of the study area reflects the boundaries of the area that would most likely be affected by development generated from the Proposed Action with respect to community facilities and services.

The *CEQR Technical Manual* recommends a community facilities and services analysis for projects that would introduce more than 100 residential units. The Proposed Action would add approximately 638 market-rate residential units to the Project Area, thus requiring a community facilities and services analysis. Thresholds for preliminary analyses vary according to the type of community facility, as discussed below.

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For public schools, if a proposed action generates more than 50 elementary/middle school or 150 high school students, a detailed analysis is required. The Proposed Action would generate approximately 115 elementary and middle school students, and approximately 38 high school students according to *CEQR Technical Manual* methodology. Thus the Proposed Action triggers the threshold for preliminary analysis at the elementary and middle school levels. No further analysis of the impacts at the high school level is necessary.

If a proposed action would add 651 or more residential units in Staten Island, representative of a five percent increase in the number of housing units per library branch, a library analysis is required under CEQR. As the Proposed Action would not exceed this preliminary threshold, a library analysis is not required.

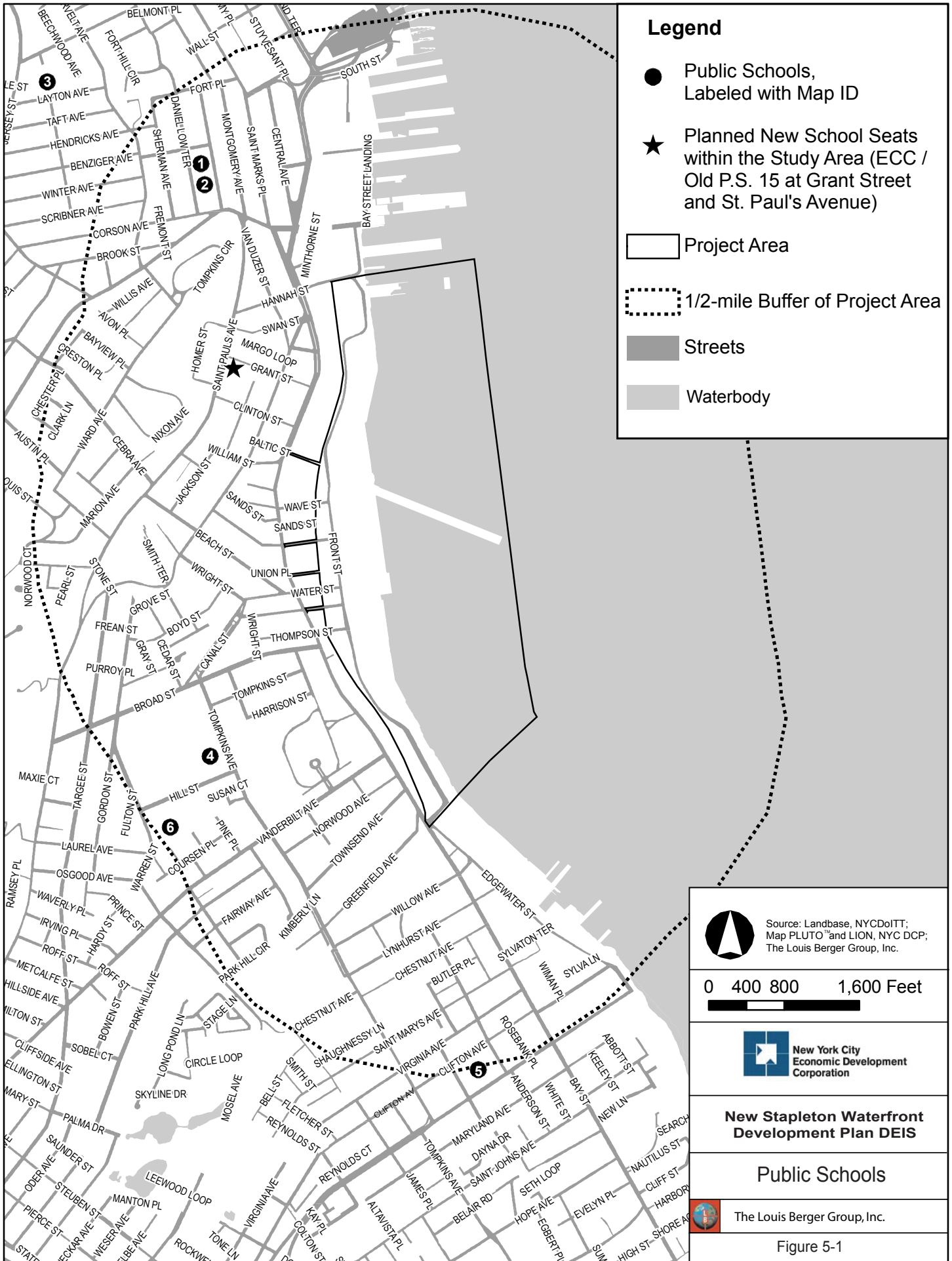
The *CEQR Technical Manual* requires an analysis of outpatient healthcare facilities if the proposed action would add more than 600 low- to moderate-income housing units. The Proposed Action would not add any low- to moderate-income units to the study area; therefore, it does not reach the preliminary analysis threshold for outpatient healthcare facilities. It should also be noted that there are plans for a new Federally Qualified Health Center (FQHC)/Federally Qualified Health Center Look-Alike (FQHCLA) within the vicinity of Stapleton. The intention of the FQHC/FQHCLA will be to provide needed health care services to the underserved residents of the North Shore of Staten Island.

An analysis of public daycare facilities is required if a proposed action would add more than 50 eligible children based upon the number of low- to moderate-income residential units. For Staten Island, the *CEQR Technical Manual* indicates that the addition of approximately 278 low- to moderate-income units or 250 low-income units would trigger this threshold. The Proposed Action does not exceed this threshold as it would only introduce market-rate residential units to the Stapleton neighborhood.

The *CEQR Technical Manual* requires analysis of fire and/or police protection services if a proposed action would directly affect the physical operations of, or access to and from, a police and/or fire station. A detailed analysis of police and fire protection services is not required, as the Proposed Action would not displace or otherwise directly affect either type of service. It should be noted that, in accordance with City policy, the New York City Police (NYPD) and Fire Departments (FDNY) continuously monitor conditions to determine how personnel are deployed and adjust deployment patterns as necessary.

### **5.3 Existing Conditions**

The Proposed Action exceeds the threshold for an analysis of public elementary and middle/intermediate schools, but not for any of the other types of community facilities (public high schools, healthcare facilities, day care centers, libraries, and police or fire protection). Therefore, this section describes the Existing Conditions of public elementary and middle/intermediate schools within the study area.



**Legend**

- Public Schools, Labeled with Map ID
- ★ Planned New School Seats within the Study Area (ECC / Old P.S. 15 at Grant Street and St. Paul's Avenue)
- ▭ Project Area
- ⋯ 1/2-mile Buffer of Project Area
- Streets
- Waterbody



Source: Landbase, NYCDOT; Map PLUTO and LION, NYC DCP; The Louis Berger Group, Inc.

0 400 800 1,600 Feet



New York City Economic Development Corporation

**New Stapleton Waterfront Development Plan DEIS**

**Public Schools**



The Louis Berger Group, Inc.

Figure 5-1

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**5.3.1 Public Schools**

The Project Area is located in Community School District (CSD) 31, which is part of DOE’s Instructional Region 7, along with Brooklyn CSDs 20 and 21. Table 5-1 lists the elementary and middle/intermediate public schools within the study area and Figure 5-1 illustrates their locations.

**Table 5-1: Public School Enrollment, Capacity and Utilization, 2004-2005**

Study Area							
Map ID #	Community Facility or Service Name	Location	Grades Served	Capacity <sup>1</sup>	Enrollment <sup>2</sup>	Over (-)/ Under	Percent Utilization
1	P.S. 16 John Driscoll School	80 Monroe Ave.	PK, K, 1, 2, 3, 4, 5	789	753	36	95%
2	P.S. 16 Annex	211 Daniel Terr.	4, 5	314	314	0	100%
3	P.S. 31 William T. Davis School	55 Layton Ave.	PK, K, 1, 2, 3, 4, 5	648	373	275	58%
4	P.S. 14 Vanderbilt School	100 Tompkins Ave.	PK, K, 1, 2, 3, 4, 5	770	545	225	71%
5	P.S. 13 M.L. Lindenmeyer School	191 Vermont Ave.	PK, K, 1, 2, 3, 4, 5	681	826	-145	121%
6	I.S. 49 B.A. Dreyfus Intermediate School	101 Warren St.	6, 7, 8	1,212	1,167	45	96%
<b>Study Area Total</b>				<b>4,414</b>	<b>3,978</b>	<b>436</b>	<b>90%</b>
Elementary				3,202	2,811	391	88%
Intermediate				1,212	1,167	45	96%
<b>Community School District (CSD) 31</b>							
Elementary				30,104	28,233	1,871	94%
Intermediate				14,099	13,416	683	95%
<b>CSD 31 Total</b>				<b>44,203</b>	<b>41,649</b>	<b>2,554</b>	<b>94%</b>

Notes: PK=Pre-Kindergarten; K=Kindergarten; enrollment and capacity numbers include PK seats.

Source: School capacity and enrollment data from DOE’s 2004-2005 *Utilization Profiles: Enrollment/Capacity/Utilization..*

**Elementary Schools**

There are five public elementary schools located within the study area. According to the most recent enrollment and capacity figures from DOE, which are for the 2004-2005

<sup>1</sup> Note that the capacity numbers depicted and utilized for analytical purposes are the Target Capacity numbers (as opposed to the Historical Method numbers). Target Capacity numbers use the goal of a reduced class size of 20 for grades K through 3 to determine capacity.

<sup>2</sup> DOE, 2004-2005 *Enrollment, Capacity and Utilization Report.*

school year, three of the five elementary schools have surplus seats available.<sup>3</sup> See Table 5-1 for the name, location, grades served, capacity, enrollment, number of surplus or deficit seats, and utilization rate for these facilities. The data indicate that P.S. 13 operates above capacity and P.S. 16 Annex is at capacity; P.S. 31, P.S. 16 and P.S. 14 have a surplus of available seats. Cumulatively these schools operate below capacity at approximately 88 percent, with approximately 391 available seats.

As per the *CEQR Technical Manual*, the overall CSD should be analyzed for school capacity in addition to the study area. CSD 31 includes all of Staten Island. For the 2004-2005 school year, the district had an elementary school capacity of 30,104 and enrollment of 28,233. Relative to the study area, the district operates at a slightly higher capacity rate of approximately 94 percent and has approximately 1,871 surplus seats available. Table 5-1 also includes enrollment and capacity data for public schools located within the CSD.

#### Intermediate Schools

There is one public intermediate school in the study area, Intermediate School (I.S.) 49. According to the most recent enrollment and capacity figures from DOE for the 2004-2005 school year, I.S. 49 operates at approximately 96 percent capacity with 45 available seats. Overall, CSD 31's intermediate schools operate at a slightly lower utilization rate of approximately 95 percent, with 683 available seats.

### **5.4 No Build Condition**

This section describes the No Build Condition for elementary and intermediate schools, the only type of community facility that requires further analysis.

Under the No Build Condition, the uses on the Homeport Site will remain with the following exceptions: the NYPD Staten Island Task Force, FDNY Marine Company No. 9, NYCDOT Marine Repair Unit, and Richmond County State Supreme Civil Court will be relocated. The relocation of these institutional uses will occur independent of the Proposed Action.

The No Build Condition further assumes that ten planned developments would be operational by the Build Year, as indicated in Table 2-1 in Chapter 2, "Analytical Framework" (see also Figure 2-1 for a map depicting the locations of planned developments). These ten planned projects include the addition of approximately 660 residential units.

#### **5.4.1 Public Schools**

As per the *CEQR Technical Manual* guidelines, DOE and the New York City Department of City Planning (DCP) school enrollment projections were obtained from DCP. DOE projections were utilized for the Build Condition analysis as they are more conservative (i.e., project higher enrollment) than those provided by DCP.

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<sup>3</sup> DOE, 2004-2005 Utilization Profiles: Enrollment/Capacity/ Utilization.

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As previously indicated, the No Build Condition assumes that a total of 660 residential units would be constructed in the study area by 2015. Thus, 540 market-rate and 120 affordable residential units have been considered in the No Build Condition analysis for public schools. According to CEQR guidelines and as indicated in Table 5-2, these residential developments would generate the need for approximately 103 additional elementary and approximately 21 additional intermediate school seats.

**Table 5-2: Projected New Housing Units and Estimated Number of Students Generated by New Housing Units (No Build Condition)**

	<b>Housing Units</b>	<b>Elementary School Students</b>	<b>Middle School Students</b>	<b>Total</b>
Market-Rate	540	81	16	97
Affordable	120	22	5	27
<b>Total</b>	<b>660</b>	<b>103</b>	<b>21</b>	<b>124</b>

Source: Table 3C-2 of the *CEQR Technical Manual*. High Income ratios were used for market-rate units; Low-Moderate Income ratios were used for affordable units.

According to the New York City School Construction Authority (NYCSCA), one new school is currently under construction in CSD 31 in Staten Island. It is I.S./High School (H.S.) 43 at Marsh Avenue and Richmond Hill Road, with a planned capacity for approximately 1,500 intermediate and high school seats (see Table 5-5), 500 of which will be dedicated intermediate school seats.<sup>4</sup> Since this school is under construction, its capacity is included in the CSD 31 No Build capacity numbers. It is not included in the study area capacity as it is outside of the study area. Refer to Table 5-3 for projected capacity and enrollment numbers, utilization rate, and surplus or deficit number of seats anticipated under the No Build Condition for elementary and intermediate schools in both the study area and CSD 31.

In 2015 without the Proposed Action, elementary and intermediate schools in the study area would continue to serve the Stapleton community. As shown in Table 5-3, utilization rates for schools in the study area would be slightly higher than the Existing Conditions. Study area elementary and intermediate schools would operate at estimated utilization rates of 97 and 100 percent under the No Build Condition, respectively, relative to 88 and 96 percent for elementary and intermediate schools under Existing Conditions. Overall, CSD 31 elementary schools also would operate at 100 percent utilization under the No Build Condition, compared to 94 percent under Existing Conditions. Conversely, overall capacity of CSD 31 intermediate schools would increase due to the additional 500 intermediate school seats that will be provided by the new I.S./H.S. 43 facility. Study area elementary and CSD intermediate schools would have surplus seats available in the No Build Condition, while study area intermediate schools

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<sup>4</sup>According to the NYCSCA's *Marsh Avenue Facility FEIS*, the new facility will contain one I.S. organization with 500 seats and two H.S. organizations with approximately 1,000 seats.

and CSD elementary schools would be over capacity with estimated deficits of 5 and 52 seats, respectively.

**Table 5-3: Estimated Public Elementary and Intermediate School Enrollment, Capacity and Utilization (No Build Condition)**

Elementary Schools	DOE Projected Enrollment by 2015	Additional (No Build Students)	Total Projected Enrollment by 2015	Capacity	Over (-)/ Under	Percent Utilization
<b>Total for Elementary Schools in Study Area</b>	3,005	103	3,108	3,202	94	<b>97%</b>
Total for Elementary Schools in CSD 31	30,053	103	30,156	30,104	-52	100%
<b>Intermediate Schools</b>						
<b>Total for Intermediate Schools in Study Area</b>	1,196	21	1,217	1,212	-5	<b>100%</b>
Total for Intermediate Schools in CSD 31	13,285	21	13,306	14,599	1,293	91%

Notes: DOE enrollment projections (Actual 2004, Projected 2005-2014) depicted here do not include Pre-K enrollment because Pre-K programs are discretionary. Enrollment projections for 2014 were held constant to 2015 for this analysis.

To estimate student enrollment in 2015 for elementary and intermediate schools within the study area the total number of students enrolled in those schools (DOE Utilization Profiles 2004-2005 enrollment) was divided by the total number of students enrolled in CSD 31 schools (DOE Enrollment Projections, Actual 2004-2005 enrollment; elementary and intermediate schools were handled separately). The resulting percentages of 10% for elementary and 9% for intermediate schools were applied to the district’s projected enrollment in 2015 to estimate total enrollment for the schools within the study area.

Capacity numbers are from DOE’s *2004-2005 Utilization Profiles: Enrollment/Capacity/Utilization*; these may include PK seats. Target capacity numbers are shown (goal of reduced class size of 20 children per class for grades K-3). CSD 31 Intermediate School capacity includes 500 seats under construction at IS/HS 43 at Marsh Avenue and Richmond Hill Road.

## **5.5 Build Condition**

The Build Condition assumes that the Proposed Action would introduce 638 new residential units to the Project Area (see discussion of the RWCDs in Chapter 2, “Analytical Framework”).

### **5.5.1 Public Schools**

The Proposed Action would introduce 638 new market-rate residential units to the Project Area, thus generating demand for additional elementary and intermediate school seats. Using the formula set forth in Table 3C-2 of the *CEQR Technical Manual*, an estimated 96 elementary and 19 intermediate school students would be introduced into this region of the school district by 2015 (see Table 5-4). The Build Condition analysis factors in the demand anticipated under the No Build Condition as well. As a result, the analysis assumes that elementary school enrollment would increase by approximately 199 seats and intermediate school enrollment by approximately 40 seats. Table 5-4 shows the estimated capacity, enrollment and resulting deficit or surplus of seats for both

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elementary and intermediate schools in the study area and CSD 31 under the Build Condition.

**Table 5-4: Estimated Public Elementary and Intermediate School Enrollment, Capacity and Utilization (Build Condition)**

Elementary Schools	Projected 2015 Enrollment ("Total" from No Build Table)	Students Generated by the Proposed Action	Total Projected 2015 Enrollment (Build Condition)	Capacity	Over (-)/ Under	Percent Utilization
<b>Total for Elementary Schools in Study Area</b>	3,108	96	3,204	3,202	-2	<b>100%</b>
Total for Elementary Schools in CSD 31	30,156	96	30,252	30,104	-148	100%
<b>Intermediate Schools</b>						
<b>Total for Intermediate Schools in Study Area</b>	1,217	19	1,236	1,212	-24	<b>102%</b>
Total for Intermediate Schools in CSD 31	13,306	19	13,325	14,599	1,274	91%

Notes: Capacity numbers are from DOE's 2004-2005 *Utilization Profiles: Enrollment/Capacity/Utilization*; these may include PK seats. Target capacity numbers are shown (goal of reduced class size of 20 children per class for grades K-3). CSD 31 Intermediate School capacity includes 500 seats under construction at IS/HS 43 @ Marsh Avenue and Richmond Hill Road.

Relative to the No Build Condition, public schools are projected to function at higher rates of utilization under the Build Condition, as indicated in Table 5-4. For example, elementary schools in the study area would have a surplus of 94 seats under the No Build Condition, but a deficit of two seats under the Build Condition. Similarly, the study area's number of deficit intermediate school seats under the No Build Condition increases from 5 to 24 under the Build Condition. Relative to the No Build Condition, the deficit amount of elementary school seats in CSD 31 also would increase under the Build Condition. CSD 31 would continue to have a substantial number of surplus intermediate school seats, due to the additional capacity that I.S./H.S. 43 will provide.

According to DOE/NYCSCA's *Five Year Capital Plan, 2005 – 2009*, and subsequent amendments to the plan (Capital Plan), new school seats are planned for CSD 31. As indicated in Table 5-5, the Capital Plan provides for a total of approximately 1,500 intermediate/high school seats and 1,878 new elementary/intermediate school seats. While Project #3 has not been assigned a location yet, most of the planned schools with known locations are not in close proximity to the study area and thus their locations are not illustrated on the Figure 5-1. However, the planned school referred to as ECC/Old P.S. 15, would be located at Grant Street and St. Paul's Avenue, near the Project Area



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(see Figure 5-1). If constructed, these schools would likely address the study area’s anticipated lack of intermediate school capacity. However, to ensure a conservative analysis, school seats have not been added to the future capacity of the study area or CSD unless they are presently under construction. This is due to the fact that construction of the anticipated school projects could be delayed and planned seats may not truly be available by the Proposed Action’s Build Year (2015). Furthermore, DOE can amend its Capital Plan at any time due to changes in demand or the fiscal situation.

**Table 5-5: Planned New School Seats for CSD 31**

Proposed New School Capacity	Number of Seats		Fiscal Year Construction Start
	P.S./I.S.	I.S./H.S.	
I.S./H.S. 43 - Marsh Ave. and Richmond Hill Rd.		1,500	2006
Old P.S. 44 Annex - 280 Regis Dr.	822		2006
ECC/Old P.S. 15 - Grant St. and St. Paul's Ave.	440		2006
Project #3 - Site to be determined	616		2009
<b>TOTAL</b>	<b>1,878</b>	<b>1,500</b>	

Sources: NYCSCA/DOE, *Five-Year Capital Plan, 2005-2009*; NYCSCA, *Marsh Avenue Facility FEIS*.

As previously mentioned, the planned seats for I.S./H.S. 43 are already under construction and have been added to capacity numbers for CSD 31 under the No Build and Build Conditions. The other planned new school seats for CSD 31 listed in Table 5-5 have not been factored into the analysis. The capacity increases are being discussed qualitatively to demonstrate that DOE has definitive plans to increase the number of public school seats within the CSD and study area. The Proposed Action would slightly increase the deficit of intermediate school seats in the study area and elementary school seats in CSD 31, and would slightly increase the overall utilization rates of study area elementary schools and CSD 31 intermediate schools. However, it is anticipated that construction of the planned new school seats would alleviate overcrowding concerns.

**5.6 Conclusion**

**5.6.1 Public Schools**

The analysis presented above finds that the Proposed Action would adversely affect study area intermediate schools and CSD 31 elementary schools, as it would increase the demand for school seats in a situation where projected demand already exceeds estimated capacity. The Proposed Action also would have a negative effect on public elementary schools within the study area, as a deficit of elementary school seats is projected under the Build Condition. Since there is a substantial amount of planned intermediate school seats for CSD 31, intermediate school capacity is expected to be sufficient and no deficit is anticipated for the CSD. Table 5-5 lists DOE’s four proposed new school capacity projects for the CSD. If constructed, study area and CSD schools would operate at substantially lower utilization levels, reflecting their increased capacity.

Under CEQR, if an action results in a five percent or more increase in the shortfall of available public school seats within the study area, a significant impact may result and may warrant consideration of mitigation. The Proposed Action would not result in an

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increase in the deficiency of available study area elementary school seats. Relative to the No Build Condition, the utilization rate of study area intermediate schools is estimated to increase from 100 to 102 percent under the Build Condition, with a deficit of 24 seats. Technically, this increase in the deficit of seats that is expected to result from the Proposed Action is greater than a five percent increase in deficiency, warranting consideration of mitigation. However, the actual deficit number of study area intermediate school seats is very low and would not be expected to cause serious overcrowding in the study area's IS 49. Serious overcrowding is generally considered to have occurred when the utilization rate is greater than 105 percent. In addition, DOE has the ability to make adjustments to mitigate overcrowding, including relocating administrative functions to other sites and freeing space for classrooms, restructuring or reprogramming existing school space within a district, and adjusting school service area boundaries. Therefore, the Proposed Action is not expected to result in significant adverse impacts on public elementary and intermediate schools within the study area or CSD.