A. INTRODUCTION

This chapter examines the potential effects of the Proposed Actions and associated reasonable worst-case development scenario (RWCDS) on community facilities in and around the Proposed Rezoning Area. The 2020 *City Environmental Quality Review* (CEQR) *Technical Manual* defines community facilities as public or publicly funded facilities, including schools, health care, child care, libraries, and fire and police protection services. CEQR methodology focuses on direct impacts on community facilities and services, and on indirect effects caused by increased demand for community facilities and services generated by increases in population.

As described in **Chapter 1, "Project Description,"** the Applicant is seeking several discretionary actions (collectively, the "Proposed Actions") that would facilitate the development of two mixed-use buildings in the Crown Heights neighborhood of Brooklyn. As shown in **Figure 1-1** in **Chapter 1**, the Applicant-owned Development Site is comprised of block 1192, lots 41, 46, 63, and 66, while the Proposed Rezoning Area also includes block 1192, lot 40 and part of lots 1, 77, and 85 (the "Project Area"). In the RWCDS future with the Proposed Actions, the Proposed Development would include 789 market-rate dwelling units (DUs) and 789 affordable DUs, of which 474 DUs would accommodate households earning up to 80 percent of Area Median Income (AMI); approximately 21,183 gross square feet (gsf) of local retail uses; and approximately 9,678 gsf of community facility space. As detailed in **Chapter 1, "Project Description,"** for conservative analysis purposes, this EIS assumes that the community facility space would be occupied by a medial office; however, it is the Applicant's intent to ultimately provide a child care facility on the site. The Proposed Actions, the Development Site would be redeveloped as-of-right with 518 market-rate DUs.

The following analysis of community facilities and services has been conducted in accordance with *CEQR Technical Manual* guidance, utilizing the latest data and guidance from agencies such as the New York City Department of Education (DOE), the New York City Administration for Children's Services (ACS), the Brooklyn Public Library (BPL), the New York City School Construction Authority (SCA), and the New York City Department of City Planning (DCP).

B. PRINCIPAL CONCLUSIONS

Direct Effects

The Proposed Actions would not displace or otherwise directly affect any public schools, child care centers, libraries, health care facilities, or police and fire protection services facilities.

Indirect Effects

Pursuant to *CEQR Technical Manual* guidance, detailed analyses of potential indirect impacts on public elementary and intermediate schools, public libraries, and publicly funded child care centers were conducted for the Proposed Actions. As described in the following analysis and summarized below, the Proposed Actions would not result in significant adverse impacts on public schools or libraries. However, significant adverse impacts are expected on child care facilities in the area. Additionally, based on the *CEQR Technical Manual* screening methodology, detailed analyses of high schools, outpatient health care facilities, and police and fire protection services are not warranted for the Proposed Actions.

Public Schools

The Proposed Actions would not result in significant adverse impacts on public schools. As defined in the *CEQR Technical Manual*, a significant adverse school impact may occur if an action would result in both of the following conditions: (1) a utilization rate of the elementary or intermediate schools in the sub-district study area that is equal to or greater than 100 percent in the future With-Action condition; and (2) an increase of five percentage points or more in the collective utilization rate between the No-Action and With-Action conditions.

The Project Area falls within the boundaries of New York City Community School District (CSD) 17, Subdistrict 2. The 1,060 incremental DUs that would be facilitated by the Proposed Actions would generate approximately 255 elementary school students and approximately 96 intermediate school students. Based on a detailed analysis of public elementary schools, under the RWCDS, the elementary utilization rate of CSD 17, Sub-district 2 would increase from 88.1 to 93.8 percent. The detailed analysis of public intermediate schools also showed that the intermediate utilization rate of CSD 17, Sub-district 2 would increase under the RWCDS as compared to the No-Action condition, from 60.4 to 62.8 percent. As CSD 17, Sub-district 2 elementary and intermediate schools would continue to operate with available capacity in the 2024 With-Action condition, no significant adverse impacts on public elementary or intermediate schools would occur as a result of the Proposed Actions.

Libraries

The Proposed Actions would not result in significant adverse indirect impacts to libraries. Two public libraries are located within a ³/₄-mile radius of the Project Area: the Crown Heights Branch Library and Brooklyn's Central Library. The Proposed Actions would introduce an estimated 2,777 additional residents to each library's catchment area, as compared to No-Action conditions. Under With-Action conditions, the Crown Heights Library's catchment area population is expected to increase by approximately 2.1 percent and the catchment area population of Brooklyn's Central Library is expected to increase by approximately 2.8 percent. As the library catchment area populations for both libraries would increase by less than five percent from the No-Action condition, this level of increase would not result in a noticeable change in the delivery of library services at these locations. As such, no significant adverse library impacts would occur as a result of the Proposed Actions.

Child Care Services

The Proposed Actions would result in significant adverse impacts on publicly funded child care centers. According to the *CEQR Technical Manual*, a significant adverse child care center impact could result if an action results in: (1) a collective utilization rate greater than 100 percent in the With-Action condition; and (2) the demand constitutes an increase of five percent or more in the collective capacity of child care

centers serving the study area over the No-Action condition. Under the RWCDS, the Proposed Development would introduce approximately 84 children potentially eligible for subsidized child care to the study area. The analysis of publicly funded child care services found that under the With-Action condition the child care study area would experience a utilization rate of 104.2 percent, an increase of 5.6 percentage points over No-Action conditions. As such, the Proposed Actions would result in significant adverse impacts on publicly funded child care facilities. <u>Mitigation measures are described in Chapter 21,</u> <u>"Mitigation."</u>

As detailed in **Chapter 21, "Mitigation,"** as a possible mitigation measure, the Applicant has stated a willingness to provide child care facility capacity. Conversely, the Applicant could pay the City to provide nine child care slots off-site to ensure that the Proposed Actions do not result in impacts to child care services. Alternatively, the impact could be eliminated by reducing the Proposed Project from 1,578 total DUs (with 474 affordable DUs through the MIH Program) to 1,404 DUs (with 421 affordable DUs through the MIH Program), a reduction of 53 affordable DUs. The impact to child care centers would occur above the 421st affordable unit through the MIH Program. This impact would therefore not occur until the construction the Phase II Building, which is expected to be completed in the 2024 build year. Consideration of providing additional child care facility capacity and/or other measures is being explored in consultation with ACS, and will be further explored between the DEIS and FEIS.

C. PRELIMINARY SCREENING

The purpose of the preliminary screening is to determine whether a community facilities assessment is required. As recommended by the *CEQR Technical Manual*, a community facilities assessment is warranted if an action has the potential to result in either direct or indirect effects on community facilities. If a proposed action would physically alter a community facility, whether by displacement of the facility or other physical change, this "direct" effect triggers the need to assess the service delivery of the facility and the potential effect that the physical change may have on that service delivery. In addition, under CEQR, "temporary direct" effects are considered when a temporary closing of a community facility is required. Temporary closing of a community facility may occur due to construction in that location, among other reasons. New population added to an area as a result of a proposed action would use existing services, which may result in potential "indirect" effects on service delivery. Depending on the size, income characteristics, and age distribution of the new population, there may be effects on public schools, libraries, or child care centers.

Direct Effects

The Proposed Actions would not directly displace or otherwise directly affect any public schools, child care centers, libraries, health care facilities, or police and fire protection services facilities.

Indirect Effects

The *CEQR Technical Manual* includes thresholds that provide guidance in making an initial determination of whether a detailed analysis is necessary to determine potential impacts. **Table 4-1** lists those *CEQR Technical Manual* thresholds for each community facility analysis area. If a proposed action exceeds the threshold for a specific facility, a more detailed analysis is warranted. A preliminary screening analysis was conducted to determine if the Proposed Actions and associated RWCDS would exceed established *CEQR Technical Manual* thresholds warranting further analysis. Based on that screening, the Proposed Actions

trigger a detailed analysis for public elementary and intermediate schools, public libraries, and publicly funded child care centers.

TABLE 4-1

Preliminary Screening Analysis Criteria

Community Facility	Threshold for Detailed Analysis					
Public Elementary/Intermediate Schools ¹	152 or more incremental residential units in Brooklyn CSD 17					
Public High Schools ¹	1,767 or more incremental residential units in Brooklyn					
Libraries ²	More than five percent increase in ratio of residential units to library branches					
Health Care Facilities (Outpatient) ²	Introduction of a sizeable new neighborhood					
Child Care Centers (Publicly Funded) ²	More than 20 eligible children under age six based on the number of low- to moderate-income units					
Fire Protection ²	Introduction of a sizeable new neighborhood					
Police Protection ²	Introduction of a sizeable new neighborhood					

Sources:

¹SCA's new Projected Public School Ratio

² 2020 CEQR Technical Manual.

Public Schools

The *CEQR Technical Manual* recommends conducting a detailed analysis of public schools if an action would generate 50 or more elementary/intermediate school students and/or 150 or more high school students. However, as detailed below, new Projected Public School Ratios data was recently released by the SCA. Per the new Projected Public School Ratios, a detailed analysis of elementary and intermediate public schools for Brooklyn's CSD 17 is necessary if an action would generate 152 or more incremental residential units, and a detailed analysis of public high schools in Brooklyn is warranted if an action would generate 1,767 or more incremental residential units.

Based on the RWCDS net increment of 1,060 residential units, as compared to No-Action conditions, and the SCA student generation rates for Brooklyn CSD 17 (0.24 elementary school students per unit, 0.09 intermediate school students per unit, and 0.09 high school students per unit), the Proposed Development would generate approximately 447 total students, including approximately 255 elementary school students, approximately 96 intermediate school students, and approximately 96 high school students. As such, a detailed analysis of the Proposed Actions' effects on elementary and intermediate schools is required, and is provided below. Further analysis of the Proposed Actions' effects on high schools is not warranted.

Libraries

Potential impacts on libraries can result from an increased user population. According to the *CEQR Technical Manual*, a proposed action that generates a five percent increase in the average number of residential units served per branch (equivalent to a 110-unit increase in Brooklyn) may cause significant adverse impacts on library services and require further analysis. The RWCDS associated with the Proposed Actions is expected to add 1,060 DUs over the No-Action condition. Therefore, the Proposed Actions would exceed this threshold, and a detailed analysis of indirect impacts on libraries is warranted.

Child Care Services

According to the *CEQR Technical Manual*, if a proposed action would add 20 or more children under age six eligible for child care, a detailed analysis of its impact on publicly funded child care facilities is warranted. This threshold is based on the number of low-income and low- to moderate-income units

generated by a proposed action (110 units in Brooklyn). As described previously, the Proposed Actions would facilitate the development of approximately 474 DUs for households earning up to 80 percent of AMI on the Development Site. Therefore, the Proposed Actions would yield more than 20 children under age six eligible for publicly funded child care, exceeding the CEQR thresholds requiring a detailed analysis of child care facilities, which is provided below.

Police, Fire, and Health Care Services

The *CEQR Technical Manual* recommends a detailed analysis of indirect impacts on police, fire, and health care services in cases where a proposed action would create a sizeable new neighborhood where none existed before. As discussed above, the Proposed Actions and associated RWCDS would result in a net increment of 1,060 DUs, approximately 22,518 gsf of local retail uses, and approximately 10,640 gsf of community facility space in the Project Area. As the Proposed Actions would not create a sizeable new neighborhood, further analysis of police, fire, and health care services is not warranted.

D. INDIRECT EFFECTS ON PUBLIC SCHOOLS

Methodology

This analysis assesses the potential effects of the Proposed Actions on public elementary and intermediate schools serving the Project Area. According to the guidance presented in the *CEQR Technical Manual*, CEQR analyzes potential impacts only on public schools operated by the DOE¹; private and parochial schools within the study area are not included in the analysis of schools presented in this chapter.

Per the 2020 *CEQR Technical Manual*, in Brooklyn, an analysis of public elementary and intermediate schools is warranted when a project introduces more than 121 incremental residential units (that is, units assumed to be inhabited by families with school-aged children, or pupils). Public high school analyses are warranted when a larger increment – 1,068 residential units – is anticipated. These thresholds are informed by Projected Public School Ratios – residential multipliers indicating how many pupils may be generated by new housing.

Recently, new Projected Public School Ratios data was related by the SCA as part of the documents used in drafting the DOE/SCA *FY2020-2024 Capital Plan Proposed November 2018*. It utilizes the 2012-2016 American Community Survey – Public Use Microdata Sample and is available on SCA's website under Capital Plan Reports & Data. According to this data, multipliers for elementary and intermediate schools have been refined to reflect how many pupils are generated by new housing at the school district level (multipliers for high schools have been maintained at the borough level). As a result, the thresholds for determining when public schools analyses are necessary have changed. For elementary and intermediate schools in Brooklyn CSD 17, if a project is anticipated to introduce 152 or more incremental residential units, an analysis is warranted. For high schools in Brooklyn, the new threshold is 1,767 incremental residential units. The 2020 *CEQR Technical Manual* has not been updated to reflect these new thresholds. However, DCP as lead agency, in consultation with the Mayor's Office of Environmental Coordination (MOEC), has determined that the 2012-2016 American Community Survey – Public Use Microdata Sample data should be utilized as the basis for determining the need for a public schools CEQR analysis, in order to present a reasonable and accurate environmental assessment.

¹ Pursuant to CEQR guidance, the schools analysis does not consider charter schools.

The demand for community facilities and services is directly related to the type and size of the new population generated by the Proposed Actions. As outlined in **Chapter 1**, **"Project Description,"** the Proposed Actions would facilitate the development of a net increment of 1,060 residential units, as compared to the No-Action condition. Based on the new Projected Public School Ratios, the RWCDS associated with the Proposed Actions would result in a net increase of approximately 255 elementary school students, approximately 96 intermediate school students, and approximately 96 high school students in the Project Area, exceeding the threshold for elementary and intermediate school analysis. The incremental residential units fall below the thresholds that trigger high school analysis. Therefore, the Proposed Actions do not warrant an analysis of indirect effects on public school capacity related to high schools. Following the methodologies in the *CEQR Technical Manual*, the study area for the analysis of elementary and intermediate schools is the community school district's "sub-district" ("region," or "school planning zone") in which the project is located. As indicated in **Figure 4-1**, the Project Area falls within the boundaries of New York City Community School District (CSD) 17, Sub-district 2.

A schools analysis presents the most recent capacity, enrollment, and utilization rates for elementary and intermediate schools in the study area. Future conditions for the No-Action scenario are then predicted based on enrollment projections and proposed development projects²; the future utilization rate for school facilities is calculated by adding the estimated enrollment from proposed residential developments in the schools study area to DOE's projected enrollment and then comparing that number with projected school capacity. DOE's most recent enrollment projections (SF Projections 2018-2027) are posted on the SCA's website.³ In addition, any new school projects identified in the DOE 2015-2019 Five-Year Capital Plan (and/or subsequent amendments) are included if construction has begun. According to the *CEQR Technical Manual*, some schools may be included in the analysis if they are in the DOE Five-Year Capital Plan but are not yet under construction if the lead agency, in consultation with the SCA, concurs that it is appropriate.

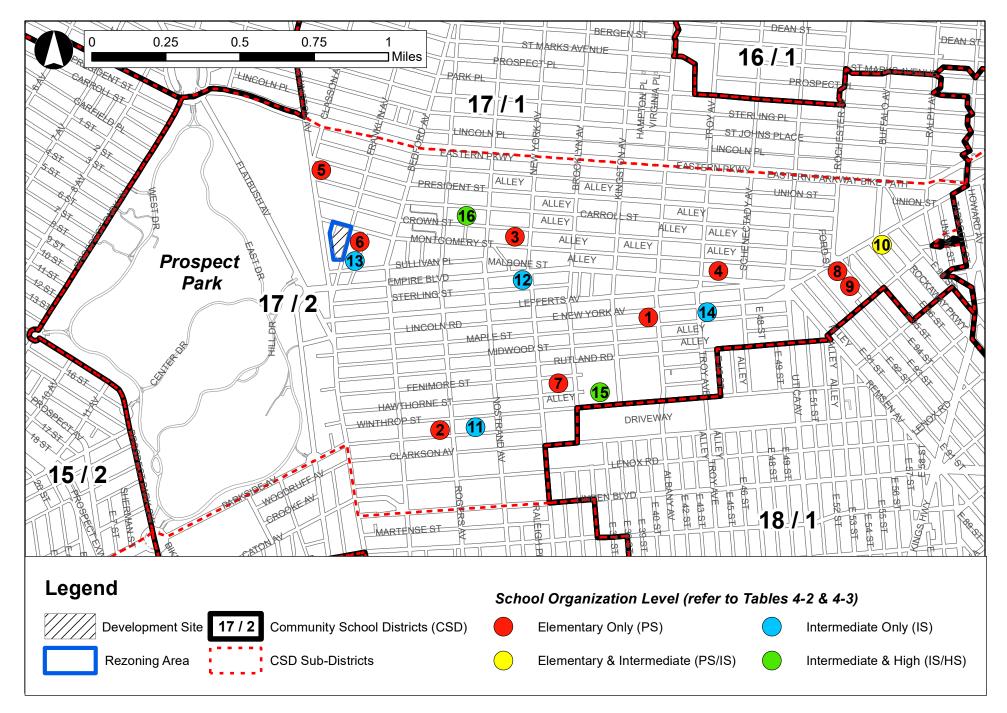
To determine With-Action school utilization rates, the net elementary and intermediate school population generated by the Proposed Actions under the RWCDS was added to the CSD sub-district elementary and intermediate school populations. The effect of the new students introduced by the Proposed Actions under the RWCDS on the capacity of schools within the study area is then evaluated. According to the *CEQR Technical Manual*, a significant adverse impact may occur if an action would result in: (1) a utilization rate of the elementary and/or intermediate schools that is equal to or greater than 100 percent in the future With-Action condition; and (2) an increase of five percent or more in the collective utilization rate between the No-Action and With-Action conditions.

Existing Conditions

As described above, elementary and intermediate schools in New York City are located in geographically defined school districts. As shown in **Figure 4-1**, the Project Area is located within the boundaries of CSD 17, Sub-district 2. Analyzed study area elementary and intermediate schools are defined by one of four categories: elementary (P.S.) schools, which serve grades Pre-K through 5; intermediate (I.S.) schools, which serve grades 6 through 8; secondary schools, which serve grades 6 through 12; and K-8 schools, which serve grades Pre-K through 8. For utilization analysis purposes, the elementary/P.S. components of P.S./I.S. and K-8 schools have been combined and the intermediate/I.S. components of P.S./I.S. and I.S./H.S. schools have been combined.

² School Construction Authority, Projected New Housing Starts as used in Enrollment Projections.

³ Enrollment Projections 2018 to 2027, New York City Public Schools by Statistical Forecasting.



960 Franklin Avenue Rezoning EIS

Figure 4-1 Study Area Elementary & Intermediate Schools

Tables 4-2 and **4-3** provide the existing enrollment, capacity, and utilization rates for elementary and intermediate schools in CSD 17, Sub-district 2. In instances where school buildings house more than one organization, these organizations are listed separately.

Elementary Schools

As shown in **Figure 4-1**, there are 10 schools serving elementary students within CSD 17, Sub-district 2. As indicated in **Table 4-2**, CSD 17, Sub-district 2 elementary schools have an existing utilization rate of approximately 72.3 percent with a surplus of 1,419 seats. P.S. 241 Emma L. Johnston at 976 President Street is the zoned elementary school for the Project Area (#5 in **Figure 4-1**).

TABLE 4-2

Map No. ¹	School Name	Address	Org. Level	Enroll- Ment	Target Capacity ²	Available Seats	Utilization
1	P.S. 91 The Albany Avenue School	532 Albany Avenue	P.S.	260	675	415	38.5%
2	P.S. 92 Adrian Hegeman	601 Parkside Avenue	P.S.	424	724	300	58.6%
3	P.S. 161 The Crown	330 Crown Street	P.S.	367	383	16	95.8%
			P.S.	200	319	119	62.7%
4	P.S. 221 Toussaint L'Ouverture	791 Empire Boulevard	Mini- School	100	-	-100	-
			P.S.	465	616	151	75.5%
5	P.S. 241 Emma L. Johnston	976 President Street	Mini- School	56	-	-56	-
6	P.S. 375 Jackie Robinson School	46 McKeever Place	P.S.	387	900	513	43.0%
7	P.S. 397 Foster-Laurie	490 Fenimore Street	P.S.	195	243	48	80.2%
8	P.S. 398 Walter Weaver	60 East 94 th Street	P.S.	297	445	148	66.7%
9	P.S. 770 The New American Academy	60 East 94 th Street	P.S.	289	206	-83	140.3%
			P.S./I.S. ³	561	610	49	92.0%
10 P.S. 189 The Bilingual Cent		1100 East New York Avenue	Mini- School	101	-	-101	-
	CSD 17, Sub-d	istrict 2 Elementary Scho	ool Totals:	3,702	5,121	1,419	72.3%

CSD 17, Sub-district 2 Elementar	School Enrollment	Canacity	& Utilization for the	2017-2018 Academic Vear
CSD 17, Sub-district Z Elementar	y School Enrollment, V	capacity,	& Utilization for the	e 2017-2018 Academic Year

Notes: Charter, citywide gifted, and talented, D75 special education, and D79 alternative high school equivalency schools are not included in the analysis.

¹ Refer to **Figure 4-1**.² Target capacity sets a goal of a reduced class size of 20 for grades K-3 and 28 for grades 4-5, and is used by the DOE for capital planning purposes.

³ P.S. component based on information supplied to DCP by the SCA.

Source: DOE, Enrollment – Capacity – Utilization Report, 2017-2018 School Year via DCP and MOEC's Planning Labs

Intermediate Schools

As shown in **Figure 4-1**, there are seven intermediate schools within CSD 17, Sub-district 2. As indicated in **Table 4-3**, within CSD 17, Sub-district 2 intermediate schools have an existing utilization rate of approximately 71.8 percent with 1,041 available seats. Ebbets Field M.S. 352 at 46 McKeever Place is the zoned intermediate school for the Project Area (#13 in **Figure 4-1**).

<u>CSD 17,</u>	SD 17, Sub-district 2 Intermediate School Enrollment, Capacity, & Utilization for the 2017-2018 Academic Year							
Map No. ¹	School Name	Address	Org. Level	Enroll- ment	Target Capacity ²	Available Seats	Utilization	
	P.S. 189 The Bilingual	1100 East New York	P.S./I.S. ³	332	361	-29	92.0%	
10	Center	Avenue	Mini- School	60	-	-60	-	
11	Parkside Preparatory Academy (K002)	655 Parkside Avenue	I.S.	493	669	176	73.7%	
12	I.S. 61 Dr. Gladstone H. Atwell	400 Empire Boulevard	I.S.	725	1,320	595	54.9%	
13	Ebbets Field M.S. 352	46 McKeever Place	I.S.	167	241	74	69.3%	
14	New Heights Middle School (K722)	790 East New York Avenue	I.S.	234	725	491	32.3%	
15	The School for Human Rights (K531)	600 Kingston Avenue	I.S./H.S. ³	51	141	90	36.2%	
16	Medgar Evers College Preparatory School (K590)	1186 Carroll Street	I.S./H.S. ³	356	205	-151	173.7%	
	CSD 17, Sub-d	listrict 2 Intermediate Sc	hool Totals	2,418	3,662	1,244	66.0%	

TABLE 4-3

CSD 17 Sub district 2 Intermediate School Enrollment Canacity & Utilization for the 2017 2018 Academic Ve

Notes: Charter, citywide gifted, and talented, D75 special education, and D79 alternative high school equivalency schools are not included in the analysis.

¹ Refer to Figure 4-1.

²Target capacity sets a goal of a reduced class to DCP by SCA.

³ I.S. component based on information supplied to DCP by the SCA.

Source: DOE, Enrollment - Capacity - Utilization Report, 2017-2018 School Year via DCP and MOEC's Planning Labs.

The Future without the Proposed Actions (No-Action Condition)

In the future without the Proposed Actions, future utilization of public elementary and intermediate schools serving the Project Area and surrounding study areas would be affected by changes in enrollment, mainly due to aging of the existing student body and new arrivals born in the area or moving to it, as well as changes in capacity, or number of available seats, in the study area schools.

Enrollment Projections

As noted above, the SCA provides future enrollment projections by district for up to 10 years. The latest available enrollment projections have been used in this analysis to project student enrollment in 2024. These enrollment projections focus on the natural growth of the City's student population and other population changes that do not account for demographic fluctuations or new residential development planned in the area (i.e., No-Action projects). The SCA has also provided data on the number of new elementary and intermediate students expected from new housing (No-Action projects) in Sub-district 2 of CSD 17 based on their capital planning work. The anticipated No-Action elementary and intermediate school enrollments for the study area sub-districts are presented in Table 4-4. As shown in Table 4-4, No-Action developments are anticipated to add 838 elementary and 323 intermediate school students to CSD 17, Sub-district 2.

Projected Capacity Changes

As outlined in the CEQR Technical Manual, No-Action school capacity changes considered in a community facilities analysis include information on proposed and adopted "Significant Changes in School Utilization" and the DOE's 2020-2024 Five-Year Capital Plan. Based on information presented in the Five-Year Capital Plan (April 2019), there are no planned capacity changes in CSD 17. As such, the capacity changes anticipated in the No-Action condition reflect proposals for Significant Changes in School Utilization that have been adopted by the Panel for Education Policy (PEP). In total, these changes are expected to reduce

CSD 17, Sub-district 2 elementary school capacity by 654 seats, and increase CSD 17, Sub-district 2 intermediate school capacity by 384 seats by the 2024 analysis year (refer to **Table 4-5** below). A description of the No-Action capacity changes affecting the school study area is provided below.

TABLE	4-4
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Estimated 2024 No-Action Elementary & Intermediate School Enrollment (CSD 17, 2)

Study Area	itudy Area School Level 2024 Enrollment ¹		Students Introduced by No- Action Residential Development ²	Total No-Action Enrollment	
CSD 17,	Elementary School Students	3,098	838	3,936	
Sub-district 2	Intermediate School Students	2,121	323	2,444	

Sources:

¹ Enrollment Projections 2018 to 2027, New York City Public Schools by Statistical Forecasting.

² School Construction Authority, Projected New Housing Starts as used in 2018-2027 Enrollment Projections.

TABLE 4-5
Estimated 2024 No-Action Elementary & Intermediate School Capacity Changes (CSD 17, 2)

Building ID	School Name	2017-2018 Capacity	Anticipated 2024 Capacity	Change in Capacity
K221	P.S. 221K	319	294	- 25
K091	P.S. 91K	675	306	- 369
К092	P.S. 92K	724	464	- 260
		CSD 17, Sub-district 2 Element	ary Total Change:	- 654
K470	I.S. 531K	141	525	+ 384
		CSD 17, Sub-district 2 Intermedie	ate Total Change:	+ 384

Sources:

¹ DOE's 2020-2024 Five-Year Capital Plan (April 2019) and Panel for Education Policy (PEP) "Significant Changes in School Utilization."

In 2016, the PEP approved the re-siting and co-location of Achievement First Voyager Middle School with existing P.S. 92 Adrian Hegeman at 601 Parkside Avenue, beginning in the 2017-2018 school year. Upon full implementation (in the 2019-2020 academic year), the capacity of P.S. 92 is expected to decrease to 464 seats.⁴ In 2017, the PEP approved the consolidation of I.S. 533 The School for Democracy and Leadership with I.S. 531 The School for Human Rights, as well as the truncation of grades six through eight at the consolidated I.S. 531 beginning in the 2017-2018 school year. As a result of this consolidation and truncation, I.S. 531 will no longer serve intermediate school students upon full implementation in the 2019-2020 academic year.⁵

In 2018, the PEP approved the opening and co-location of the elementary school grades of Achievement First Voyager Charter School with existing P.S. 91 The Albany Avenue School, beginning in the 2018-2019 school year. Upon full implementation (in the 2021-2022 academic year), the capacity of PS 91 is expected

⁴ DOE's Amended Educational Impact Statement: The Proposed Re-siting and Co-location of Achievement First Voyager Middle School (84K876) to Building K092 with P.S. 92 Adrian Hegeman (17K092) Beginning in the 2017-2018 School Year (December 13, 2016).

⁵ DOE's Amended Educational Impact Statement: The Proposed Consolidation of The School for Democracy and Leadership (17K533) with The School for Human Rights (17K531) and Truncation of Grades 6-8 at the Consolidated School for Human Rights in Building K470 Beginning in the 2017-2018 School Year (January 11, 2017).

to decrease to 306 seats.⁶ Subsequently, the PEP approved the opening and co-location of the elementary school grades of Uncommon Ocean Hill Collegiate Charter School (84K777) with P.S. 221 Toussaint L'Ouverture in Buildings K221 and K892, beginning in the 2018-2019 academic year. Upon full implementation (in the 2022-2023 school year), the capacity of P.S. 221 Toussaint L'Ouverture is expected to decrease to 294 elementary school seats.⁷

In total, these anticipated changes will decrease CSD 17, Sub-district 2 elementary school capacity by 654 seats and increase intermediate school capacity by 384 seats, for resultant elementary and intermediate school capacities of 4,467 seats and 4,046 seats, respectively (refer to **Tables 4-5** and **4-6**).

Elementary Schools

CSD 17, Sub-district 2 elementary schools are expected to continue to operate with available capacity in the future without the Proposed Actions (refer to **Table 4-6**). Under 2024 No-Action conditions, CSD 17, Sub-district 2 elementary school enrollment is expected to increase from 3,702 to 3,936 students, while capacity is expected to decrease from 5,121 to 4,467 seats. As such, the utilization rate of elementary schools in the sub-district is expected to increase to 88.1 percent in 2024, with 531 available seats.

Intermediate Schools

CSD 17, Sub-district 2 intermediate schools are also expected to continue to operate with available capacity in the without the Proposed Actions (refer to **Table 4-6**). Under 2024 No-Action conditions, CSD 17, Sub-district 2 intermediate school enrollment is expected to increase from 2,418 to 2,444 students, while capacity is expected to increase from 3,662 to 4,046 seats. As such, the utilization rate of intermediate schools in the sub-district is expected to decrease to 60.4 percent in 2024, with 1,602 available seats.

TABLE 4-6

Estimated 2024 No-Action Elementary & Intermediate School Enrollment, Capacity, & Utilization (CSD 17, 2)

Study Area	School Level	Enrollment ¹	Capacity	Available Seats	Utilization
CCD 17 Cub district 2	Elementary	3,936	4,467	276	88.1%
CSD 17, Sub-district 2	Intermediate	2,444	4,046	1,602	60.4%

Note:

¹ Refer to **Table 4-4**.

The Future with the Proposed Actions (With-Action Condition)

As detailed in **Chapter 1, "Project Description,"** the Proposed Actions would facilitate the development of 1,060 incremental DUs to the Project Area as compared to No-Action conditions. Based on the student generation rates of the new Projected Public School Ratios (0.24 elementary school students per unit, 0.09 intermediate school students per unit, and 0.09 high school students per unit), the Proposed Actions

⁶ DOE's Educational Impact Statement: The Proposed Opening and Co-location of the Elementary School Grades of Achievement First Voyager Charter School (84K876) with P.S. 91 The Albany Avenue School (17K091) in Buildings K091 and K891 Beginning in the 2018-2019 School Year (December 7, 2017).

⁷ DOE's Educational Impact Statement: The Proposed Opening and Co-location of the Elementary School Grades of Uncommon Ocean Hill Collegiate Charter School (84K777) with P.S. 221 Toussaint L'Ouverture in Buildings K221 and K892 Beginning in the 2018-2019 School Year (April 25, 2018).

would generate 255 elementary school students and 96 intermediate school students. No elementary or intermediate school capacity changes would occur as a result of the Proposed Actions.

TABLE 4-7

Estimated 2024 With-Action Elementary & Intermediate School Enrollment, Capacity, & Utilization (CSD 17, 2)

Study Area	School Level	Projected 2024 No-Action Enrollment ¹	Students Introduced by the Proposed Actions	Total With- Action Enrollment	Capacity ²	Available Seats	Utilization	Change in Utilization (%) from No-Action Condition
CSD 17,	Elementary	3,936	255	4,191	4,467	267	93.8%	+5.7
Sub-district 2	Intermediate	2,444	96	2,540	4,046	1,506	62.8%	+2.4

Note:

¹ Refer to **Table 4-6**.

Elementary Schools

In the future with the Proposed Actions, CSD 17, Sub-district 2 elementary schools would continue to operate with available capacity, as under No-Action conditions (refer to **Table 4-7**). CSD 17, Sub-district 2 elementary schools would increase from a No-Action utilization rate of 88.1 percent to 93.8 percent in the With-Action condition, with 276 available elementary school seats.

As noted above, a significant adverse impact may occur if an action would result in both of the following conditions: (1) a utilization rate of the elementary schools in the sub-district study area that is equal to or greater than 100 percent in the future With-Action condition; and (2) an increase of five percentage points or more in the collective utilization rate between the No-Action and With-Action conditions. As CSD 17, Sub-district 2 elementary schools would operate below capacity in the future with the Proposed Actions, no significant adverse impacts would result.

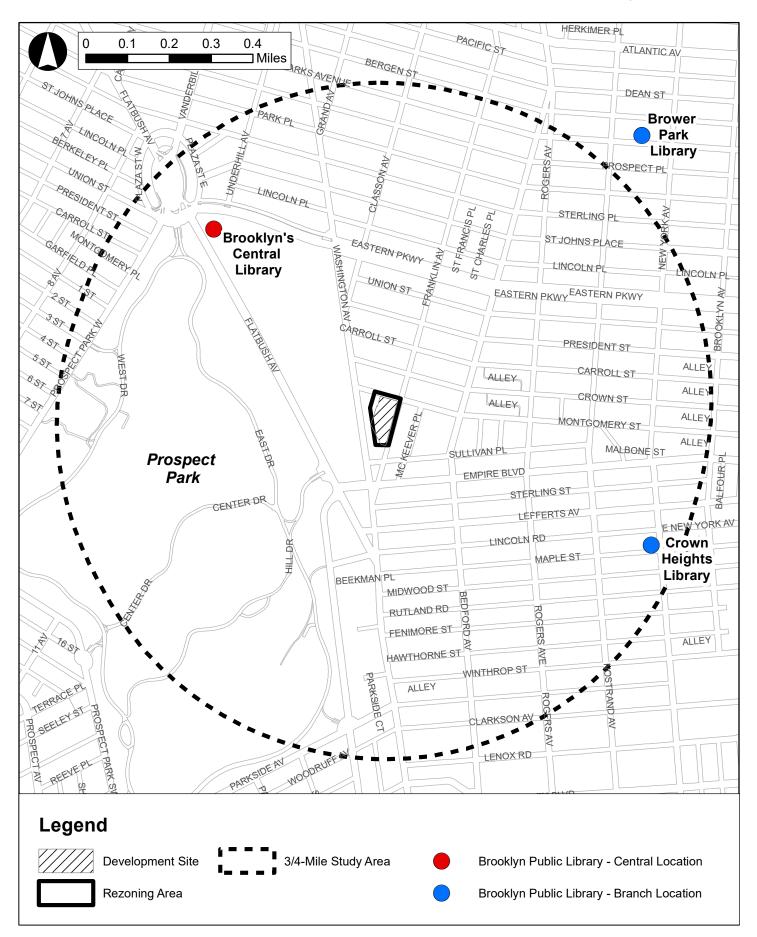
Intermediate Schools

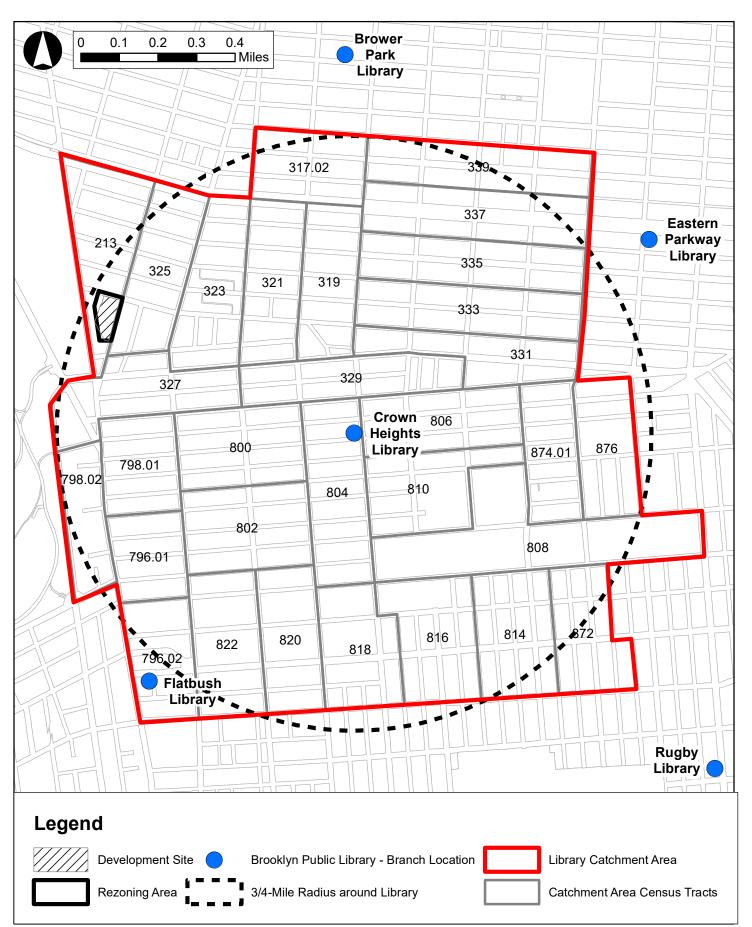
In the future with the Proposed Actions, CSD 17, Sub-district 2 intermediate schools would continue to operate with available capacity, as under No-Action conditions (refer to **Table 4-7**). CSD 17, Sub-district 2 intermediate schools would increase from a No-Action utilization rate of 60.4 percent to 62.8 percent in the With-Action condition, with 1,506 available elementary school seats. As CSD 17, Sub-district 2 intermediate schools would operate below capacity in the future with the Proposed Actions, no significant adverse impacts would occur as a result of the Proposed Actions.

E. INDIRECT EFFECTS ON PUBLIC LIBRARIES

Methodology

According to the *CEQR Technical Manual*, service areas for neighborhood branch libraries are based on the distance that residents would travel to use library services, typically not more than ¾-mile; this is referred to as the library's "catchment area." Furthermore, the ¾-mile radius for the libraries analysis is typically limited to the project's borough. This libraries analysis compares the population generated by the Proposed Actions with the catchment area population(s) of the libraries available within an approximately ¾-mile area around the Project Area. As presented in **Figure 4-2a**, the central library and





one neighborhood branch of the Brooklyn Public Library (BPL) are located within a ³/₄-mile radius of the Rezoning Area.

To determine the existing population of a library's catchment area, data were assembled for all census tracts that fall within ¾-mile of the library (refer to **Figures 4-2b** and **4-2c**) from the American Community Survey (ACS)'s 2012-2017 five-year estimates (the most recently available data). The catchment area populations in the future without the Proposed Actions and the future with the Proposed Actions was calculated by adding the incremental residents anticipated in the library catchment area (refer to **Table 2-4** of **Chapter 2, "Land Use, Zoning, & Public Policy"**) to the existing catchment area population. The catchment area population in the future with the Proposed Actions was estimated by adding the anticipated population that would result from the Proposed Actions. According to the *CEQR Technical Manual*, if an action would increase a library's catchment area population by five percent or more over the No-Action condition, and if this increase would impair the delivery of library services in the study area, a significant impact could occur.

Existing Conditions

The Project Area is served by the BPL system, which includes a Central Library, a Business Library, and 58 neighborhood libraries. BPL also serves adult learners through five learning centers. As indicated in **Figure 4-2a**, two BPL libraries are located within ¾-mile of the Project Area: the Central Library at 10 Grand Army Plaza and the Crown Heights Library at 560 New York Avenue.

TABLE 4-8

Library Name	Library Address	Holdings ¹	Catchment Area Population ²	Holdings per Resident
Crown Heights Library	560 New York Avenue	57,887	125,694	0.46
Brooklyn's Central Library	10 Grand Army Plaza	751,062	93,876	8.00

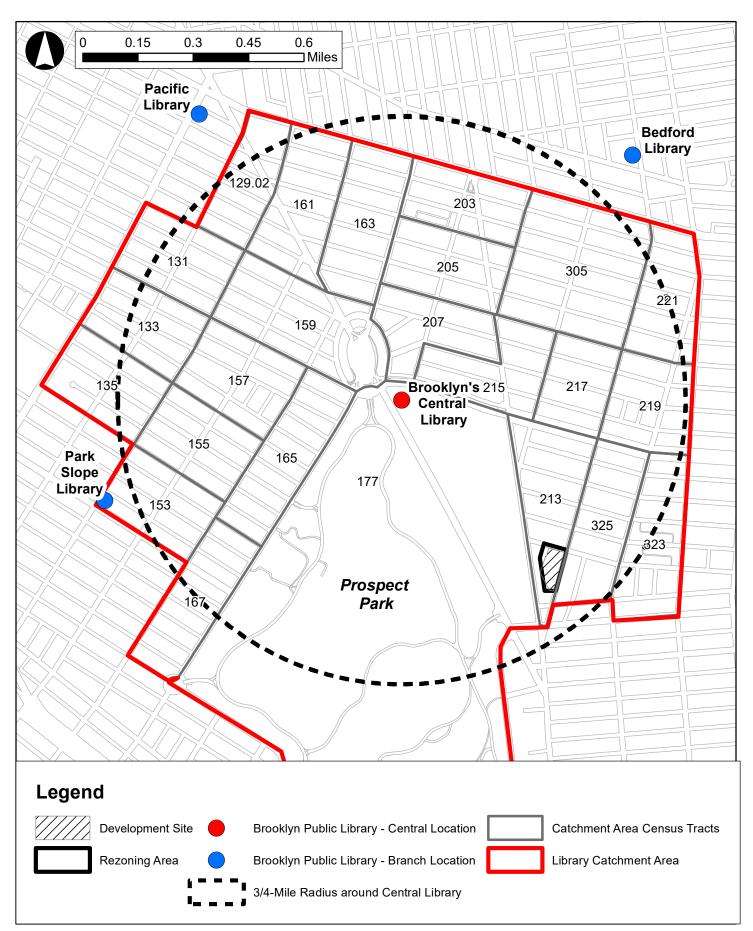
Notes:

¹ 2013 holdings (BPL via DCP; the most recent available data).

² ACS 2012-2017 five-year total population estimates for census tracts within a ¾-mile radius of each library.

The Crown Heights Library was established as a branch of the BPL in 1958 under the Beame Plan, which demanded functional architecture for public buildings. The library's most popular offerings include computer courses and arts and crafts classes, as well as Reading Is Fundamental and Kids' Tech Time programs for families in the surrounding neighborhood. As shown in **Table 4-8**, the Crown Heights Library serves a catchment area of approximately 125,694 residents, with approximately 57,887 holdings, for a holdings-per-resident ratio of 0.46.

Brooklyn's Central Library, which opened in 1941, is one of the City's foremost cultural, civic, and educational institutions. It is home to the Brooklyn Collection, the world's largest public archive for the study of Brooklyn's history; the Shelby White and Leon Levy Information Commons, a public co-working and meeting space; the Dr. S. Stevan Dweck Cultural Center; and a Business and Career Center. As shown in **Table 4-8**, the Central Library serves a catchment area of approximately 93,876 residents, with approximately 751,062 holdings, for a holdings-per-resident ratio of 8.00.



The Future without the Proposed Actions (No-Action Condition)

In the future without the Proposed Actions, the Development Site would be redeveloped as-of-right with approximately 518 market-rate DUs. Additionally, as discussed in **Chapter 2, "Land Use, Zoning, and Public Policy,"** there are a number of new residential projects expected to be developed within a ¾-mile radius of the Project Area by 2024. Those projects are anticipated to introduce an additional approximately 4,979 new residents to the Crown Height Library's catchment area, and approximately 5,286 new residents to the Central Library's catchment area. **Table 4-9** summarizes the anticipated No-Action development anticipated within the catchment area for each library.

TABLE 4-9

Expected 2024 No-Action Residential Develo	pment within the Library	/ Catchment Areas
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Library	Existing Populations ¹	# of No-Action DUs Expected in Library Catchment Areas	Average Household Size in Library Catchment Areas ²	Populations Introduced by No-Action Developments	Total No- Action Populations
Crown Heights Library	125,694	1,911	2.6	4,979	130,673
Brooklyn's Central Library	93,876	2,226	2.3	5,286	99,162

Notes:

¹ Refer to **Table 4-8**.

² ACS 2012-2017 five-year estimate for each library catchment area. It should be noted that, for conservative analysis purposes, the 518 DUs expected to be constructed on the Development Site under No-Action conditions was multiplied by 2.62 (the average household size of Brooklyn Community District 9 in the 2010 Census per **Chapter 1**).

No changes to either the Crown Heights Library or Brooklyn's Central Library are expected in the future without the Proposed Actions, and for analysis purposes, the number of holdings in each library is assumed to remain the same in 2024. Based on this assumption, **Table 4-10** presents the anticipated holdings-per-resident ratios of each library in the future without the Proposed Actions. As indicated in the table, the No-Action holdings-per-resident ratio would decrease from 0.46 to 0.44 for the Crown Heights Library, and from 8.00 to 7.57 for the Central Library.

TABLE 4-10 Expected 2024 No-Action Library Holdings-Per-Resident Ratios

Library	No-Action Holdings ¹	No-Action Catchment Area Populations ²	No-Action Holdings per Resident
Crown Heights Library	57,887	130,673	0.44
Brooklyn's Central Library	751,062	99,162	7.57

Notes:

¹ 2013 holdings (BPL via DCP); Assumes no change in the No-Action condition.

² Refer to **Table 4-9**.

The Future with the Proposed Actions (With-Action Condition)

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

As previously stated, the Proposed Actions would facilitate the development of 1,060 incremental DUs under the RWCDS, as compared to No-Action conditions. These 1,060 DUs are expected to introduce an estimated 2,777 new residents to the Project Area by 2024 (refer to **Chapter 1, "Project Description"** for

more details). For conservative analysis purposes, these residents were assigned to the catchment areas of both the Crown Heights Library and Brooklyn's Central Library.

Table 4-11 summarizes the catchment area population increases anticipated at the Crown Heights Library and Brooklyn's Central Library in the future with the Proposed Actions. As presented in the table, under the Proposed Actions, the catchment area population of the Crown Heights Library would increase by approximately 2.1 percent while the catchment area population of Brooklyn's Central Library would increase by approximately 2.8 percent.

TABLE 4-11

Expected 2024 With-Action Library Catchment Area Population Increases

Library	No-Action Population ¹	Population Introduced in With- Action Condition ²	Total With- Action Population	Increase in Catchment Area Population over No-Action Condition
Crown Heights Library	130,673	2 777	133,450	2.1%
Brooklyn's Central Library	99,162	2,777	101,939	2.8%

Notes:

¹ Refer to Table 4-9.

² For conservative analysis purposes, the 1,060 incremental DUs expected to be constructed on the Development Site under With-Action conditions were multiplied by 2.62 (the average household size of Brooklyn Community District 9 in the 2010 Census per **Chapter 1**).

Table 4-12 presents the With-Action holdings-per-resident ratios for the study area libraries. As indicated in the table, in the future with the Proposed Actions, the Crown Heights Library's holdings-per-resident ratio would decrease from 0.44 to 0.43, and Brooklyn's Central Library's holdings-per-resident ratio would decrease from 7.57 to 7.37.

TABLE 4-12

Expected 2024 With-Action Library Holdings-per-Resident Ratios

Library	With-Action Holdings ¹	With-Action Catchment Area Population ²	With-Action Holdings per Resident
Crown Heights Library	57,887	133,450	0.43
Brooklyn's Central Library	751,062	101,939	7.37

Notes:

¹ 2013 holdings (BPL via DCP); Assumes no change in the With-Action condition.

² Refer to Table 4-10.

As the library catchment area populations for both the Crown Heights Library and Brooklyn's Central Library would increase by less than five percent from the No-Action condition, this level of increase would not result in a noticeable change in the delivery of library services at these locations. As such, no significant adverse library impacts would occur as a result of the Proposed Actions.

F. INDIRECT EFFECTS ON PUBLICLY FUNDED CHILD CARE CENTER

Methodology

ACS provides subsidized child care in center-based group child care, family-based child care, informal child care, and Head Start programs. Publicly financed child care services are available for income-eligible children up through the age of 12. The CEQR analysis focuses on services for children under age six, as eligible children aged six through 12 are expected to be in school for most of the day.

Families eligible for subsidized child care must meet financial and social eligibility criteria established by ACS[§]. In general, children in families that have incomes at or below 200 percent of the federal poverty level, depending on family size, are financially eligible, although in some cases eligibility can go up to 275 percent. The family must also have an approved "reason for care," such as involvement in a child welfare case or participation in a "welfare-to-work" program. Head Start is a federally funded child care program that provides children with half-day and full-day early childhood education; program eligibility is limited to families with incomes at 130 percent or less than the federal poverty level.

The City's affordable housing market is pegged to the Area Median Income (AMI), rather than the federal poverty level. Since family incomes at or below 200 percent of the federal poverty level fall under 80 percent of AMI, for the purposes of CEQR analysis, the number of housing units expected to be subsidized and targeted for incomes of 80 percent AMI or below is used as a proxy for eligibility. This provides a conservative assessment of demand, since eligibility for subsidized child care is not defined strictly by income, but also takes into account family size and other reasons for care (e.g., low-income parent(s) in school; low-income parent(s) training for work; or low-income parent(s) who is/are ill or disabled).

As there are no locational requirements for enrollment in child care centers, and some parents or guardians choose a child care center close to their place of employment rather than their residence, the service area of these facilities can be quite large and are not subject to strict delineation on a map. However, for the purposes of this child care center analysis, publicly funded group child care centers within approximately 1.5 miles of the Project Area were identified, reflecting the fact that the centers closest to a given site are more likely to be subject to increased demand. ACS provided the most recent information regarding publicly funded group child care facilities within the study area, including their current capacity, enrollment, and number of available slots. Family child care and voucher slots were not included in the analysis, in accordance with the *CEQR Technical Manual*.

The child care center enrollment in the future without the Proposed Actions was estimated by multiplying the number of new low-income and low- and moderate-income housing units expected in the 1.5-mile child care study area by the appropriate multiplier from Table 6-1b of the *CEQR Technical Manual*. The estimate of new publicly funded child care-eligible children was added to the existing child care enrollment to estimate enrollment in the future without the Proposed Actions. The action-generated publicly funded child-care eligible population was then added to the No-Action child care enrollment to determine future With-Action enrollment. According to the *CEQR Technical Manual*, if a project would result in demand for slots greater than the remaining slots for child care centers and if that demand would constitute an increase of five percentage points or more in the collective capacity of child care centers serving the study area, a significant adverse impact may result.

Existing Conditions

As indicated in **Table 4-13** and **Figure 4-3**, there are 18 publicly funded child care centers within the study area with a combined capacity of 1,506 slots and 140 available slots (90.7 percent utilization). **Table 4-13** shows the current capacity and enrollment for each of these facilities. As noted above, although family-based child care facilities and informal care arrangements provide additional slots in the study area, these slots are not included in the quantitative analysis.

⁸ Since the preparation of the DEIS, the City transferred management of City contracted child care services from the Administration for Children Services (ACS) to the Department of Education (DOE).

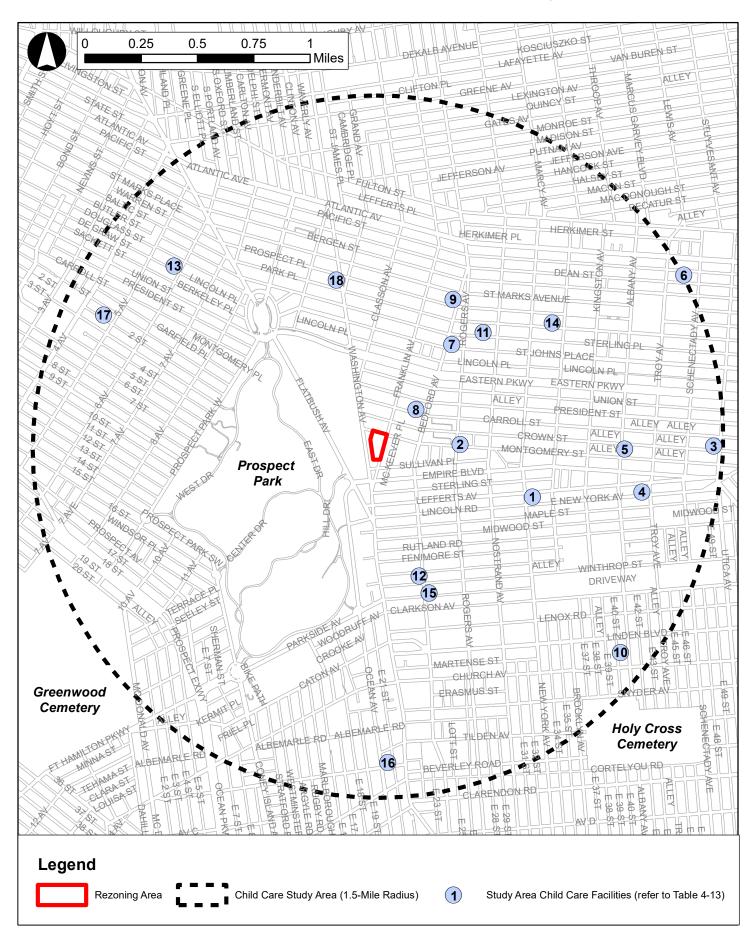


TABLE 4-13

Publicly Funded Child Care Centers Serving the Project Area

Map No. ¹	Name	Address	Capacity	Enrollment	Available Slots	Utilization
1	All My Children Daycare 10	420 Lefferts Avenue	153	130	23	85.0%
2	All My Children Daycare 11	317 Rogers Avenue	80	79	1	98.8%
3	All My Children Daycare 14	771 Crown Street	43	41	2	95.3%
4	All My Children Daycare 16	739 East New York Avenue	17	16	1	94.1%
5	B'Above 37 - United Lubavitcher	570 Crown Street	119	107	12	89.9%
6	Edward L. Cleveland Day Care Center	1640 Pacific Street	70	58	12	82.9%
7	Friends of Crown Heights 10	1491 Bedford Avenue	77	65	12	84.4%
8	Friends of Crown Heights 11	995 Carroll Street	77	71	6	92.2%
9	Friends of Crown Heights 2	671-675 Prospect Place	142	129	13	90.8%
10	Friends of Crown Heights 4	141 East 40th St	81	78	3	96.3%
11	Friends of Crown Heights 9	813 Sterling Place	165	144	21	87.3%
12	Hawthorne Corners Day Care Center	1950 Bedford Avenue	49	49	0	100.0%
13	Helen Owen Carey Day Care Center	71 Lincoln Place	85	78	7	91.8%
14	Park Place Day Care Center	963 Park Place	80	72	8	90.0%
15	Parkside Early Childhood Development Center	525 Parkside Avenue	24	24	0	100.0%
16	St. Marks Family Services Council	2017 Beverley Road	144	142	2	98.6%
17	Strong Place for Hope Day Care Center	333 Second Street	70	66	4	94.3%
18	Sunny Skies Prospect	720 Washington Avenue	30	17	13	56.7%
		Totals:	1,506	1,366	140	90.7%

Note:

¹ Refer to **Figure 4-3**.

Source: ACS, June 2018 (via DCP).

The Future without the Proposed Actions (No-Action Condition)

Although no affordable residential development is anticipated on the Development Site in the No-Action condition, there are a number of residential development projects with affordable units planned or under construction in the surrounding area expected to be completed by 2024 (refer to **Table 2-4** in **Chapter 2**, **"Land Use, Zoning, and Public Policy"**). Of these, approximately 673 units are affordable units for households earning up to 80 percent of AMI including, amongst others, 152 affordable DUs at 902 Franklin Avenue/931 Carroll Street and 250 affordable DUs at the Bedford-Union Armory.⁹

Based on the *CEQR Technical Manual* generation rates for developments in Brooklyn, these incremental 673 No-Action affordable housing units are expected to generate 120 additional publicly funded child care-eligible children under age six to the study area, increasing the total child care center enrollment to 1,486. No changes to child care center capacity are anticipated in the 2024 No-Action condition. As presented in **Table 4-14**, the future No-Action child care utilization rate is expected to increase by 8.0 percentage points to 98.7 percent and, therefore, the study area's child care centers would continue to operate with available capacity.

⁹ Sources: NYC DOB New Building Permits; Articles from *Curbed New York, YIMBY, The Real Deal,* and *Brownstoner*; and HPD's "Housing New York Map."

TABLE 4-14

Comparison of Budget Capacity, Enrollment, Available Slots, and Utilization for Existing Conditions and the 2024 Future No-Action Conditions

	Budget Capacity	Enrollment	Available Slots	Utilization
Existing Conditions	1,506	1,366	140	90.7%
No-Action Increment	0	+120	-120	+8.0%
2024 No-Action Condition	1,506	1,486	20	98.7%

Sources: CEQR Technical Manual, Table 6-1b.

The Future with the Proposed Actions (With-Action Condition)

As discussed above, the *CEQR Technical Manual* requires a detailed analysis of child care centers when a proposed action would produce substantial numbers of subsidized low- to moderate-income family housing units that may therefore generate a sufficient number of eligible children to affect the availability of slots at area publicly funded child care centers. As detailed in **Chapter 1, "Project Description,"** under 2024 RWCDS conditions, 474 affordable housing units for families with incomes at or below 80 percent of AMI would be constructed on the Development Site. Based on Table 6-1b of the *CEQR Technical Manual*, these additional 474 affordable units would generate 84 children under age six eligible for publicly funded child care services (refer to **Table 4-15**).

As noted above and detailed in **Chapter 1**, "**Project Description**," it is the Applicant's intent to ultimately provide a child care facility on the Development Site. However, for conservative analysis purposes, this EIS assumes that the Proposed Project would include community facility space that would be occupied by a medial office. Therefore, this analysis of child care centers does not include the introduction of child care slots on the Development Site.

TABLE 4-15

Projected Number of Publicly Funded Child Care Pupils Generated by the Proposed Actions

Affordable Units ¹	Generation Ratio per Unit (Children ≤ Age 6)	Number of Children≤ Age 6 Generated
474	0.178	84

Source: CEQR Technical Manual, Table 6-1b.

Notes: ¹ Units for families within incomes at or below 80 percent of AMI.

According to the *CEQR Technical Manual*, a significant adverse child care center impact could result if a proposed action results in: (1) a collective utilization rate greater than 100 percent in the With-Action condition; and (2) the demand constitutes an increase of five percent or more in the collective capacity of child care centers serving the study area over the No-Action condition. As presented in **Table 4-16**, the additional 84 children potentially eligible for publicly funded child care would increase the study area child care utilization rate to 104.2 percent, a 5.6 percent increase from No-Action conditions. As such, the Proposed Actions would result in significant adverse impacts to publicly funded child care facilities in the study area.

Mitigation measures are described in Chapter 21, "Mitigation."

As detailed in **Chapter 21, "Mitigation,"** in connection with the approval of the Proposed Actions, as a possible mitigation measure, the Applicant has stated a willingness to provide child care facility capacity. Conversely, the Applicant could pay the City to provide nine child care slots off-site to ensure that the Proposed Actions do not result in impacts to child care services. Alternatively, the impact could be eliminated by reducing the Proposed Project from 1,578 total DUs (with 474 affordable DUs through the MIH Program) to 1,404 DUs (with 421 affordable DUs through the MIH Program), a reduction of 53

affordable DUs. The impact to child care centers would occur above the 421st affordable unit through the MIH Program. This impact would therefore not occur until the construction the Phase II Building, which is expected to be completed in the 2024 build year. Consideration of providing additional child care facility capacity and/or other measures is being explored in consultation with ACS, and will be further explored between the DEIS and FEIS.

TABLE 4-16

Comparison of Budget Capacity, Enrollment, Available Slots, and Percent Utilized for the 2024 Future No-Action and With-Action Conditions

	Budget Capacity	Enrollment	Available Slots	Utilization
2024 No-Action Condition	1,506	1,486	20	98.7%
With-Action Increment	0	+84	-74	+5.6%
2024 With-Action Condition	1,506	1,570	-64	104.2%

Sources: CEQR Technical Manual, Table 6-1b.