

A. INTRODUCTION

This chapter examines the potential effects of the proposed project on community facilities in and around the project site. The 2012 *City Environmental Quality Review (CEQR) Technical Manual* defines community facilities as public or publicly funded facilities, including schools, health care, day care, libraries, and fire and police protection services. CEQR methodology focuses on direct impacts on community facilities and services and on increased demand for community facilities and services generated by new users, such as the population that would occupy a proposed residential development.

As described in Chapter 1, “Project Description,” Phases 1B and 2 of the proposed project would include a new public school with capacity that would meet the project-generated demand for school seats. The proposed project would not physically displace or alter an existing community facility. However, the project would introduce a substantial new residential population which could result in increased demand for community facilities and services.

The analysis updates changes in background conditions since the 2008 Final Generic Environmental Impact Statement (FGEIS) and subsequent technical memoranda and assesses whether any changed background conditions and the differences in program elements between the proposed development program and those assessed during prior environmental review would result in any significant adverse impacts on community facilities and services that were not addressed in the 2008 FGEIS and subsequent technical memoranda.

PRINCIPAL CONCLUSIONS

The analysis provided below regarding potential indirect effects to health care facilities and police and fire protection facilities concludes that—consistent with the conclusions of the 2008 FGEIS—the proposed project would not result in any significant adverse impacts on these community facilities and services.

The analysis of potential indirect effects on elementary, intermediate, and high schools finds that the proposed project would not result in any significant adverse impacts on high schools. In order to accommodate all of the project-generated elementary and intermediate school students, thereby avoiding any significant adverse impacts, the Queens Development Group, LLC (QDG) would coordinate with the School Construction Authority (SCA) to determine whether the public school space currently planned as part of Phase 1B would be sufficient to accommodate all of the school children generated by the proposed project by 2028. Provision of the school in Phase 1B would be ensured through a contractual agreement. If necessary, the school spaces would be expanded, and corresponding reductions in square footage would be made elsewhere in the development program. For Phase 2, the New York City Economic Development Corporation (EDC) would require as part of the developer’s agreement that the designated developer similarly coordinate with SCA.

The analysis of potential indirect effects on library services finds that the holdings per resident ratio for the combined study area would decrease from 3.03 under the No Action condition to 2.80 with the proposed project in 2032. This ratio would decrease to 5.02 for the Flushing Library and to 0.69 for the Corona Library. For both the Flushing Library and Corona Library, the catchment area population increase would exceed five percent, which may represent a significant adverse impact on library services according to the *CEQR Technical Manual*. However, as noted above, many of the residents in the catchment areas also reside within the catchment areas for other nearby libraries and would also be served by these libraries, residents of the study area would have access to the entire Queens Library system through the inter-library loan system, and would also have access to libraries near their place of work. In consideration of the above, the lead agency, in consultation with the Queens Public Library, has determined that the additional population introduced by the proposed project would impair the delivery of library services in the study area in 2032. Therefore, Phase 2 of the proposed project would result in a significant adverse impact on library services. To mitigate this impact, the 125,000 square feet of as-yet-unprogrammed community facility space in the program for Phase 2 could potentially be utilized as a branch library or auxiliary facility for the Queens Library system, or additional volumes or programs to accommodate new users could be provided if adequate space in nearby branches exists. Although no developer has yet been designated for Phase 2, the provision of additional library space in Phase 2 would be based on further consultation with Queens Public Library and the lead agency.

The analysis of indirect effects on child care facilities finds that the proposed project may result in significant adverse impacts on publicly funded child care facilities in 2028. Therefore, consistent with the conclusions of the 2008 FGEIS, to mitigate the potential impact on child care facilities that could occur by 2028, the QDG would consult with the New York City Administration for Child Services (ACS) to determine whether adding capacity to existing facilities or providing a new child care facility within or near the area surrounding the project site is the appropriate way to meet demand for child care services generated by the proposed project. EDC would require, as part of the developer's agreement, that the designated developer of Phase 2 similarly consult with ACS to determine the appropriate way to meet demand for child care services generated by development in the District by 2032.

B. SUMMARY OF FINDINGS—2008 FGEIS AND SUBSEQUENT TECHNICAL MEMORANDA

The 2008 FGEIS analyzed potential impacts on police services, fire services, and public elementary, intermediate, and high schools resulting from the development of the 2008 proposed Willets Point Development Plan and No Convention Center Scenario. The analysis of potential impacts to public schools considered elementary and middle schools within Zone 2 of Community School District 25 (CSD 25) as well as within a one-mile radius surrounding the District. The analysis of high schools considered the impact on the entire Borough of Queens. The analysis for libraries considered the 2008 proposed Willets Point Development Plan's impact on Flushing Library, the only library within a ¾-mile radius of the District. The analysis of health care facilities considered the 2008 proposed Willets Point Development Plan's impacts on Flushing Hospital Medical Center and the New York Hospital Center of Queens. The day care center analysis considered the 2008 proposed Willets Point Development Plan's impact on the nine publicly funded day care facilities within a one-mile radius of the District. An analysis of police and fire services considered the adequacy of emergency response times to the District.

The 2008 FGEIS found that the proposed Willets Point Development Plan would not result in any significant adverse impacts on public schools, libraries, health care facilities, or police or fire services. The analysis found that significant adverse impacts to day care centers could occur in 2017 as a result of either the Willets Point Development Plan or the No Convention Center Scenario. The 2008 FGEIS indicated that to mitigate the potential impact on day care facilities, EDC would require, as part of the developer's agreement, that a future developer consult with ACS to determine the appropriate way to meet demand for day care services generated by development in the District.

Subsequent technical memoranda revisited the analyses and findings from the 2008 FGEIS to determine whether project modifications, changes to background conditions, and changes in methodology for the analysis of potential impacts to community facilities would result in any significant adverse impacts that were not identified in the FGEIS. Key updates to data and methodology included: updated school enrollment and enrollment projections from the SCA (with Technical Memorandum #4 relying on school enrollment for the 2009-2010 school year and projections for the 2017-2018 school year); a shift in study areas used for analysis of public elementary and middle schools from the CSD level (used in the FGEIS) to the sub-district level (used in Technical Memorandum #4); updated CEQR generation rates for school-age children and child care-eligible children; updated enrollment and capacity information from ACS for child care facilities and Head Start programs (with Technical Memorandum #4 relying on data current as of October 2010); a shift in study areas used for the analysis of child care facilities from 1-mile (used in the 2008 FGEIS) to 1.5 miles (used in Technical Memorandum #4); and an expanded discussion of police, fire, and emergency services, per 2010 *CEQR Technical Manual* guidelines for projects that would result in the introduction of a sizeable new neighborhood.

The technical memoranda concluded that such changes would not result in any additional significant adverse impacts on any community facilities or services.

C. PRELIMINARY SCREENING

This analysis of community facilities has been conducted in accordance with 2012 *CEQR Technical Manual* guidelines and the latest data and guidance from agencies such as the New York City Department of Education (DOE), the New York Public Library (NYPL), and the New York City Department of City Planning (DCP).

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 a project has the potential to result in either direct or indirect effects on community facilities. If a project 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. New population added to an area as a result of a project 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 project would not displace or otherwise directly affect any public schools, libraries, child care centers, health care facilities, or police and fire protection service facilities. Therefore an analysis of direct effects is not warranted.

INDIRECT EFFECTS

The *CEQR Technical Manual* provides thresholds for 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. If a proposal exceeds the threshold for a specific facility, a more detailed analysis is warranted. A preliminary screening analysis was conducted to determine if the proposed project would exceed established *CEQR Technical Manual* thresholds warranting further analysis. Based on that screening, a detailed analysis was undertaken for: public elementary, intermediate, and high schools; libraries; child care facilities; health care facilities; and police and fire protection services.

Table 4-1
Preliminary Screening Analysis Criteria

Community Facility	Threshold For Detailed Analysis
Public schools	More than 50 elementary/intermediate school or 150 high school students
Libraries	Greater than 5 percent increase in ratio of residential units to libraries in borough
Health care facilities (outpatient)	Introduction of sizeable new neighborhood where none existed before ¹
Child care centers (publicly funded)	More than 20 eligible children based on number of low- and low/moderate-income units by borough
Fire protection	Introduction of sizeable new neighborhood where none existed before ¹
Police protection	Introduction of sizeable new neighborhood where none existed before ¹
Notes: ¹ The <i>CEQR Technical Manual</i> cites the Hunter's Point South project as an example of a project that would introduce a sizeable new neighborhood where none existed before. The Hunter's Point South project would introduce approximately 6,650 new residential units to the Hunter's Point South waterfront in Long Island City, Queens. Source: <i>CEQR Technical Manual</i> .	

PUBLIC SCHOOLS

The *CEQR Technical Manual* recommends conducting a detailed analysis of public schools if a proposed action would generate more than 50 elementary/intermediate school students and/or more than 150 high school students. Based on the development of up to 5,850 residential units and the student generation rates provided by the *CEQR Technical Manual* (0.28 elementary, 0.12 intermediate, and 0.14 high school students per housing unit in Queens), the proposed project would generate approximately 3,159 total students—with approximately 1,638 elementary school students, 702 intermediate school students, and 819 high school students. This number of students warrants a detailed analysis of the proposed project's potential effects on elementary, intermediate, and high schools.

LIBRARIES

Potential impacts on libraries can result from an increased user population. According to the *CEQR Technical Manual*, a proposed action in Queens that generates a 5 percent increase in the average number of residential units served per branch (622 residential units in Queens) may cause a significant impact on library services and require further analysis. With up to 5,850 units, the proposed project exceeds this threshold, and a detailed analysis of libraries is warranted.

CHILD CARE CENTERS

According to the *CEQR Technical Manual*, if a proposed action would add more than 20 children eligible for publicly funded child care to the study area's child care facilities, 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/moderate-income units introduced by a proposed action.¹ In Queens, projects introducing 139 or more low- to moderate-income units would introduce 20 or more children eligible for publicly funded child care services. Because the proposed project is anticipated to introduce approximately 2,048 affordable housing units, a detailed child care analysis is warranted.

HEALTH CARE FACILITIES

Health care facilities include public, proprietary, and nonprofit facilities that accept government funds (usually in the form of Medicare and Medicaid reimbursements) and that are available to any member of the community. Examples of these types of facilities include hospitals, nursing homes, clinics, and other facilities providing outpatient health services.

According to the *CEQR Technical Manual*, if a proposed action would create a sizeable new neighborhood where none existed before, there may be increased demand on local public health care facilities, which may warrant further analysis of the potential for indirect impacts on outpatient health care facilities. The proposed project would result in the creation of a sizeable new neighborhood where none existed before. Therefore a detailed analysis of indirect effects on health care facilities is warranted.

POLICE AND FIRE SERVICES

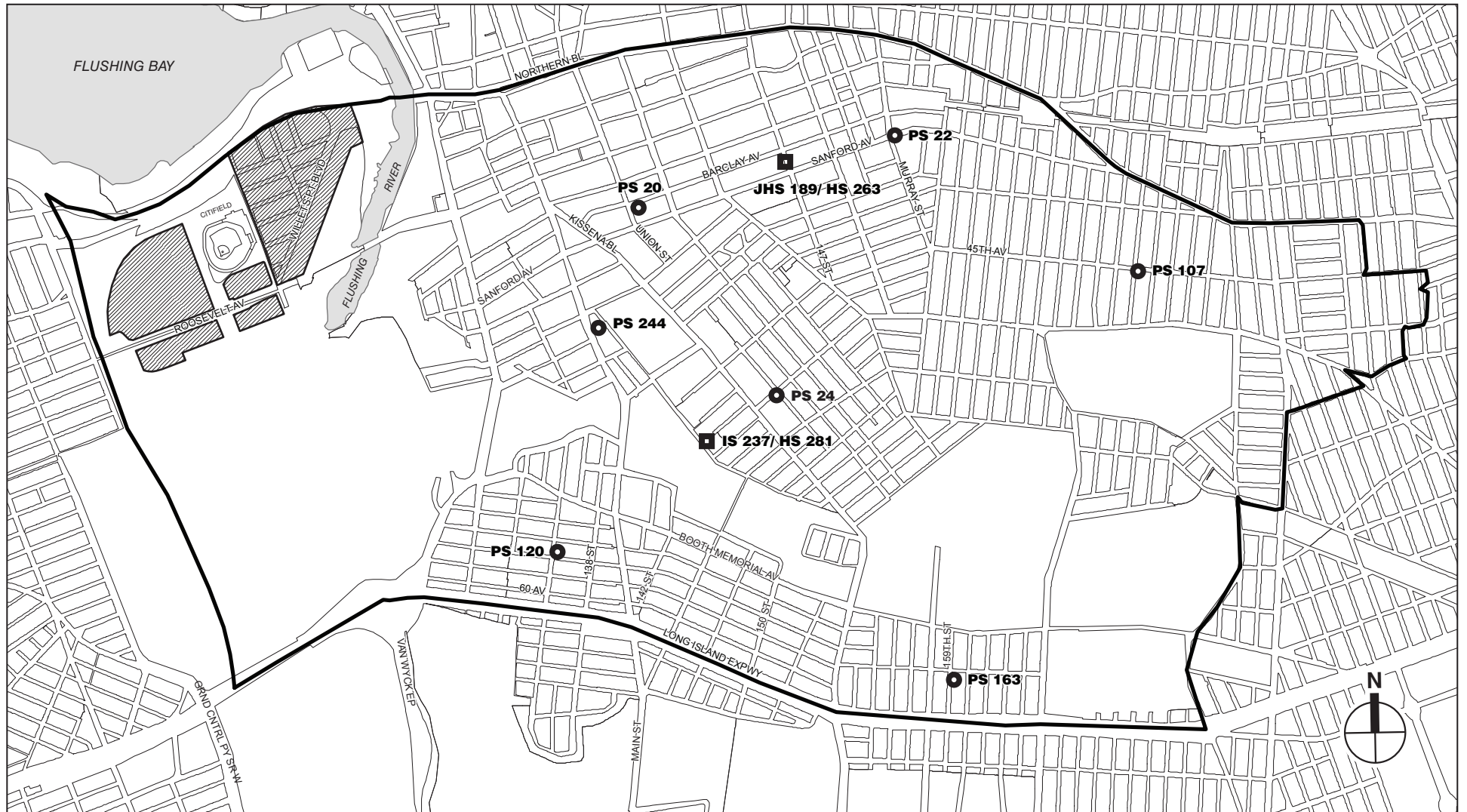
The *CEQR Technical Manual* recommends detailed analyses of impacts on police and fire service in cases where a proposed action would affect the physical operations of, or direct access to and from, a precinct house or fire station, or where a proposed action would create a sizeable new neighborhood where none existed before. The proposed project would not result in these direct effects on either police or fire services, however it would create a sizeable new neighborhood where none existed before; therefore, a detailed analysis of indirect effects on police and fire services is warranted.

D. INDIRECT EFFECTS ON PUBLIC ELEMENTARY, INTERMEDIATE, AND HIGH SCHOOLS

METHODOLOGY

This analysis assesses the potential effects of the proposed project on public elementary, intermediate, and high schools serving the project site. Following methodologies in the *CEQR Technical Manual*, the study area for the analysis of elementary and intermediate schools is the school districts' "sub-district" (also known as "regions" or "school planning zones") in which the project is located. The proposed project site is located in Sub-district 2 of CSD 25 (see **Figure 4-1**). High school students routinely travel outside their neighborhoods for school; therefore, the *CEQR Technical Manual* provides for environmental review on a borough-wide basis.

¹ Low-income and low/moderate-income are the affordability levels used in the *CEQR Technical Manual*. They are intended to approximate the financial eligibility criteria established by the Administration for Children's Services, which generally corresponds to 200 percent of the Federal Poverty Level or 80 percent of area median income.



- Project Site
- Community School District 25,
Subdistrict 2 Boundary
- Elementary School
- Middle School/ High School

0 2000 FEET
SCALE

As required by CEQR, this schools analysis uses the most recent DOE data on school capacity, enrollment, and utilization rates for elementary and intermediate schools in the sub-district study area and SCA projections of future enrollment. Specifically, the existing conditions analysis uses data provided in the DOE's *Utilization Profiles: Enrollment/Capacity/Utilization, 2011-2012* edition. Future conditions are then predicted based on SCA enrollment projections and data obtained from SCA's Capital Planning Division on the number of new housing units and students expected at the sub-district and borough levels. 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 does not include charter school enrollment in its enrollment projections. DOE's enrollment projections for years 2009 through 2018, the most recent data currently available, are posted on the SCA website.¹ The latest available enrollment projections to 2018 have been used in this analysis to project student enrollment to 2032. These enrollment projections are based on broad demographic trends and do not explicitly account for discrete new residential developments planned for the study area. Therefore, the estimated student population from the other new development projects expected to be completed within the study area have been obtained from SCA's Capital Planning Division and are added to the projected enrollment to ensure a more conservative prediction of future enrollment and utilization. In addition, any new school projects identified in the DOE Five-Year Capital Plan are included if construction has begun.

The effect of the new students introduced by the proposed project on the capacity of schools within the study areas is then evaluated. According to the *CEQR Technical Manual*, a significant adverse impact may occur if a proposed action would result in both of the following conditions:

1. A utilization rate of the elementary and/or intermediate schools in the sub-district study area, or high schools in the borough study area, that is equal to or greater than 100 percent in the 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.

EXISTING CONDITIONS

ELEMENTARY SCHOOLS

As shown in **Figure 4-1**, seven elementary schools serve CSD 25/Sub-District 2. As shown in **Table 4-2**, this sub-district has a total enrollment of 5,780 students, or 108 percent of capacity, with a shortage of 433 seats according to DOE's 2011-2012 school year enrollment figures, which are the most recent data currently available.

INTERMEDIATE SCHOOLS

As shown in **Figure 4-1** and **Table 4-2**, three intermediate schools serve CSD 25/Sub-District 2. Total enrollment at these intermediate schools is 2,240 students, or 104 percent of capacity, with a shortage of 96 seats.

¹ Schools.nyc.gov. Enrollment projections by the Grier Partnership were used.

Table 4-2
Public Schools Serving the Special Willets Point District,
CSD 25 Sub-District 2 Enrollment and Capacity Data,
2010-2011 School Year

Name	Address	Enrollment	Capacity	Available Seats	Utilization
Elementary Schools					
PS 20 John Bowne School	142-30 Barclay Ave	1,462	1,338	-124	109%
PS 244	137-20 Franklin Ave	373	292	-81	128%
PS 22 Thomas Jefferson School	153-01 Sanford Ave	694	666	-28	104%
PS 22 Transportable	153-01 Sanford Ave	56	56	0	100%
PS 24 Andrew Jackson School	141-11 Holly Ave	741	615	-126	120%
PS 24 Transportable	141-11 Holly Ave	102	64	-38	159%
PS 107 Thomas A Dooley	167-02 45 Ave	934	898	-36	104%
PS 120 Queens School	58-01 136 St	873	938	65	93%
PS 163 Flushing Heights School	159-01 59 Ave	478	451	-27	106%
PS 163 Transportable	159-01 59 Ave	99	61	-38	162%
Sub-District 2 Total		5,780	5,406	-433	108%
Intermediate Schools					
East-West School Of International Studies (IS Organization)	46-21 Colden St	253	232	-21	109%
IS 237	46-21 Colden St	1188	1123	-65	106%
JHS 189 Daniel Carter Beard School	144-80 Barclay Ave	814	804	-10	101%
Sub-District 2 Total		2,240	2,165	-96	104%
High Schools					
East-West School Of International Studies (HS Organization)	46-21 Colden St	363	333	-30.09	109%
Flushing International High School	144-80 Barclay Ave	422	462	40	91%
Sub-District 2 Total		785	795	10	99%
Queens Total		84,225	76,524	-7,701	110%
Notes: 1. See Figure 4-1. 2. Capacity is the Target Capacity (assumes 20 children per class for grades K–3, 28 children per class for grades 4–8 and 30 children per class for grades 9–12). 3. Utilization rate equals school enrollment divided by capacity.					
Sources: SCA Utilization Profiles: Enrollment/Capacity/Utilization, 2011-2012.					

HIGH SCHOOLS

High school students may attend any of the schools within any borough of the city, based on seating availability and admissions criteria.

Throughout Queens, total high school enrollment for the 2011-2012 school year was approximately 84,225 students, with an overall utilization rate of 110 percent, and a shortage of 7,701 seats. There are two high schools located within CSD 25/Sub-District 2, which are listed below in **Table 4-2** and shown in **Figure 4-1** for informational purposes.

THE FUTURE WITHOUT THE PROPOSED PROJECT

ENROLLMENT PROJECTIONS

As required by CEQR, the assessment of No Action conditions uses SCA enrollment projections. SCA provides future enrollment projections by district for up to 10 years. The latest available enrollment projections to 2018 have been used in this analysis to project student enrollment for the proposed project's three build years (2018, 2028, and 2032). SCA projects that elementary enrollment will increase by 54 percent in CSD 25/Sub-District 2. Intermediate

Willeys Point Development

enrollment in the sub-district will increase by 6 percent, and high school enrollment in Queens will decrease by 14 percent.

These enrollment projections focus on the natural growth of the city's student population (through births and grade retention) and do not account for new residential developments planned for the sub-district study areas (No Action projects). Therefore, the future utilization rate for school facilities is calculated by adding the estimated enrollment from proposed residential developments in the school study areas (as provided by SCA's Capital Planning Division) to SCA's projected enrollment, and then comparing that number with projected school capacity.

Table 4-3 outlines the estimated number of new public elementary, intermediate, and high school students generated as a result of development in the No Action condition, which has been provided by SCA, and is based on student generation rates listed in Table 6-1a of the *CEQR Technical Manual* (0.28 elementary students, 0.12 intermediate school students, and 0.14 high school students per residential unit in Queens).

Table 4-3
Projected Estimated Number of New Students
Introduced by Development in the No Action Condition

Study Area	Projected New Students		
	Elementary	Intermediate	High School
Sub-district 2 of CSD 25	783	336	N/A
Borough of Queens	N/A	N/A	4,310 ⁽¹⁾
Notes: ⁽¹⁾ Does not include Halletts Point Rezoning, which would introduce 2,573 housing units (estimated 360 high school students) to Astoria, Queens.			
Source: SCA Capital Planning Division.			

PROJECTED SCHOOL CAPACITY

According to the DOE *Proposed 2010-2014 Five-Year Capital Plan—February 2013 Amendment*, there is no new school capacity under construction within the study area. However, future capital plans may include additional schools, if needed, to service the area.

ANALYSIS

The most current DOE enrollment projections extend to 2018, and the most current DOE capital plan extends to 2014. Therefore, these 2014 and 2018 figures are used as the basis for No Build conditions for all three of the proposed project's build years – 2018, 2028, and 2032. For the analysis of high schools, estimated enrollment from the planned Halletts Point rezoning was added to the base figures from DOE. The Halletts Point rezoning project is anticipated to introduce approximately 2,573 housing units (an estimated 360 high school students) to the Astoria neighborhood of Queens and is not included in DOE's estimation of future enrollment.

Elementary Schools

As shown in **Table 4-4**, elementary schools in CSD 25/Sub-District 2 will be over capacity in the No Action condition in 2018, 2028, and 2032. The sub-district will operate at 188 percent utilization, with a deficit of 4,554 seats.

Table 4-4

**Estimated Public School Enrollment, Capacity, and Utilization:
No Action Condition (2018, 2028, and 2032)**

Study Area	Projected Enrollment ¹	Students Introduced by Residential Development in No Action	Total No Action Enrollment	Capacity	Available Seats	Utilization
Elementary Schools (2018, 2028, and 2032)						
Sub-district 2 of CSD 25	8,969	783 ⁽²⁾	9,752	5,198	-4,554	188%
Intermediate Schools (2018, 2028, and 2032)						
Sub-district 2 of CSD 25	2,397	336 ⁽²⁾	2,733	2,159	-575	127%
High Schools (2018)						
Borough of Queens	72,053	4,310 ⁽³⁾	76,363	77,997 ⁽⁴⁾	1,634	98%
High Schools (2028 and 2032)						
Borough of Queens	72,053	4,670 ⁽⁵⁾	76,724	77,997 ⁽⁴⁾	1,273	98%
Notes: ¹ Elementary and intermediate school enrollment in each sub-district study area was calculated by applying SCA supplied percentages for each sub-district to the relevant district enrollment projections. For CSD 25/Sub-District 2, the district's 2018 elementary projection of 24,220 was multiplied by 37.03 percent. The sub-district's intermediate projection of 8,207 was multiplied by 29.21 percent. High school enrollment utilizes the 2018 projection of 72,053. ² Based on the number of additional students expected within the sub-district in the future without the proposed project (obtained from SCA). ³ Based on enrollment estimates for projected housing starts in CSD 24-30 (from SCA's <i>Projected New Housing Starts as Used in 2009-2018 Enrollment Projection</i>). ⁴ High school capacity for Queens includes 1,473 high school seats in construction or completed in Queens according to the FY 2010-2014 Capital Plan, which includes projected high school capacity in IS/HS 404. ⁵ Includes 360 high school students anticipated as a result of the Halletts Point Rezoning project, which would introduce approximately 2,576 housing units to Astoria, Queens. Sources: DOE <i>Enrollment Projections 2009-2018 by the Grier Partnership</i> ; DOE, <i>Utilization Profiles: Enrollment/Capacity/Utilization, 2011-2012</i> , DOE 2010-2014 <i>Five-Year Capital Plan, Amendment</i> , February 2013; School Construction Authority.						

Intermediate Schools

As shown in **Table 4-4**, intermediate schools in CSD 25/Sub-District 2 will be over capacity in the No Action condition in 2018, 2028, and 2032. The sub-district will operate at 127 percent utilization, with a deficit of 575 seats.

High Schools

As shown in **Table 4-4**, high schools in Queens will be operating at approximately 98 percent capacity in 2018, 2028, and 2032, with a surplus of 1,634 seats in 2018, and a surplus of 1,273 seats in 2028 and 2032.

PROBABLE IMPACTS OF THE PROPOSED PROJECT

The proposed project would develop a total of 5,850 residential units, with 2,490 to be completed by 2028 and another 3,360 to be completed by 2032. Student generation and school utilization levels are discussed below for each of the proposed project's three build years.

PHASE IA (2018)

The proposed project would not result in any new residential development by 2018, therefore utilization rates would remain the same as in the No Action condition.

PHASE IB (2028)

By 2028, the proposed project would add approximately 2,490 residential units to the study area. Based on the CEQR student generation rates, the proposed project would introduce approximately 697 elementary school students, 299 intermediate school students, and 349 high school students into the study area by 2028 (see **Table 4-5**).

Table 4-5
Estimated Number of Students Introduced in Sub-district 2 of CSD 25:
With Action Condition, 2018, 2028, 2032

Development Phase (Year)	Housing Units	Elementary Students	Intermediate Students	High School Students
Phase 1A (2018)	0	0	0	0
Phase 1B (2028)	2,490	697	299	349
Phase 2 (2032)	3,360	941	403	470
Total	5,850	1,638	702	819

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

As described in Chapter 1, “Project Description,” Phase 1B of the proposed project would include a public school (grades kindergarten through eighth) of approximately 105,000 square feet, subject to approvals and requirements of SCA. Provision of the school in Phase 1B would be ensured through a contractual agreement. Preliminary discussions have been held among QDG, EDC, and SCA with regard to the development terms of a new K-Grade 8 facility that would address the Phase 1B project-generated school seat demand. It is expected that at a minimum QDG will provide the core and shell of the building and may provide additional fit-out of the facility. If SCA must provide some or all of the costs of the fit-out of the school, funds would need to be provided from the SCA capital budget. QDG would coordinate with SCA to determine whether the school as currently planned would accommodate all of the project-generated elementary and intermediate students (996 students). If necessary, the school would be expanded, and corresponding reductions in square footage would be made elsewhere in the development program. Therefore, the Phase 1B school would accommodate all project-generated demand for elementary and intermediate school seats.

Elementary Schools

In 2028 with the proposed project, 10,449 students would be enrolled at elementary schools within Sub-district 2 of CSD 25. Phase 1B of the proposed project includes the development of a new public school (serving kindergarten through eighth grades) that would accommodate the elementary school students generated by the proposed project. Taking into account both the project-generated elementary students and the proposed project school, elementary schools within Sub-district 2 of CSD 25 would have capacity for 5,895 students and operate at 177 percent, with a shortfall of 4,554 seats.

As noted above, a significant adverse impact may occur if a proposed 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 without the proposed action; and (2) an increase of five percentage points or more in the collective utilization rate between the future without the proposed action and future with the proposed action conditions. With the development of the proposed public school in the District, the proposed project would introduce enough capacity to accommodate all Phase 1B project-generated elementary school students. As a result, the proposed project would decrease the elementary school utilization rate by 11 percentage points (from 188 percent in the No Action condition to 177 percent with the proposed project). Because the proposed project would not increase the elementary school utilization rate, the proposed project would not result in a significant adverse impact on elementary schools in the study area in 2028.

Intermediate Schools

In 2028 with the proposed project, 3,032 students would be enrolled at intermediate schools within Sub-district 2 of CSD 25. As indicated above, Phase 1B of the proposed project includes the development of a new public school that would accommodate the intermediate school students generated by the proposed project. Taking into account the project-generated students and new seats, intermediate schools within Sub-district 2 of CSD 25 would have capacity for 2,458 students and operate at 123 percent, with a shortfall of 575 seats (see **Table 4-6**).

Table 4-6
Estimated Public School Enrollment, Capacity, and Utilization:
With Action Condition, 2028

Study Area	No Action Enrollment	Students Introduced by Phase 1B	Total With Action Enrollment	Capacity	Available Seats	Utilization	Change in Utilization Compared with No Action
Elementary Schools							
Sub-district 2 of CSD 25	9,752	697	10,449	5,895	-4,554	177%	-11%
Intermediate Schools							
Sub-district 2 of CSD 25	2,733	299	3,032	2,458	-575	123%	-4%
High Schools							
Borough of Queens	76,724	349	77,073	77,997	924	98%	0%
Sources: DOE Enrollment Projections 2009-2018 by the Grier Partnership; DOE, Utilization Profiles: Enrollment/Capacity/Utilization, 2011-2012; DOE 2010-2014 Five-Year Capital Plan, Amendment, February 2013; School Construction Authority.							

With the development of the proposed public school in the District, the proposed project would introduce enough capacity to accommodate all Phase 1B project-generated intermediate school students. As a result, the proposed project would decrease the intermediate school utilization rate by four percentage points (from 127 percent in the No Action condition to 123 percent with the proposed project). Because the proposed project would not increase the intermediate school utilization rate, the proposed project would not result in a significant adverse impact on intermediate schools in the study area in 2028.

High Schools

In the 2028 With Action condition, the total enrollment of high school students in Queens would increase by 349 students to 77,073 (98 percent utilization), resulting in a surplus of 924 seats. The new high school students introduced by the proposed project would increase utilization in the borough by less than one percent over the No Action condition (see **Table 4-6**). As the proposed project would not increase the utilization rate by 5 percent at the borough level, it would not result in a significant adverse impact on high schools in 2028.

PHASE 2 (2032)

Phase 2 of the proposed project would add another approximately 3,360 residential units to the District, bringing the total number of proposed project units to 5,850. Based on the CEQR student generation rates, the proposed project would introduce approximately 941 elementary school students, 403 intermediate school students, and 470 high school students into the study area during Phase 2, bringing the total number of project-generated students to 1,638 elementary students, 702 intermediate students, and 819 high school students (see **Table 4-7**).

Table 4-7

**Estimated Public Elementary and Intermediate School Enrollment, Capacity, and Utilization:
With Action Condition, 2032**

Study Area	No Action Enrollment	Students Introduced by Phase 2	Total With Action Enrollment	Capacity	Available Seats	Utilization	Change in Utilization Compared with No Action
Elementary Schools							
Sub-district 2 of CSD 25	9,752	1,638	11,390	6,836	-4,554	167%	-22%
Intermediate Schools							
Sub-district 2 of CSD 25	2,733	702	3,435	2,861	-575	120%	-7%
High Schools							
Borough of Queens	76,724	819	77,543	77,997	454	99%	1%
Sources:	DOE Enrollment Projections 2009-2018 by the Grier Partnership; DOE, Utilization Profiles: Enrollment/Capacity/Utilization, 2011-2012; DOE 2010-2014 Five-Year Capital Plan, Amendment, February 2013; School Construction Authority.						

As described in Chapter 1, “Project Description,” Phase 2 of the proposed project would include a school of approximately 125,000 square feet, separate from the 105,000 square foot public school to be developed within the District during Phase 1B. Provision of the school would be ensured through contractual agreement with the future designated developer for Phase 2. The designated developer for Phase 2 would be required by EDC to coordinate with SCA to determine whether the school as currently planned would accommodate all of the Phase 2 project-generated elementary and intermediate students. Therefore, the schools developed in Phase 1B and Phase 2 would accommodate all project-generated demand for elementary and intermediate school seats.

Elementary Schools

In 2032 with the proposed project, 11,390 students would be enrolled at elementary schools within Sub-district 2 of CSD 25. As described above, Phase 2 of the proposed project would add another school, separate from the public school built during Phase 1B, accommodating the additional elementary school students that would be generated by Phase 2 of the project. Accounting for both the project-generated elementary students and the proposed project Phase 2 school addition, elementary schools within Sub-district 2 of CSD 25 would have capacity for 6,836 students and operate at 167 percent, with a shortfall of 4,554 seats.

Because the proposed project would introduce enough capacity to accommodate all Phase 2 project-generated elementary school students, the proposed project would decrease the intermediate school utilization rate by 21 percentage points (from 188 percent in the No Action condition to 166 percent with the proposed project). Because the proposed project would not increase the elementary school utilization rate, the proposed project would not result in a significant adverse impact on elementary schools in the study area in 2032.

Intermediate Schools

In 2032 with the proposed project, 3,435 students would be enrolled at intermediate schools within Sub-district 2 of CSD 25. The Phase 2 proposed school would accommodate the intermediate school students generated by Phase 2 of the proposed project. Taking into account the project-generated students and new seats, intermediate schools within Sub-district 2 of CSD 25 would have capacity for 2,861 students and operate at 120 percent, with a shortfall of 575 seats (see **Table 4-7**).

With the development of the proposed public school in the District, the proposed project would introduce enough capacity to accommodate all Phase 2 project-generated intermediate school

students. As a result, the proposed project would decrease the intermediate school utilization rate by seven percentage points (from 127 percent in the No Action condition to 120 percent with the proposed project). Because the proposed project would not increase the intermediate school utilization rate, the proposed project would not result in a significant adverse impact on intermediate schools in the study area in 2032.

High Schools

Phase 2 of the proposed project would generate an additional 470 high school students, bringing the total enrollment of high school students in Queens to 77,543 (99% utilization) in 2032, resulting in a surplus of 454 seats. The new high school students introduced by the proposed project would increase utilization in the borough by one percent over the No Action condition (see **Table 4-7**). As the proposed project would not increase the utilization rate by 5 percent at the borough level, it would not result in a significant adverse impact on high schools in 2032.

E. INDIRECT EFFECTS ON 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 $\frac{3}{4}$ mile (this is referred to as the library's "catchment area"). This libraries analysis compares the population generated by the proposed project with the catchment area population of libraries available within an approximately $\frac{3}{4}$ -mile area around the project site.

To determine the existing population of each library's catchment area, 2010 U.S. Census data were assembled for all census tracts that fall primarily within $\frac{3}{4}$ -mile of each library. The catchment area population in the No Action condition was estimated by multiplying the number of new residential units in No Action projects located within the $\frac{3}{4}$ -mile catchment area by an average household size of 2.82 persons.¹ The catchment area population in the With Action condition was estimated by adding the anticipated population that would result from development on the project site.

New population in the No Action and With Action conditions was added to the existing catchment area population. According to the *CEQR Technical Manual*, if a proposed project would increase the libraries' catchment area population by 5 percent or more, and this increase would impair the delivery of library services in the study area, a significant impact could occur.

EXISTING CONDITIONS

The project site is served by the Queens Library system, which serves all of Queens. The Queens Library is an autonomous library system, guided by a 19-member Board of Trustees appointed by the Mayor of the City of New York and the Queens Borough President. The system serves a population of 2.3 million from 62 locations and seven Adult Learning Centers. It circulates among the highest numbers of books and other library materials in the country.

The Flushing Library and the Corona Library are the two branches of the Queens Library system located within $\frac{3}{4}$ -mile of the project site (see **Table 4-8** and **Figure 4-2**).

¹ Census 2000, average household size for Queens.



- Project Site
- Study Area Boundary (3/4-Mile Perimeter)
- 1** Flushing Library
- 2** Corona Library
- 3** Mitchell-Linden Library

0 1000 2000 FEET
SCALE

Table 4-8
Public Libraries Serving the Project Site

Map No. ⁽¹⁾	Library Name	Address	Holdings	Catchment Area Population	Holdings per Resident
1	Flushing Library	41-17 Main Street	530,000	80,493	6.58
2	Corona Library	38-23 104th	91,613	115,148	0.80
Total:			621,613	195,641	3.18
3	Mitchell-Linden Library	29-42 Union Street	85,161	26,160	3.26
Notes: ⁽¹⁾ Please refer to Figure 4-2 for library locations. Mitchell-Linden Library is located outside of the study area boundary. ⁽²⁾ The catchment area population for each library includes the area within ¼-mile of the library. Sources: Queens Library; U.S. Census Bureau, 2010 Census, NYC Department of City Planning Selected Facilities and Program Sites.					

The Flushing Library is located to the east of the project site, near downtown Flushing, at the intersection of Kissena Boulevard and Main Street. In addition to a wide selection of fiction and nonfiction books, periodicals, and audio-visual media, the Flushing Library has a job information center, an international language collection that includes 12 languages ranging from French to Urdu, and 60 computers for public Internet access. Users of the Flushing Library can request a volume from any of the other libraries in the Queens Library system through inter-library loan.

The Corona Library is located west of the project site, on 104th Street in North Corona. It offers a range of books, periodicals, and audio-visual media, and offers free computer classes, as do all branches of the Queens Library.

Table 4-8 above provides the catchment area population for the Flushing and Corona Libraries and the total catchment area population served by the two libraries. Combined, the two libraries in the study area have a total of approximately 621,613 holdings. With a catchment area population of 195,641, the combined catchment area has a holdings-to-resident ratio of 3.18.

In addition, the Mitchell-Linden Library is located just beyond the study area boundary (see **Figure 4-2**). Residents in the northeastern portion of the study area would be likely to use this branch in addition to the services provided by the Flushing Library. The Mitchell-Linden Library has approximately 85,161 holdings. With a catchment area population of 26,160, the Mitchell-Linden Library has a holdings-to-resident ratio of 3.26.

THE FUTURE WITHOUT THE PROPOSED PROJECT

In the No Action condition, the two existing libraries will continue to serve the study area. No changes to the holdings of these facilities are expected for the purpose of this analysis.

The catchment area population of each library will increase as a result of development projects completed in the No Action condition, all of which are expected to be complete by 2018. Overall, new residential units will introduce approximately 9,814 new residents to the catchment areas by 2018, increasing the catchment area population to 205,455. As shown in **Table 4-9**, the holdings-per-resident ratio will decrease by approximately 0.63 for the Flushing Library and 0.01 for the Corona Library. Overall, the holdings-per-resident ratio for both catchment areas combined will decrease from 3.18 to 3.03.

Table 4-9
No Action Condition (2018, 2028, and 2032):
Catchment Area Population

Library Name	Existing Catchment Area Population	New Residents in the No Action Condition	New Catchment Area Population	New Holdings per Resident in the No Action Condition
Flushing Library	80,493	8,590	89,083	5.95
Corona Library	115,148	1,224	116,372	0.79
TOTAL	195,641	9,814	205,455	3.03
Notes: ¹ The catchment area population for each library includes the area within ¾-mile of the library. Sources: Queens Library; U.S. Census Bureau, 2010 Census, AKRF, Inc.				

PROBABLE IMPACTS OF THE PROPOSED PROJECT

According to the *CEQR Technical Manual*, if a proposed project increases the study area population by 5 percent or more as compared with the No Action condition, this increase may impair the delivery of library services in the study area, and a significant adverse impact could occur.

PHASE 1A (2018)

The proposed project would not result in any new residential development by 2018, therefore the holdings-per-resident ratios would remain the same as in the No Action condition.

PHASE 1B (2028)

By 2028, Phase 1B of the proposed project would introduce a total of 2,490 residential units, which would add approximately 7,022 residents to the library study area. **Table 4-10** provides the population increase and the change in the holding-per-resident ratio for the Flushing Library and Corona Library catchment areas and the combined catchment area for the two libraries. The figures presented for each of the individual libraries conservatively add the entire proposed project population to the catchment area population for that particular library. The figures presented as totals add the proposed project population to the population for the combined catchment area population for the two libraries, resulting in a lower percent increase in population.

Table 4-10
Phase 1B (2028) With Action Condition: Catchment Area Population

Library Name	Catchment Area Population – No Action Condition	Population Increase due to the Proposed Project	Catchment Area Population – With Action Condition	Population Increase	Holdings per Resident – With Action Condition
Flushing Library	89,083	7,022	96,105	7.9%	5.51
Corona Library	116,372	7,022	123,394	6.0%	0.74
TOTAL	205,455	7,022	212,476	3.4%	2.93
Notes: The catchment area population for each library includes the area within ¾-mile of the library. Sources: Queens Library; U.S. Census Bureau, 2010 Census, AKRF, Inc.					

With this additional population, the Flushing Library would serve 96,105 residents (a 7.9 percent increase) and the Corona Library would serve 123,394 residents (a 6.0 percent increase). The population of the combined catchment area would increase 3.4 percent to 212,476.

Overall, the holdings per resident ratio for the combined study area would decrease from 3.03 under the No Action condition to 2.93 with the proposed project in 2028. This ratio would

Willets Point Development

decrease to 5.51 for the Flushing Library and to 0.74 for the Corona Library. For both the Flushing Library and Corona Library, the catchment area population increase would exceed 5 percent, which may represent a significant adverse impact on library services according to the *CEQR Technical Manual*. However, many of the residents in the catchment areas also reside within the catchment areas for other nearby libraries, such as the Langston Hughes Library (which is approximately 0.5 miles from the Corona Library) and the Mitchell Linden Library (which is approximately 0.8 miles from the Flushing Library), and would also be served by these libraries. Residents of the study area would have access to the entire Queens Library system through the inter-library loan system and could have volumes delivered directly to their nearest library branch. In addition, residents would also have access to libraries near their place of work. Lastly, the program for Phase 1B provides for 25,000 square feet of as-yet-unprogrammed community facility space which could potentially be utilized as a branch library or auxiliary facility for the Queens Library system. Therefore, the population introduced by the proposed project would not impair the delivery of library services in the study area, and the proposed project would not result in any significant adverse impacts on public libraries in 2028.

PHASE 2 (2032)

By 2032, the proposed project would introduce a total of 5,850 residential units, which would add approximately 16,497 residents to the library study area. **Table 4-11** provides the population increase and the change in the holding-per-resident ratio for the Flushing Library and Corona Library catchment areas and the combined catchment area for the two libraries. The figures presented for each of the individual libraries conservatively add the entire proposed project population to the catchment area population for that particular library. The figures presented as totals add the proposed project population to the population for the combined catchment area population for the two libraries, resulting in a lower percent increase in population.

Table 4-11
Phase 2 (2032) With Action Condition: Catchment Area Population

Library Name	Catchment Area Population – No Action Condition	Population Increase due to the Proposed Project	Catchment Area Population – With Action Condition	Population Increase	Holdings per Resident – With Action Condition
Flushing Library	89,083	16,497	105,580	18.5%	5.02
Corona Library	116,372	16,497	132,869	14.2%	0.69
TOTAL	205,455	16,497	221,952	8.0%	2.80
Notes: The catchment area population for each library includes the area within ¼-mile of the library.					
Sources: Queens Library; U.S. Census Bureau, 2010 Census, AKRF, Inc.					

With this additional population, the Flushing Library would serve 105,580 residents (an 18.5 percent increase) and the Corona Library would serve 132,869 residents (a 14.2 percent increase). The population of the combined catchment area would increase 8.0 percent to 221,952.

Overall, the holdings per resident ratio for the combined study area would decrease from 3.03 under the No Action condition to 2.80 with the proposed project in 2032. This ratio would decrease to 5.02 for the Flushing Library and to 0.69 for the Corona Library. For both the Flushing Library and Corona Library, the catchment area population increase would exceed five percent, which may represent a significant adverse impact on library services according to the *CEQR Technical Manual*. However, as noted above, many of the residents in the catchment

areas also reside within the catchment areas for other nearby libraries and would also be served by these libraries, residents of the study area would have access to the entire Queens Library system through the inter-library loan system, and would also have access to libraries near their place of work. In consideration of the above, the lead agency, in consultation with the Queens Public Library, has determined that the additional population introduced by the proposed project would impair the delivery of library services in the study area in 2032. Therefore, Phase 2 of the proposed project would result in a significant adverse impact on library services. To mitigate this impact, the 125,000 square feet of as-yet-unprogrammed community facility space in the program for Phase 2 could potentially be utilized as a branch library or auxiliary facility for the Queens Library system, or additional volumes or programs to accommodate new users could be provided if adequate space in nearby branches exists. Although no developer has yet been designated for Phase 2, the provision of additional library space in Phase 2 would be based on further consultation with Queens Public Library and the lead agency.

F. INDIRECT EFFECTS ON CHILD CARE SERVICES

METHODOLOGY

ACS provides subsidized child care services through center-based group child care, family-based child care, informal child care, and Head Start. Publicly-financed child care services are available for income-eligible children up to the age of 12. In order for a family to receive subsidized child care services, the family must meet specific financial and social eligibility criteria that are determined by federal, state, and local regulations. In general, children in families that have incomes at or below 200 percent of the Federal Poverty Level (FPL), depending on family size, are financially eligible, although in some cases eligibility can go up to 275 percent FPL. 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 or full-day early childhood education; program eligibility is limited to families with incomes 130 percent or less of the FPL.

Most children are served through contract with private and nonprofit organizations that operate child care programs throughout the city. Registered or licensed providers can offer family-based child care in their homes. Informal child care can be provided by a relative or neighbor for no more than two children. Children aged two months through 12 years old can be cared for either in group child care centers licensed by the Department of Health (DOH) or in homes of registered child care providers. ACS also issues vouchers to eligible families, which may be used by parents to pay for child care from any legal child care provider in the City.

Publicly-financed child care centers, under the auspices of the New York City Division for Child Care and Head Start (CCHS) within ACS, provide care for the children of income-eligible households. Space for one child in such child care centers is termed a “slot.” These slots may be in group child care or Head Start centers, or they may be in the form of family-based child care in which 7 to 12 children are placed under the care of a licensed provider and an assistant in a home setting.

Since there are no locational requirements for enrollment in child care centers, and some parents or guardians choose a child care center close to their employment rather than their residence, the service areas of these facilities can be quite large and are not subject to strict delineation in order to identify a study area. However, according to the current methodology for child care analyses in the *CEQR Technical Manual*, the locations of publicly funded group child care centers within 1½ miles or so of the project site should be shown, reflecting the fact that the centers closest to

the project site are more likely to be subject to increased demand. Current enrollment data for the child care and Head Start centers closest to the project site was gathered from ACS.

The child care enrollment in the No Action condition was estimated by multiplying the number of new low-income and low/moderate-income housing units expected in the 1½-mile study area by the *CEQR Technical Manual* multipliers for estimating the number of children under age six eligible for publicly funded child care services (Table 6-1b). For Queens, the multiplier estimates 0.140 public child care-eligible children under age six per low- and low/moderate-income household.¹ The estimate of new public child care-eligible children was added to the existing child care enrollment to estimate enrollment in the No Action condition.

The child care-eligible population introduced by the proposed project was also estimated using the *CEQR Technical Manual* child care multipliers. The population of children under age six eligible for publicly funded child care was then added to the child care enrollment calculated in the No Action condition. According to the *CEQR Technical Manual*, if a proposed action would result in a demand for slots greater than remaining capacity of child care centers, and if that demand constitutes an increase of 5 percent or more of the collective capacity of the child care centers serving the area of the proposed action, a significant adverse impact may result.

EXISTING CONDITIONS

There are seven publicly funded group child care facilities and five Head Start facilities within the study area (see **Figure 4-3**). The child care and Head Start facilities have a total capacity of 837 slots and have 21 available slots (97 percent utilization). **Table 4-12** shows the current capacity and enrollment for these facilities. Family-based child care facilities and informal care arrangements provide additional slots in the study area, but these slots are not included in the quantitative analysis.

THE FUTURE WITHOUT THE PROPOSED PROJECT

In the No Action condition, known planned or proposed development projects will introduce approximately 543 new affordable housing units, all of which are expected to be complete by 2018.² Based on the CEQR generation rates for the projection of children eligible for publicly funded child care multipliers, this amount of development would introduce approximately 76 new children under the age of six who would be eligible for publicly funded child care programs.

Based on these assumptions, the number of available slots in the 2018 No Action condition would decrease, and utilization would increase to 107 percent, with a shortfall of 55 slots. No development projects or changes to the existing inventory of child care facilities are known to be planned in the study area after 2018. Therefore, the utilization rate for publicly funded child care facilities serving the study area is assumed to remain at 107 percent in the 2028 and 2032 No Action conditions.

¹ Low-income and low/moderate-income are the affordability levels used in the *CEQR Technical Manual*. They are intended to approximate the financial eligibility criteria established by ACS, which generally corresponds to 200 percent of FPL or 80 percent of AMI.

² Assumes that 20 percent of units in developments of 20 or more units would be occupied by low- or low/moderate-income households meeting the financial and social criteria for publicly funded child care. Excludes the Sky View Parc project, which will include luxury condominiums.

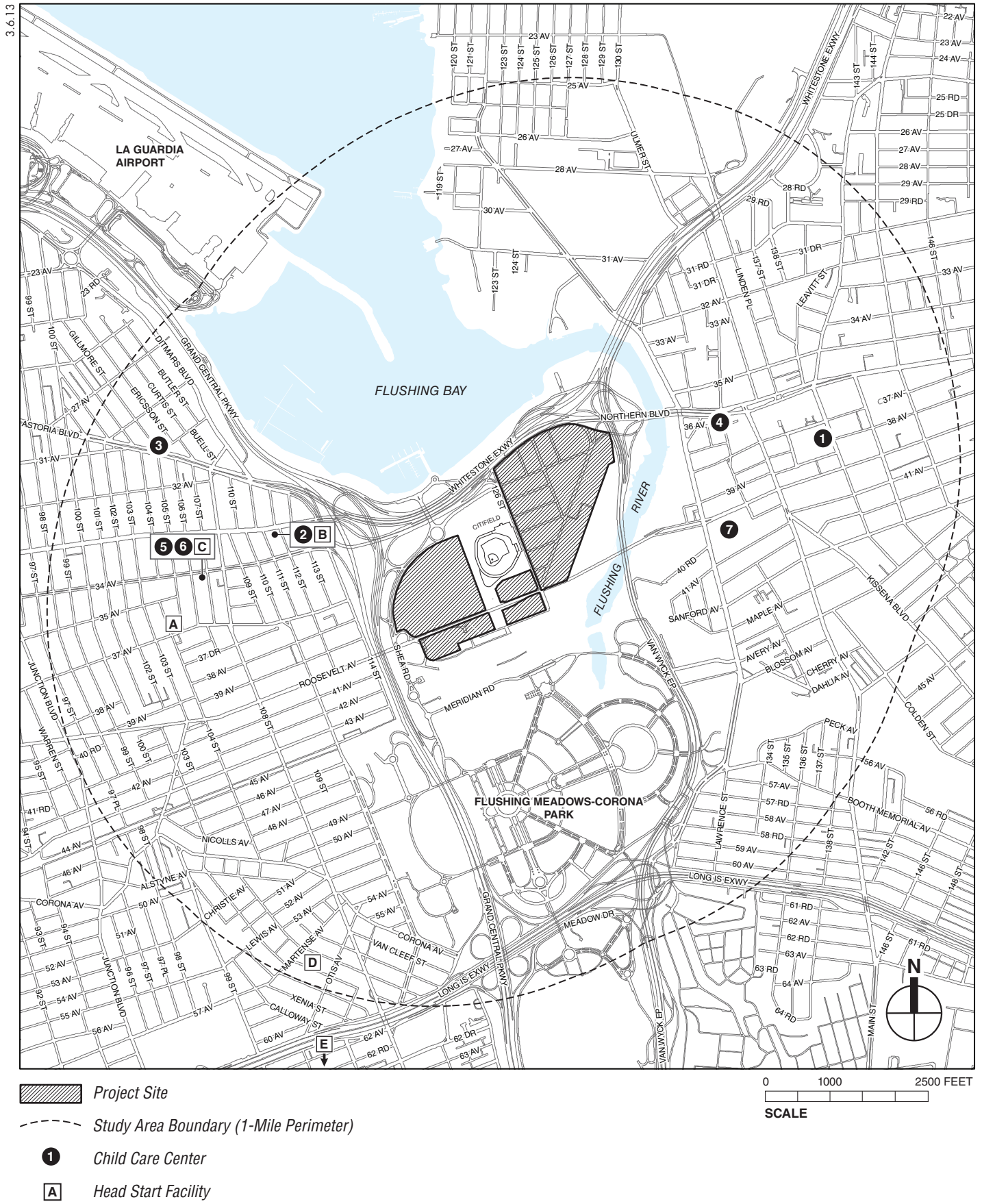


Table 4-12
Publicly funded Child Care Facilities Serving the Study Area

Map ID	Name	Address	Enrollment	Capacity	Available Slots	Utilization Rate
Child Care						
1	Martin L. King, Jr. Memorial Day Care Center	36-06 Prince St	35	35	0	100%
2	Malcolm X Day Care Center	111-12 Northern Blvd	114	120	6	95%
3	Jerome Hardeman Sr. Child Care Center	29-49 Gillmore St	60	60	0	100%
4	Macedonia Child Development Center	37-22 Union St	35	35	0	100%
5	Better Community Life Day Care Center #1	34-10 108 St	74	80	6	93%
6	The Child Care Center of New York	34-10 108 St	55	58	3	95%
7	Better Community Life li Day Care Center	133-16 Roosevelt Ave	52	59	7	88%
	Child Care Total		425	447	22	95%
Head Start						
A	Catholic Charities	35-34 105 St	90	90	0	100%
B	The Child Center of New York	111-12 Northern Blvd	68	68	0	100%
C	The Child Center of New York	34-10 108th St	58	57	-1	102%
D	B'Above/International Children's Center	57-27 Penrod Street	102	102	0	100%
E	B'Above/Forest Park Nursery & Kindergarten	102-35 63rd Road	73	73	0	100%
	Head Start Total		391	390	-1	100%
	Grand Total		816	837	21	97%
Sources: ACS, June 2012.						

PROBABLE IMPACTS OF THE PROPOSED PROJECT

PHASE IA (2018)

The proposed project would not result in any new residential development by 2018; therefore, the child care facility utilization rate would remain the same as in the No Action condition (105 percent).

PHASE IB (2028)

By 2028, Phase 1B of the proposed project would introduce a total of approximately 2,490 residential units, of which 872 units (35 percent) would be affordable. Based on the CEQR generation rates for the projection of children eligible for publicly funded child care, these new units would introduce approximately 122 new children under the age of six who would be eligible for publicly funded child care programs.

As noted above, the *CEQR Technical Manual* guidelines indicate that a demand for slots greater than the remaining capacity of child care facilities and an increase in demand of 5 percent of the study area capacity could result in a significant adverse impact. With the addition of 122 children from the proposed development in the District, child care facilities in the study area would operate at 121 percent utilization, with a deficit of 177 slots. Total enrollment in the study area would increase to 1,014 children, compared with a capacity of 837 slots, which represents an increase in the utilization rate of 15 percentage points over the No Action condition.

Therefore, the proposed project could result in significant adverse impacts on publicly funded day care centers in the study area by 2028.

To mitigate this impact, QDG would consult with ACS to determine whether adding capacity to existing facilities or providing a new child care facility within or near the area surrounding the project site is the appropriate way to meet demand for child care services generated by development on the project site by 2028. At this point, however, it is not possible to know exactly which type of mitigation would be most appropriate and when, because several factors may limit the number of children in need of publicly funded child care slots. Families in the study area could make use of alternatives to publicly funded child care facilities, such as homes licensed to provide family child care which families of eligible children could elect to use instead of a public child care center. As noted above, these facilities provide additional slots in the study area but are not included in the quantitative analysis. In addition, parents of eligible children may use ACS vouchers to finance care at private child care centers either within the study area or could use facilities outside of study area.

PHASE 2 (2032)

By 2032, the proposed project would introduce a total of approximately 5,850 residential units, of which 2,048 units (35 percent) would be affordable. Based on the CEQR generation rates for the projection of children eligible for publicly funded child care, these units would introduce approximately 287 new children under the age of six who would be eligible for publicly funded child care programs.

With the addition of 287 children from the proposed development in the District, child care facilities in the study area would operate at 141 percent utilization, with a deficit of 342 slots. Total enrollment in the study area would increase to 1,179 children, compared with a capacity of 837 slots, which represents an increase in the utilization rate of 34 percentage points over the No Action condition. Therefore, the proposed project could result in significant adverse impacts on publicly funded child care centers in the study area. Should this occur, the proposed project would require mitigation for the impact. Possible mitigation measures include adding capacity to existing facilities or providing a new child care facility within or near the area surrounding the project site. As discussed above, it is not possible to know exactly which type of mitigation would be most appropriate and when, because several factors may limit the number of children in need of publicly funded child care slots. Furthermore, as described in Chapter 1, "Project Description," a developer for Phase 2 has not yet been selected. QDG may or may not be selected as the designated developer for Phase 2. Therefore, consistent with the conclusions of the 2008 FGEIS, it is anticipated that to mitigate the potential impact on child care facilities that could occur by 2032, EDC would require, as part of the developer's agreement, that the designated developer of Phase 2 consult with ACS to determine the appropriate way to meet demand for child care services generated by development in the District by 2032.

G. HEALTH CARE FACILITIES

METHODOLOGY

The *CEQR Technical Manual* recommends detailed analyses of impacts on health care facilities in cases where a proposed action would affect the physical operations of, or direct access to and from, a hospital or a public health clinic, or where a proposed action would create a sizeable new neighborhood where none existed before. As stated above, the proposed project would not result in direct effects on any health care facility; however, the proposed project would result in the

creation of a new neighborhood with residential uses where the demand for hospital and public health clinic services could increase with the addition of approximately 16,029 new residents as well as new workers and visitors. This section assesses the proposed project's potential impacts on health care facilities. The assessment identifies health care facilities within approximately one mile of the proposed project site.

EXISTING CONDITIONS

Health care facilities include public, proprietary, and non-profit facilities that accept public funds (usually in the form of Medicare and Medicaid reimbursements) and are available to any member of the community. Examples of these types of facilities include hospitals, nursing homes, clinics, and other facilities providing outpatient health services. The health care assessment focuses on emergency and outpatient ambulatory services that could be affected by the introduction of a large low-income residential population which may rely heavily on nearby hospital emergency rooms and other public outpatient ambulatory services.

HOSPITALS AND EMERGENCY ROOMS

There are no hospitals within a one-mile radius of the project site; however, the Flushing Hospital Medical Center and the New York Hospital Medical Center of Queens, both in Flushing, are located a few blocks from the one-mile study area boundary (see **Table 4-13** and **Figure 4-4**). As the *CEQR Technical Manual* guidelines do not specify a specific study area boundary, the Flushing Hospital Medical Center and the New York Hospital Medical Center of Queens were included in the analysis due to their proximity to the project site.

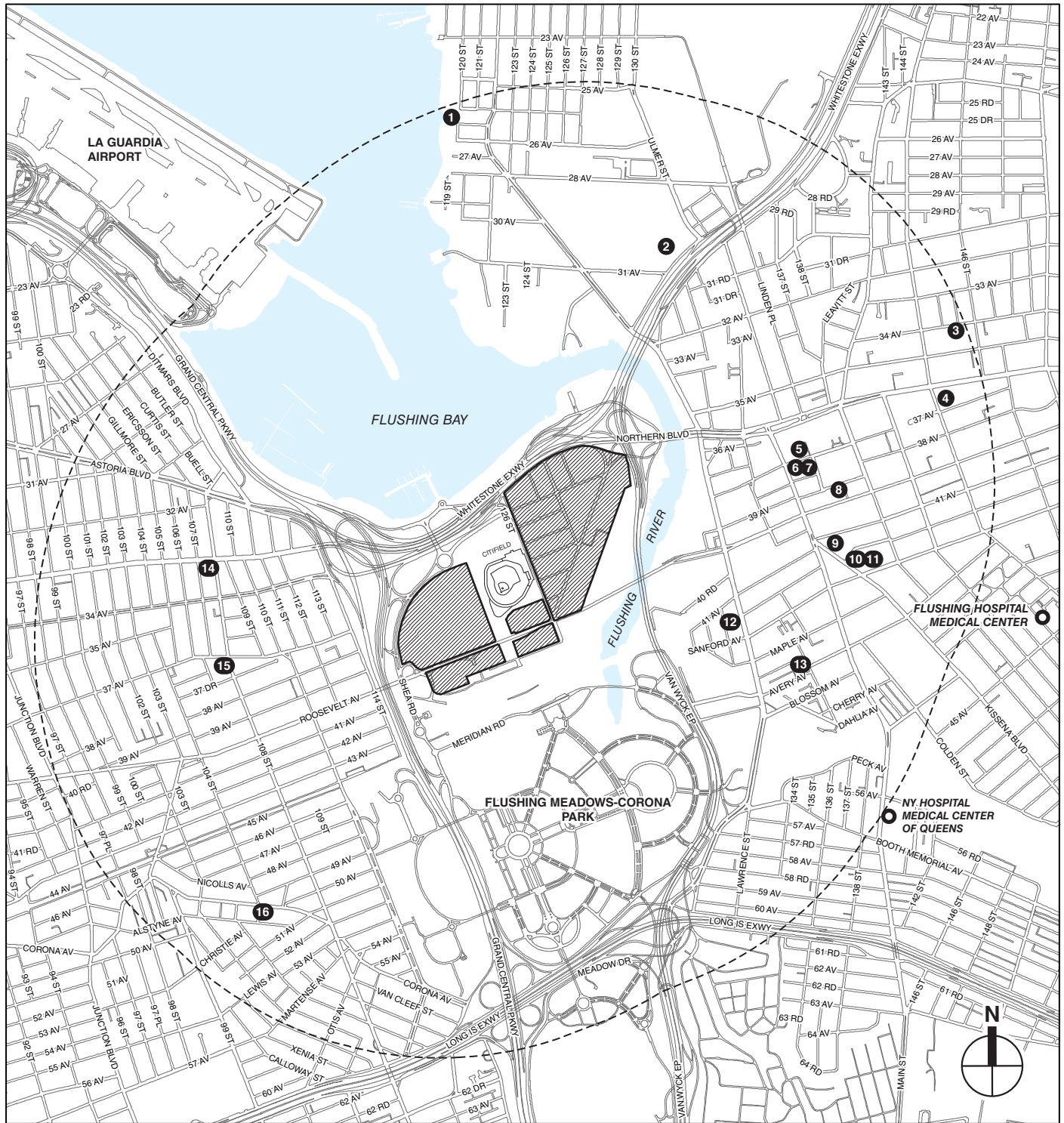
Table 4-13
Hospitals and Emergency Rooms within One Mile of Project Site



Hospital	Address	Outpatient Department Visits (2011)	Emergency Room Visits (2011)	Beds
Flushing Hospital Medical Center	4500 Parsons Boulevard	40,774	43,847	293
New York Hospital Medical Center of Queens	56-45 Main Street	141,264	121,466	519
Total		182,038	165,313	812
Sources: Flushing Hospital Medical Center 2012 Fact Sheet; New York Hospital Medical Center of Queens web site and Annual Report 2010-2011				

The Flushing Hospital Medical Center is located at 4500 Parsons Boulevard. It provides a wide range of clinical services. According the hospital's 2012 Fact Sheet (posted on its web site), Flushing Hospital Medical Center had 293 beds, 40,744 outpatient department visits and 43,847 emergency room visits in 2011. As of 2011, the New York Hospital Medical Center of Queens, located at 56-45 Main Street, had 519 beds, 141,264 outpatient visits, and 121,466 emergency room visits.

OTHER OUTPATIENT SERVICES

Table 4-14 and **Figure 4-4** show the inventory of the sixteen specific outpatient locations within one mile of the proposed project site (as inventoried in the *New York City Department of City Planning Selected Facilities and Program Sites in New York City, 2011 Edition*). These outpatient locations cover the entire area with a full range of ambulatory care facilities.



-  Project Site
-  Study Area Boundary (1-Mile Perimeter)
-  Hospital
-  Outpatient Health Service Facility

NOTE: See Table 5-14 for reference

Health Care Facilities
Figure 4-4

Table 4-14

Outpatient Health Care Facilities within the One-Mile Study Area

Map No.	Facility Name	Address	Facility Type
1	Cliffside Renal Dialysis	119-19 Graham Court	Health Center
2	Association for Neurologically Impaired Brain Injured Children, Inc.	30-56 Whitestone Expressway	Day Training
3	Rego Park ADHCP	145-18 34th Avenue	Adult Day Health Care Center
4	Flushing Manor Dialysis Center, LLC	36-17 Parsons Blvd	Health Center
5	Main Street Radiology at Bayside	136-25 37th Avenue	Health Center Extension Clinic
6	Asian Health Center of Flushing	136-26 37th Avenue	Health Center Extension Clinic
7	Chinese American Planning Council	136-26 37th Avenue	Senior Citizen/Geriatric Service
8	Family Health Center	13656 39th Avenue	Hospital Extension Clinic
9	Queens Child Guidance Center	41-25 Kissena Blvd	Clinic Treatment
10	Visiting Nurse Service of New York	41-61 Kissena Blvd	Clinic Treatment
11	The Child Center of NY – Flushing Clinic	140-15 Sanford Avenue	Day Treatment
12	Franklin Center for Rehab & Nursg ADHCP	41-23 Haight Street	Adult Day Health Care Center
13	Rego Park ADHCP	42-34 Saull Street	Adult Day Health Care Center
14	Elmcor Y/A Activities - Outpatient	107-20 Northern Blvd	Outpatient Clinic
15	Urban Health Plan Extension Clinic	37-12 108th Street	Health Center Extension Clinic
16	Corona Child Health Clinic	104-04 Corona Avenue	Hospital Extension Clinic
Notes: Please refer to Figure 4-4 for location of outpatient facilities. Sources: New York City Department of City Planning, <i>Selected Facilities and Program Sites, 2011 Edition</i> .			

THE FUTURE WITHOUT THE PROPOSED PROJECT

There are no known capacity changes planned for the Flushing Hospital Medical Center or the New York Hospital Medical Center of Queens.

In the No Action condition, known planned or proposed development projects will introduce approximately 3,542 housing units, all of which are expected to be complete by 2018. In most cases, the projects that are planned or under construction in the study area are market-rate construction projects. However, for the purpose of this analysis, it is conservatively assumed that 20 percent of units in developments of 20 or more units within the one-mile study area will be occupied by low- to moderate-income residents (with the exception of Sky View Parc, which is being developed as luxury condominiums). Therefore, absent the proposed project, the low- to moderate-income population of the study area is expected to increase by 1,530 persons (543 new low- to moderate-income units multiplied by the average household size for Queens) as a result of the planned residential developments identified. All of this additional population will be added by 2018.

It is not expected that the increase in the study area population in the future without the proposed project will adversely affect the overall provision of health care services. Based on data from the U.S. Department of Health and Human Services, 30.6 percent of adults 18 years and over with incomes below poverty level had at least one emergency department visit in 2010, and 14.9 percent had two or more emergency department visits. For children living below poverty level, 13.4 percent had two or more emergency department visits in 2010.¹

¹ National Center for Health Statistics. *Health, United States, 2011: With Special Feature on Socioeconomic Status and Health*. Hyattsville, MD. 2012. Tables 93 and 94.

Assuming the national averages cited above would apply to the new residents introduced to the study area in the No Action condition, and assuming two adults per household, approximately 332 of the new low- to moderate-income adults would have at least one emergency department visit, 162 would have at least two emergency department visits, and 60 children would have at least two emergency department visits per year. These incremental changes are small compared to the 165,313 emergency department visits experienced by Flushing Hospital Medical Center and New York Hospital Medical Center of Queens in 2011.

PROBABLE IMPACTS OF THE PROPOSED PROJECT

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

PHASE 1A (2018)

The proposed project would not result in any new residential development by 2018, therefore the ability for Flushing Hospital Medical Center and New York Hospital Medical Center of Queens to serve the study area would remain the same as in the No Action condition.

PHASE 1B (2028)

By 2028, Phase 1B of the proposed project would introduce approximately 2,490 residential units, of which 872 units (35 percent) would be affordable. These 872 units would introduce approximately 2,459 low-income persons to the study area by 2028 (872 affordable housing units multiplied by the average household size for Queens). Based on the national averages and household composition assumptions cited above under the Future Without the Proposed Project, the proposed project could introduce approximately 534 low- and moderate-income adults with one or more emergency department visits per year, approximately 260 adults with two or more emergency department visits per year, and approximately 96 children with two or more emergency department visits per year. It is not possible based on currently available statistics to develop a precise estimate for incremental project-generated emergency department visits. However, given the thousands of emergency department visits in the study area currently (165,313 in 2011), the additional affordable housing population would generate a minimal change in demand over the No Action condition. This increase would be less than the *CEQR Technical Manual's* general threshold of 5 percent and would not result in a significant adverse impact on hospitals and emergency rooms.

PHASE 2 (2032)

By 2032, Phase 2 of the proposed project would introduce a total of approximately 5,850 residential units, of which 2,048 units (35 percent) would be affordable. These units would introduce a total of approximately 5,775 low-income persons to the study area by 2032 (2,048 units multiplied by the average household size for Queens). Based on annual statistics and household composition assumptions described above, the new population would introduce approximately 1,253 low- and moderate-income adults with one or more emergency department visits per year, approximately 610 adults with two or more emergency department visits per year, and approximately 225 children with two or more emergency department visits per year. This represents a minimal increase in demand over the No Action condition, and would be less than the *CEQR Technical Manual's* general 5 percent threshold. As with the proposed project in

2028, the proposed project at full build-out would not result in a significant adverse impact on hospitals and emergency rooms.

H. POLICE AND FIRE PROTECTION SERVICES

The *CEQR Technical Manual* recommends detailed analyses of impacts on police and fire service in cases where a proposed action would affect the physical operations of, or direct access to and from, a precinct house or fire station, or where a proposed action would create a sizeable new neighborhood where none existed before. As stated above, the proposed project would not result in these direct effects on either police or fire services; however, the proposed project would result in the creation of a new neighborhood with residential uses where the demand for police, fire, and emergency services could increase with the addition of approximately 16,029 new residents as well as new workers and visitors. This section assesses the proposed project's potential impacts on police, fire, and emergency medical services.

POLICE PROTECTION SERVICES

As shown in **Table 4-15** below and **Figure 4-5**, the proposed project site is served by the 110th Precinct of the New York City Police Department (NYPD). The 110th Precinct is located at 94-41 43rd Avenue in Elmhurst. The District—the portion of the project site where the residential uses would be located—is also close to the 109th Precinct, located at 37-05 Union Street in Flushing.

Table 4-15
Police Protection Facilities

Map No.	Police Facility	Address	Communities Served
P1	109th Precinct	37-05 Union Street, Flushing	Downtown Flushing, East Flushing, Queensboro Hill, College Point, Malba, Whitestone, Beechhurst, Bay Terrace
P2	110th Precinct	94-41 43rd Avenue, Elmhurst	Elmhurst, Corona
Notes: See Figure 4-5 .			
Sources: Selected Facilities and Program Sites, NYC Dept. of City Planning.			

The 110th Precinct is located on 43rd Avenue in the Elmhurst neighborhood of Queens. The precinct serves an area bounded roughly by the Flushing River, the Long Island Expressway, 74th Street, and Roosevelt Avenue. As noted above, this precinct includes the District and also serves the communities of Corona and Elmhurst. Apart from the existing industrial uses in the District, the precinct is mainly a residential/commercial community consisting of multiple dwelling buildings.

NYPD average response time to all crimes-in-progress calls have increased citywide from fiscal year (FY) 2007 to FY 2011. During this time, NYPD response time to all crimes-in-progress increased from 6.9 minutes in FY 2007 to 8.4 minutes in FY 2011, and response times to critical crimes-in-progress increased from 4.2 minutes in FY 2007 to 4.6 minutes in FY 2011.^{1, 2}

¹ Mayor's Management Report, FY 2011, NYPD, p. 133.

² Critical crimes in progress include crimes such as shots fired, robbery, and assault with a weapon. All crimes in progress data also includes response times for serious (such as larceny from a person, assault not involving a weapon, larceny of an auto) and non-critical crimes (those crimes not involving an imminent threat of personal injury).



In the 110th Precinct, the average response time to all critical crimes-in-progress was 4.4 minutes in FY 2010 (the most recent year for which data for the 110th Precinct is available). This was equivalent to the citywide average response time to critical crimes in progress, also 4.4 minutes in FY 2010. During FY 2007 and 2008, response times to critical crimes-in-progress in the 110th Precinct were shorter than in 2010, 3.7 and 3.8 minutes for FY 2007 and FY 2008, respectively.¹

The 109th Precinct is located on Union Street in downtown Flushing. The precinct's service area is bounded roughly by the Long Island Sound, Flushing Meadows-Corona Park, the Long Island Expressway, and Utopia Parkway. The precinct serves the neighborhoods of Downtown Flushing, East Flushing, Queensboro Hill, College Point, Malba, Whitestone, Beechhurst and Bay Terrace.

The 109th Precinct's average response time to critical crimes-in-progress was 4.6 minutes in FY 2010. This response time was comparable to the citywide average of 4.4 minutes but slightly higher than response times in the precinct from FY 2007 through FY 2008, which were 4.2 and 4.1 minutes, respectively.²

The proposed project would generate additional traffic on roads throughout the area, including the possible routes used by NYPD vehicles to access the project site. Traffic at certain intersections near the project site may result in slower access for NYPD vehicles. However, when responding to emergencies, NYPD vehicles are not bound by standard traffic controls or rules and are capable of adjusting to congestion encountered en route to their destinations and are therefore less affected than other vehicles by such congestion. In addition, NYPD vehicles have access to enhanced sirens and lights that enable them to safely navigate through congested areas. These vehicles would be able to access the project site as they do other areas throughout New York City, including the most congested areas of Downtown Flushing.

By 2018, the new worker and visitor populations introduced by the proposed project could increase the demand for police protection services. This demand would increase in 2028 and 2032 as additional worker and residential populations are introduced to the project site. Per ongoing practice, NYPD will continue to evaluate its staffing and resource needs over time based on a variety of factors, including projected population increases and demographic shifts. Because the NYPD would continue to reevaluate its staffing and resource needs and would continue to have the ability to adjust to congestion en route to emergencies, response times are not expected to dramatically change in such a way as to result in a significant adverse impact. Therefore, the proposed project would not result in any significant adverse impacts to police protection in 2018, 2028, or 2032 that were not addressed in the 2008 FGEIS.

FIRE PROTECTION SERVICES

At structural fires citywide, New York City Fire Department (FDNY) engine companies perform fire suppression efforts, while ladder companies provide search, rescue, and building ventilation functions. Rescue and squad companies specifically respond to fires or emergencies in support of the other units

¹ My Neighborhood Statistics web page at NYC.gov (<http://gis.nyc.gov/ops/mmr/address.jsp?app=MMR>). Response time data for critical crimes in progress in Precinct 110 in FY 2009 is not available.

² My Neighborhood Statistics web page at NYC.gov (<http://gis.nyc.gov/ops/mmr/address.jsp?app=MMR>). Response time data for critical crimes in progress in Precinct 109 in FY 2009 is not available.

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and can perform any specialized tasks or functions as necessary. In addition, FDNY operates the City's emergency medical services (EMS) system.

Units responding to a fire are not limited to ones closest to it. Normally, a total of three engine companies and two ladder companies respond to each call. Each FDNY squad company is capable of operating as an engine, ladder, or technical rescue company, making them versatile for incident commanders. Each squad is also part of the FDNY HazMat Response Group and has HazMat Tech Unit capabilities. FDNY can call on units in other parts of the City as needed.

Table 4-16 lists the fire companies that may be called on to respond to a fire or other emergency at the project site (see **Figure 4-5**). Engine Company 273/Ladder Company 129 on Union Street in Flushing are the units located closest to the District, with Engine Company 289/Ladder Company 138 on 43rd Avenue in Corona second closest. The other FDNY facilities listed are also in a position to respond promptly to the project and provide response capabilities from every direction. In the area surrounding the project site, the FDNY is experienced with the logistical issues of providing support for single and simultaneous events occurring at CitiField, Flushing-Meadows Corona Park, and the USTA National Tennis Center.

Table 4-16
Fire Protection Facilities

Map No.	Fire Facility	Address	Facility Type
F1	Engine 273 Ladder 129	40-18 Union Street	Fire House
F2	Engine 289 Ladder 138	97-28 43rd Avenue	Fire House
F3	Engine 297 Ladder 130	119-11 14th Road	Fire House
F4	Engine 316	27-12 Kearney Street	Fire House
F5	Engine 324 Satellite 4 Division	108-01 Horace Harding Expressway	Fire House
Notes: See Figure 4-5 .			
Sources: Selected Facilities and Program Sites, New York City Department of City Planning.			

In 2011, the average response time to structural fires for all fires was 4 minutes 23 seconds in Queens, compared to 4 minutes 3 seconds citywide. These response times represent a modest increase compared to 2010, when the average structural fire response times in Queens and citywide were 4 minutes 20 seconds and 3 minutes 59 seconds, respectively.¹

There are two types of ambulances in the City—911 providers and those providing inter-facility transport. Municipal FDNY and hospital-based ambulances are the sole providers of 911 services, and they operate that system under contract with FDNY. (Inter-facility transports are carried out by private contractors and do not participate in the 911 system.) All hospital-based ambulances which operate in the New York City 911 System do so by contractual agreement with FDNY's EMS Command. All ambulances in the 911 system are dispatched by FDNY under the same computer-based system, regardless of hospital affiliation. All EMS units are assigned a permanent cross-street location where they await a service call; units return to this location once service is complete. These locations are determined by FDNY and based on historical call volumes by location and time of day. In addition to FDNY ambulances, the project site is served by ambulances operated by Flushing Hospital and the New York Hospital of Queens.

Medical response times increased in FY 2011 compared to FY 2010, with the citywide response time to life-threatening medical emergencies by fire units increasing by 3 seconds from 4 minutes and 17 seconds to 4 minutes and 20 seconds and the response by ambulance units

¹ New York City Mayor's Management Report.

increasing by 19 seconds from 6 minutes and 41 seconds in FY 2010 to 7 minutes in 2011. According to the New York City Mayor's Management Report, this increase is primarily due to the two-day blizzard in December 2010 and its aftermath. Between FY 2007 and FY 2010, the combined response time to life-threatening medical emergencies by fire units and ambulance units citywide remained more constant, increasing by 4 seconds.¹

The new residential, worker, and visitor populations introduced by the proposed project could increase the demand for FDNY and EMS services. Fire protection throughout the city is normally provided by multiple fire companies and fire protection in the study area will continue to be provided as per established standard FDNY operating procedures.

The proposed development would meet all relevant New York City fire safety standards. In addition, the proposed project includes significant infrastructure improvements for the District, including road grading and paving, as well as improvements to City water service, including fire hydrants. As such, the proposed project would result in significant improvements to on-site infrastructure that would bolster FDNY's firefighting ability within the District portion of the project site.

The proposed project would generate additional traffic on roads throughout the area, including the possible routes used by FDNY and EMS vehicles to access the project site. Traffic at certain intersections near the project site may result in slower access for FDNY and EMS vehicles. However, FDNY and EMS vehicles, when responding to emergencies, are not bound by standard traffic controls or rules and are capable of adjusting to congestion encountered en route to their destinations and are therefore less affected than other vehicles by such congestion. FDNY vehicles are also equipped with enhanced sirens and emergency lights that assist them in safely navigating through congested areas. These vehicles would be able to access the project site as they do other areas throughout New York City, including the most congested areas of Downtown Flushing.

As noted above, EMS units are assigned a permanent cross-street location where they await a service call. If warranted by demand, the FDNY could assign an EMS unit within the District to provide services to the new population.

Overall, the proposed project would not result in any significant adverse impacts to fire protection or emergency services in 2018, 2028, or 2032 that were not addressed in the FGEIS and subsequent technical memoranda. *

¹ NYC Mayor's Management Report, p 144.