

A. INTRODUCTION

This chapter assesses the potential impacts of the Proposed Actions on community facilities and services, which are defined in the 2021 *City Environmental Quality Review (CEQR) Technical Manual* as public or publicly funded schools, early childhood programs, libraries, health care facilities, and fire and police protection services. In addition to these services, other community facilities—such as homeless shelters, jails, community centers, colleges and universities, or religious and cultural facilities—may require analysis if the facility itself is the subject of a proposed project or would be physically displaced or altered by a project. The *CEQR Technical Manual* methodology focuses on direct effects (such as when a facility is physically displaced or altered) and indirect effects, which could result from increased demand for community facilities and services generated by new users—such as the new population that would result from the Proposed Actions.

As described in Chapter 1, “Project Description,” the Applicant, is seeking discretionary approvals to facilitate the development of the Western Rail Yard (Block 676, Lots 1 and 5) in the Hudson Yards neighborhood of Manhattan (the “WRY Site” or the “Development Site”) with approximately 6.2 million gross square feet of new mixed use development including a gaming facility and hotel resort complex and residential, commercial, and community facility space, as well as new public open space (the “Proposed Project”). Given that an ongoing state process is underway to designate locations for downstate gaming licenses, the Applicant is also presenting for environmental analysis purposes an Alternative Scenario that reflects a similar density and the same open space configuration as the Proposed Project. The Alternative Scenario includes office, retail, residential, and community facility space, in five buildings. The Proposed Project and the Alternative Scenario would both provide new public schools, day care centers, as will the No Action condition.

PRINCIPAL CONCLUSIONS***DIRECT EFFECTS***

According to the *CEQR Technical Manual*, 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. The Proposed Actions would not directly affect any community facilities as there are no existing or planned community facilities on the Development Site; therefore, the Proposed Project would not result in significant adverse direct impacts to community facilities and services.

INDIRECT EFFECTS

The Proposed Actions would result in a net decrease in residential population compared with the No Action condition; therefore, it would not increase demand on public schools, libraries, or early childhood programs that would warrant analyses of indirect effects to community facilities, and no significant adverse indirect impacts to public schools, libraries, or early childhood programs would occur with the Proposed Actions. In addition, under both the No Action and With Action conditions, new community facility spaces, including a new school and space for a new day care center, would be provided on the Development Site, which would increase capacity for the demand generated on the Development Site and for the surrounding area.

The Proposed Actions would not trigger detailed analyses of potential impacts on health care services and police/fire stations because they would not create a sizeable new neighborhood where none existed before. Therefore, the Proposed Actions would not result in any significant adverse impacts on health care facilities and police and fire services.

B. PRELIMINARY SCREENING

The analysis of community facilities has been conducted in accordance with *CEQR Technical Manual* methodologies and the latest data from the New York City Department of City Planning (DCP) and the New York City Department of Education (DOE). Community facilities and services are defined in the *CEQR Technical Manual* as public or publicly funded schools, early childhood programs, libraries, health care facilities, and fire and police protection services.

The purpose of the preliminary screening is to determine whether a community facilities assessment is warranted. 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 early childhood programs.

DIRECT EFFECTS

The Proposed Actions would not result in the physical alteration or displacement of any community facilities; therefore, the Proposed Actions would not result in significant adverse direct impacts to community facilities and services, and no further direct effects analysis is needed.

INDIRECT EFFECTS

With respect to indirect effects on community facilities, the Proposed Project would result in a decrease of 1,947 units as compared to the No Action condition and the Alternative Scenario would result in a decrease of 577 units as compared to the No Action condition.

There would be no net change to the amount of affordable units provided because 324 affordable units would be provided irrespective of the Proposed Actions in each scenario. According to the *CEQR Technical Manual*, the incremental number of total and affordable units fall below preliminary thresholds that indicate the need for detailed analyses of indirect effects on community facilities, as specified below.

PUBLIC SCHOOLS

According to the *CEQR Technical Manual*, a project that would result in more than 50 new elementary/middle school or 150 high school students warrants a detailed analysis. Table 6-1 of the *CEQR Technical Manual* states that the School Construction Authority's (SCA's) Projected Public School Ratio should be used to determine the threshold for detailed analysis in that Community School District (CSD). For Manhattan CSD 2, in which the Development Site is located, SCA's Projected Public School Ratio multipliers are 0.04 for elementary school students, 0.01 for middle school students, and 0.02 for high school students. Therefore, under these ratios a project in Manhattan CSD 2 would meet the threshold for a detailed analysis if it would create 1,000, or 7,500 more new residential units, for elementary/middle, and high schools, respectively. However, as stated above, the Proposed Project and the Alternative Scenario both fall below these thresholds.

Moreover, the Proposed Project and the Alternative Scenario would include a 120,000-gross-square-foot (gsf) public school, which is discussed below.

LIBRARIES

The preliminary threshold for an analysis of libraries is a greater than 5 percent increase in the ratio of residential units to libraries in the borough. For Manhattan, this is equivalent to an increase of 1,033 residential units. As stated above, the Proposed Project and the Alternative Scenario both fall below this threshold.

EARLY CHILDHOOD PROGRAMS

In Manhattan, projects that generate more than 20 eligible children based on the number of new low/moderate-income residential units require an assessment. For Manhattan, the threshold is an increment of 170 low/moderate-income residential units. As stated above, the Proposed Project and the Alternative Scenario both fall below this threshold. Moreover, the Proposed Project and the Alternative Scenario would include a new approximately 10,000-gsf day care center space, which is discussed below.

HEALTH CARE FACILITIES AND POLICE AND FIRE SERVICES

The Proposed Actions would not trigger detailed analyses of potential impacts on health care services and police/fire stations because they would not create a sizeable new neighborhood where none existed before. Therefore, the Proposed Actions would not result in any significant adverse impacts on health care facilities and police and fire services. For informational purposes, a description of existing health care facilities and police and fire stations serving the Development Site is provided.

C. PUBLIC SCHOOLS AND EARLY CHILDHOOD PROGRAMMING

As described in Chapter 1, "Project Description," in the With Action condition Site B, at West 30th Street and Eleventh Avenue, would be developed with an office tower (Building

B). In addition to office space, Building B would contain ground floor retail, 16,000 gsf of space for a local cultural institution, a 10,000-gsf day care center, and 120,000 gsf for a public school. For the purpose of environmental review, it is assumed that the public school would include 750 seats, inclusive of 420 elementary seats and 330 intermediate seats, which is consistent with the program analyzed in the 2009 *Western Rail Yard Final Environmental Impact Statement* (2009 FEIS). The number of school seats analyzed in the 2009 FEIS was determined in conjunction with the SCA based on their standard programming assumptions for PS/IS facilities based on the size of the school. Also, as a mitigation requirement of the 2009 FEIS, a 10,000-gsf day care center would also be developed on Site B as part of the With Action condition.

As stipulated in a Restrictive Declaration recorded against the Development Site, based on the 2009 FEIS, any redevelopment of the Development Site would require the provision of a public elementary and intermediate school of approximately 120,000 gsf and having approximately 750 seats and approximately 10,000 square feet of child care space to avoid or mitigate potential significant adverse impacts to public schools and early childhood programs associated with the residential component of the project¹. Therefore, these required project components will be built under the No Action condition, are proposed under the With Action condition, and are assumed to be completed and operational by the 2030 analysis year. The inclusion of these community facilities and services would provide added capacity to better serve the future residents on the Development Site and the surrounding area.

The New York City Department of Education (DOE) and the New York City School Construction Authority (SCA) would continue to monitor trends in demand for school seats in the area, and SCA would develop the program for the new school in consideration of such trends.

D. HEALTH CARE FACILITIES

METHODOLOGY

The Proposed Actions would not trigger a detailed analysis of potential impacts on health care services because it would not create a sizeable new residential neighborhood where none existed before. Therefore, the Proposed Actions would not result in any significant adverse impacts on health care facilities. For informational purposes, a description of existing health care facilities serving the Development Site is provided below. A 1-mile study area was used to identify the existing hospital and outpatient facilities serving the Development Site.

¹ According to the Restrictive Declaration, if the SCA rejects the proposed school site, and the applicant would not be required to include a new public school on the Development Site or elsewhere.

EXISTING CONDITIONS

HOSPITALS

As shown in **Figure 4-1** there are no hospitals within one mile of the WRY Site; however, Lenox Health Greenwich Village hospital is located at 30 Seventh Avenue, just beyond one mile (approximately 1.1 miles) from the Development Site. Lenox Health contains an emergency services center along with ambulatory surgery and imaging facilities and is a division of Lenox Hill Hospital.

OTHER OUTPATIENT FACILITIES

There are approximately 130 outpatient facilities located within the 1-mile study area. These outpatient health care resources are located throughout the study area and include approximately 32 hospital extension clinics/diagnostic and treatment centers, 61 mental health clinics, 21 substance use disorder treatment programs, 2 certified home health agencies, and 14 other health services (including child and family services and LGBTQ+ services).

E. POLICE AND FIRE SERVICES

METHODOLOGY

As described above, the *CEQR Technical Manual* recommends detailed analyses of impacts on police and fire service only in cases where facilities would be directly displaced as a result of a proposed project. Because the Proposed Actions would not result in direct effects on police and fire facilities, a detailed analysis is not warranted. However, for informational purposes this section provides a description of existing police and fire facilities that serve the Development Site.

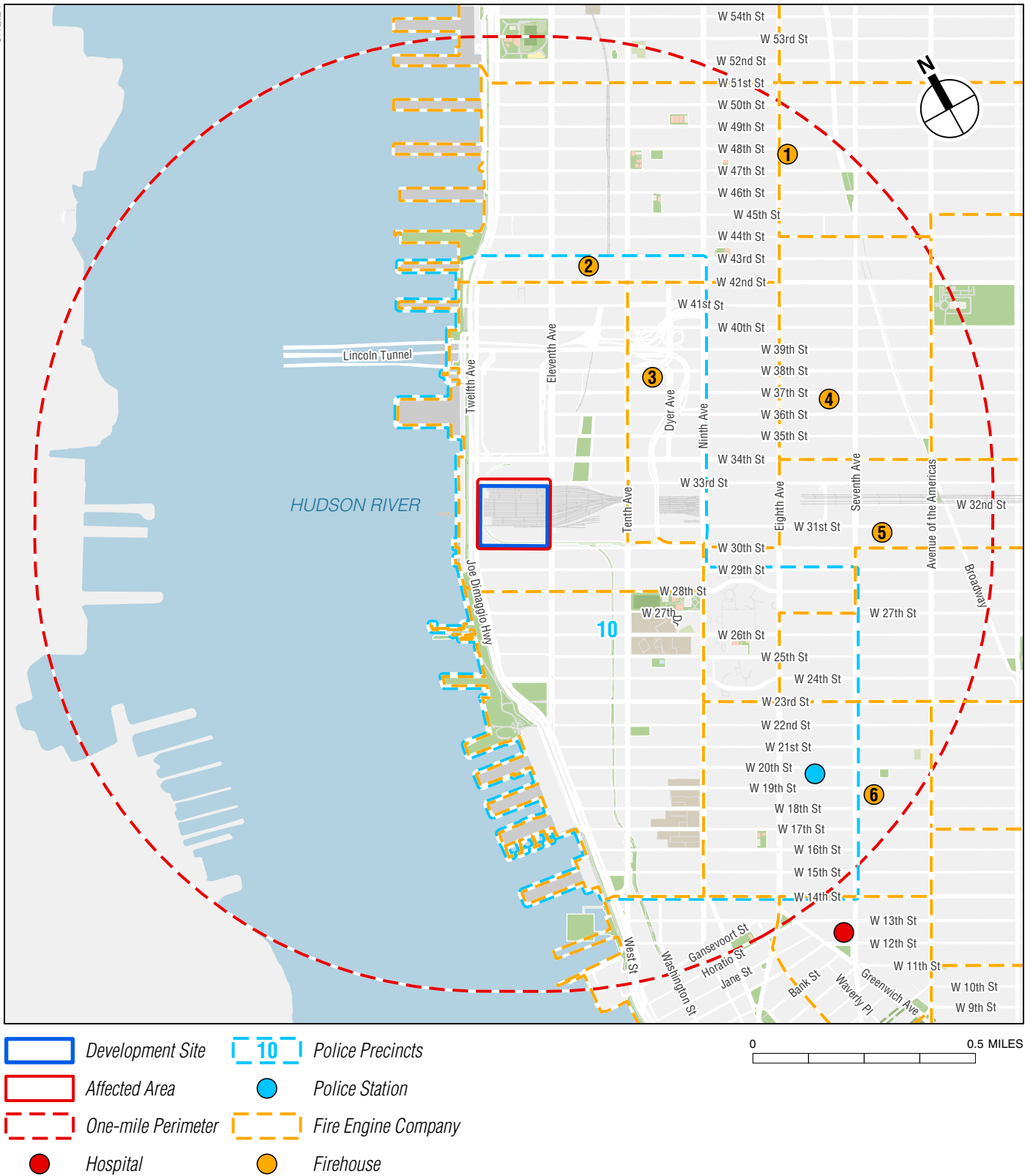
EXISTING CONDITIONS

POLICE SERVICES

As shown in **Figure 4-1**, the Development Site is served by the 10th Precinct of the New York City Police Department (NYPD), located at 230 West 20th Street. The 10th Precinct serves an area of approximately 0.93 square miles generally bounded by West 43rd Street on the north, Ninth and Seventh Avenues on the east, West 14th Street on the south, and the Hudson River on the west. It serves Chelsea and Hudson Yards and includes many of the City's major landmarks and destinations, such as Chelsea Piers and the Jacob K. Javits Convention Center, and major transportation including the Lincoln Tunnel and West Side Highway.

FIRE/EMS SERVICES

Citywide, New York City Fire Department (FDNY) engine companies fight fires, ladder companies provide search-and-rescue and building ventilation functions, and rescue companies respond to fires or emergencies. In addition, FDNY operates the City's Emergency Medical Services (EMS) system. As shown in **Figure 4-1** and **Table 4-1**, there are six firehouses within a mile of the Development Site. In addition, there is one



Community Facilities and Services
Figure 4-1

Western Rail Yard Modifications

FDNY operated ambulance station (High Line/EMS Station 7) serving the study area, which is located at 507-509 West 22nd Street.

Table 4-1
Firehouses Serving the Project Area

Map No.	Firehouse	Address
1	Engine 54/Ladder 4/Battalion 9	782 Eighth Avenue
2	Rescue 1	530 West 43rd Street
3	Engine 34/Ladder 21	440 West 38th Street
4	Engine 26	220 West 37th Street
5	Engine 1/Ladder 24	142 West 31st Street
6	Engine 3/Ladder 12/Battalion 7	150 West 19th Street

Note: See Figure 4-1.

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

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

In fiscal year (FY) 2023, the average response time city-wide to life-threatening medical emergencies by ambulances and fire companies was 9 minutes and 50 seconds. This response time is a slight increase to those of FY 2022, when the average response time was 9 minutes and 30 seconds.²

As described in Chapter 1, “Project Description”, the Proposed Project and the Alternative Scenario (and development under the No Action condition) would require the construction of a platform over approximately two-thirds of the existing railyard and the Proposed Project and Alternative Scenario would adjust the grade of West 33rd Street, which currently slopes significantly between Eleventh and Twelfth Avenues, to align with the level of the proposed development and enhance public access to the Development Site. This grade adjustment would maintain public access to West 33rd Street from Eleventh Avenue and would eliminate vehicular access from West 33rd Street to Twelfth Avenue;

² Preliminary Mayor’s Management Report, FY 2024, FDNY, p. 48.

however, a separate at-grade connection would be maintained at Twelfth Avenue to provide access to the LIRR service gate on the Development Site and to the Jacob K. Javits Center Marshalling Yard site on the north side of West 33rd Street, and all parcels within the Development Site would be accessible to emergency vehicles. The elevated portion of 33rd Street would terminate in a cul-de-sac, enabling emergency vehicles to turn around. With the Proposed Project, fire and emergency service delivery to the Development Site would be maintained from multiple access points from various directions via the existing Manhattan street grid. In addition, when responding to emergencies, NYPD, FDNY, and EMS vehicles are not bound by standard traffic controls or rules and are capable of adjusting to congestion encountered en route to their destinations.

As described above, overall, there would be no potential for the Proposed Actions to result direct or indirect significant adverse impacts to community facilities and services. Furthermore, under both the No Action and With Action conditions, new public school and early childhood program space would be constructed on the Development Site, which would increase capacity to better service the future residents of the Development Site and of the surrounding area. *