

How to make the city's new five-year capital plan for school construction



A Better Capital Plan

- A**ddress overcrowding and reduce class size
- B**e pro-active and plan for growth
- C**orrect school capacity formulas to protect art rooms and other critical spaces

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October 2008

A Report from:

**The Campaign for a Better Capital Plan
The Manhattan Task Force on School Overcrowding
Class Size Matters
The United Federation of Teachers
The Center for Arts Education**

Authors note

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All of the members of the Manhattan Task Force made important contributions to the ongoing work of the Task Force and the process of developing our recommendations. A complete list of members is appended to this report.

The authors would also like to thank Manhattan Borough President Scott M. Stringer, Randi Weingarten, President of the United Federation of Teachers, and Council member Robert Jackson, chair of the City Council Education Committee, for their support and continuing commitment towards solving the crisis of overcrowding in New York City public schools.

EXECUTIVE SUMMARY

Eliminating overcrowding and reducing class size are among the most critical elements in providing a quality education for New York City schoolchildren. Unfortunately, according to the latest available official data, thirty eight percent of public school students still attend schools in buildings that are overcrowded, and the vast majority of them attend classes that exceed state and national averages.¹ Rather than being an issue of “pocket overcrowding”, this is a systemic problem that requires a systemic analysis and solution.

A number of reports have recently demonstrated problems with the City's current process, because of its failure to plan proactively for growth, and the way many schools deprive students of space for smaller classes, arts, physical education, science, and special services.² In response, a coalition of more than seventy elected officials and advocacy groups have united to form the Campaign for A Better Capital plan.³ The coalition has proposed the following reforms:

The new five-year capital plan should aim to eliminate existing overcrowding and reduce class size to the levels in the City's own class size reduction plan. It should be proactive in planning for growth, and plan at the neighborhood level. Finally, the official capacity estimates prepared by the Department of Education [DOE] should be revised to more accurately reflect the ability of schools to provide smaller classes and a well-rounded education.

This report examines what it would take, in practical terms, to achieve these goals in the next capital plan and to offer some practical strategies that the City could employ, and concludes:

A. Based on the DOE's current utilization data, approximately 167,842 new school seats would be necessary to eliminate overcrowding and reduce class size to the goals in the city's state-mandated class size reduction plan. The cost of creating these seats would raise the estimated share of the city's capital spending on schools to 20% -- still significantly below the 23% average during the period 2000-2007.

B. The capital plan should prepare for growth by incorporating a neighborhood-by-neighborhood analysis of housing starts, births, pre-K enrollment and other data to more accurately project future enrollment and capacity needs. Already, there are signs that enrollment citywide will not continue to decline indefinitely. Kindergarten enrollment has risen two out of the last four years, the DOE's budget projects no drop in Kindergarten students, elementary schools grew more overcrowded last year, and City Planning predicts an increase in the number of 5-9 year olds over the next ten years.

C. The methodology for calculating school utilization should be revised, by aligning it to the city's class size goals and more accurately assessing the need for space for science, art, libraries, cafeterias and gyms and special services. This will require a new reporting process that involves administrators, educators and parents at the school level.

The DOE and School Construction Authority (“SCA”) should be able to explain, in detail, how a fully funded capital plan would be able to achieve all of these objectives, phased in over a reasonable amount of time— not just as citywide or district averages, but in every neighborhood in the city.

Not all of these basic educational goals may be achievable in the immediate term. But at the very least, the capital plan should clearly and honestly lay out what it would take to meet these goals, and challenge the City and the State to meet them. Only with a transparent, thorough, and open system of planning can we hope to provide the schools necessary for a sound basic education for every child.

BACKGROUND: THE CURRENT CRISIS

New York City's current five year school capital plan, adopted in June 2005, had three major goals when it was introduced in November of 2004:

- Eliminate overcrowding so that no school would remain at over 100% utilization and no school would be forced to hold double and triple shifts – that is, scheduling students to attend classes over staggered time periods;
- Remove all trailers and temporary classroom units (“TCUs”);
- Reduce class sizes in grades K-3 in all schools to twenty or less.⁴

None of these goals will come close to being met by the conclusion of the current capital plan.

The School Construction Authority produces a report each year, commonly known as the “Blue Book,” that assigns each school a capacity figure, based upon a complicated formula that assumes certain class sizes, allots a certain number of cluster or specialty rooms to the school based upon its total enrollment, and also assumes a certain classroom occupancy rate. If a school's population exceeds its theoretical capacity, then it is considered overcrowded and its utilization rate is above 100%. If the utilization rate is under 100%, the DOE believes that there is excess capacity in the school.⁵

According to the latest available official data, 38 percent of New York City public school students still attend schools in buildings that are overcrowded – that is, at more than 100 percent utilization – according to the DOE's own statistics. Forty seven percent of elementary grade students, 19 percent of middle school students, and 51 percent of high school students attended schools that are officially overcrowded.⁶ More than 23,000 elementary and middle school students are taught in temporary and/or transportable units – and thousands more high school students attend class in these spaces.⁷

Moreover, according to the most recent class size data from 2007-8, more than 160,000 children, or greater than sixty percent of K-3rd graders remained in classes of twenty-one or more –classes that exceed the class size goals of the current capital plan.⁸

In April of 2007, the New York State legislature passed a law directing additional state funds to New York City schools, following the decision in the Campaign for Fiscal Equity decision, in which the State's highest court found that the city's schools were unable to provide a sound, basic education because of historical under funding.⁹ The CFE decision singled out class size as an area of particular concern, writing that:

New York City schools have excessive class sizes, and ... class size affects learning...[There is] a meaningful correlation between the large classes in City schools and the outputs...of poor academic achievement and high dropout rates ... tens of thousands of students are placed in overcrowded classrooms... and provided with inadequate facilities and equipment. The number of children in these straits is large enough to represent a systemic failure.¹⁰

As part of the budget agreement directing more funds to New York City schools, the State required the city to use a portion of these funds to reduce class size in **all** grades, and to submit a five-year

class size reduction plan, with annual updates to the New York State Education Department (NYSED) to receive the additional state aid.¹¹

The city’s class size plan, as approved by NYSED in November 2007, entails an average class size of 20 in grades K-3, and an average of 23 students per class in all other grades by the fall of 2011.¹² The State also adopted regulations that specifically required that the city’s capital plan and class size reduction plan be aligned, to ensure that there is sufficient classroom space to lower class size to these levels over the next four years.¹³

Yet the amendments to the capital plan since that date have not thus far addressed the need for the construction of significantly more classrooms to allow classes to be reduced to the levels outlined in its class size reduction plan.

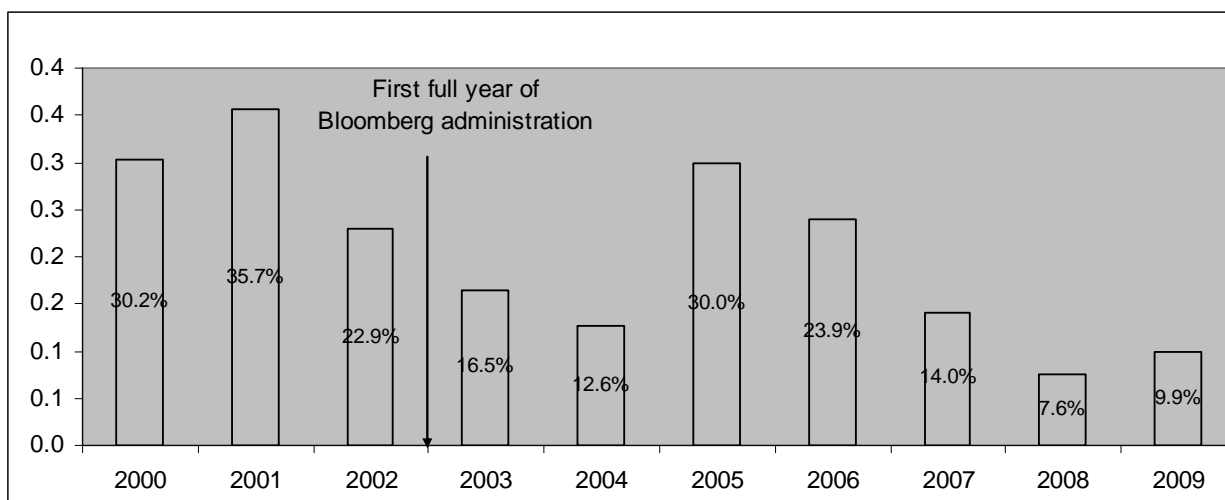
In fact, when the city announces it has created a certain number of seats in a school, it is still assuming class sizes of near maximum contractual size, ranging from 25 students per class in Kindergarten to 34 students per class in high school – **packing students into classes that are 21-48% larger than its own class size goals would require.**¹⁴

The DOE’s capacity formulas assume “target” class sizes that are also significantly larger than the goals in the plan, at 28 students per class in grades 4-8 and 34 students per class in high school.¹⁵ As a result, principals report that when they try to reduce class size to more acceptable levels, their schools are registered as underutilized, which causes DOE to send them more students or introduce a new school or program in their buildings.¹⁶

These conditions have been exacerbated by a growing residential population in many neighborhoods without a comparable increase in school capacity, as detailed in the reports “Crowded Out” from Manhattan Borough President Scott M. Stringer, and “Growing Pains,” from New York City Comptroller William Thompson, Jr.¹⁷

Contributing to the failure of the current capital plan to achieve its major goals is the disappointing record of the city in recent years in investing in new capacity. The share of capital spending devoted to schools under this administration has also been dropping – ranging from 30% in 2005 to 7.6% in 2008.¹⁸ See chart below.

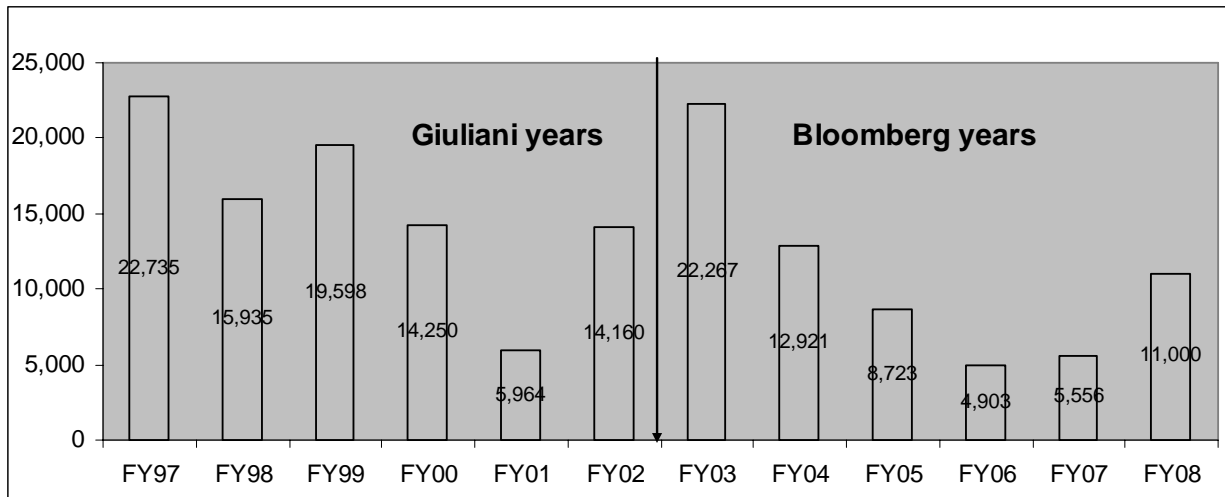
Table 1. City spending on education as percentage of total capital commitments



Source: Independent Budget Office, Analysis of Mayor’s preliminary budget for 2009 (March 2008).

Despite the administration’s claims that the current school capital plan is the most ambitious in the city’s history, the reality is otherwise. ¹⁹ Data drawn directly from Mayor’s Management Reports since FY 1997 show that fewer seats were created during the first six years of the Bloomberg administration than during the last six years of the Giuliani administration:

Table 2. New school seats created 1997-2008



Source: Mayor’s Management reports, FY 2000, FY 2004 and FY 2007.

The average number of seats built during the last six years of the Giuliani administration yields 15,440 seats per year, compared to 10,895 per year for the first six years of the Bloomberg years.

The high point in recent years for seats created was 23,000 in 1997, with the number of new seats created in subsequent years considerably lower. Even then, many new seats have resulted not from new schools built or leased, but because of “classroom conversions”— conversions that, in many cases, have been created at the cost of lost art rooms, computer rooms, or other specialty spaces. (See Appendix B for a chart.)

To improve this planning process for schools, the next capital plan should have the following objectives:

- eliminate existing school overcrowding and reduce class size to the levels specified in the DOE’s state-approved class size reduction plan (i.e. 20 students per class in grades K-3 and 23 in other grades),
- prepare for ongoing growth in neighborhoods experiencing more development, and
- correct the capacity estimates so that all schools can be provided with adequate numbers of specialty spaces and cluster rooms, including libraries, laboratories, art rooms, etc.

This report examines what it would take in practical terms to meet each of these goals.

A. ADDRESS OVERCROWDING AND REDUCE CLASS SIZE

This analysis estimates the number of new seats necessary to eliminate TCUs and temporary structures, bring all schools down to no more than 100% utilization, and reduce class sizes to the goals in the City's class size plan, based upon the current data in the Blue Book, the city's capacity and utilization report.²⁰

Eliminating trailers and temporary structures (TCUs)

The Blue Book indicates that 23,540 students are currently housed in TCUS, trailers and other temporary structures. Therefore we assume at least 23,540 additional seats would be required to eliminate them. This is a minimum figure, since it omits thousands of high school students housed in temporary structures, data which the Blue Book does not provide, except for a few instances in Manhattan.

Relieving existing overcrowding

According to the official statistics, the schools that are above 100% utilization have 29,751 more students than seats. Therefore we assume that at least another 29,751 seats would be necessary to bring all existing schools down to 100% utilization.

Achieving class size goals

Finally, we estimated the number of seats necessary to reduce class sizes to the city's goals of 20 per class in grades K-3 and 23 in all other grades.

The current capacity statistics in the Blue Book assume classes of 20 in grades K-3, but considerably larger classes of 28 in grades 4-8 and 34 in high school. These class sizes are 22% larger than city's goals in grades 4-8, and 48% larger in high school. To estimate each school's capacity to provide class sizes that meet the City's goals, we adjusted the capacity accordingly.

For example, the Blue Book indicates that the target capacity of PS 290 in District 2 is 433. The "adjusted capacity" of PS 290 is therefore 401. With an enrollment of 671, the school should be considered 270 students over this adjusted capacity.

With this analysis applied to all the schools in the system, we estimated that the City's public schools have 114,551 more students than their adjusted capacities. Therefore, based on current statistics, it will take approximately this same number of new seats to reduce class sizes to the City's goals.²¹

Table 3. Estimated need for new seats

| School Level | Borough | Eliminate Temp | Bring Down to 100% | Achieve CFE Goals | Total |
|--------------|---------------|----------------|--------------------|-------------------|----------------|
| Elementary | Manhattan | 828 | 4,153 | 1,889 | 6,870 |
| | Bronx | 8,714 | 6,936 | 3,517 | 19,167 |
| | Brooklyn | 4,469 | 6,249 | 8,861 | 19,579 |
| | Queens | 7,501 | 10,281 | 5,514 | 23,296 |
| | Staten Island | 1,186 | 2,132 | 989 | 4,307 |
| | | <u>22,698</u> | <u>29,751</u> | <u>20,769</u> | <u>73,218</u> |
| Middle | Manhattan | 375 | 0 | 888 | 1,263 |
| | Bronx | 467 | 0 | 0 | 467 |
| | Brooklyn | 0 | 0 | 0 | 0 |
| | Queens | 0 | 0 | 1,127 | 1,127 |
| | Staten Island | 0 | 0 | 1,210 | 1,210 |
| | | <u>842</u> | <u>0</u> | <u>3,225</u> | <u>4,067</u> |
| HS | Manhattan | | | 12,276 | 12,276 |
| | Bronx | | | 16,599 | 16,599 |
| | Brooklyn | | | 27,468 | 27,468 |
| | Queens | | | 29,535 | 29,535 |
| | Staten Island | | | 4,679 | 4,679 |
| | | <u>0</u> | <u>0</u> | <u>90,557</u> | <u>90,557</u> |
| All | All | <u>23,540</u> | <u>29,751</u> | <u>114,551</u> | <u>167,842</u> |

Source: NYC DOE Enrollment, Capacity, and Utilization Report: 2006-2007 School Year.

Therefore, a capital plan designed to alleviate current overcrowding and reduce class sizes to the City's own target levels, based on the current need, should aim to provide at least 167,842 new school seats. While this is clearly a large figure, approximately 100,000 school seats were added from 1902-5, and the nearly half a million seats were added during the 1920's.²²

In some neighborhoods, there is the potential to create additional capacity by adjusting attendance zones and/or reconfiguring existing space, but still, a significantly larger investment in new school construction or leasing will be required.

With the caveat that we do not have data on the number of students currently housed in temporary buildings, especially in high schools, these structures do not appear to be prevalent in Manhattan, where acquiring sufficient seats to allow schools to achieve 100% utilization or less appears to be the more difficult goal.

In the Bronx, Brooklyn and Queens, eliminating temporary structures will be a significant challenge, as will be achieving 100% utilization or less. In fact, the number of seats needed to eliminate

temporary buildings and eliminate overcrowding in elementary schools in every borough is larger than the number of seats necessary to achieve the city's class size goals.

At the high school level, it will take a special effort to achieve the city's class size goals, as the Blue Book utilization formula assumes class sizes of 34 in these grades, compared to the goal of 23 students per class in the city's class size reduction plan.

According to current cost estimates, 167,842 new seats would cost \$12.7 billion, assuming 30% of the seats are leased, as we recommend.²³ Amortized over thirty years, the annual payments would amount to approximately \$690 million – or \$345 million, after 50% of these payments are contributed by the state, according to the current reimbursement formula.

This is clearly a substantial amount, and yet the percentage of city capital spending devoted to school construction and repair has been declining in recent years, as discussed above. The increment of new spending on school capacity needed over the \$4.3 billion that is in the current plan is \$8.3 billion. Over five years, this would raise the percentage of city capital spending on education from 13% to 20%, which is still considerably below the 23% that was the average during the period 2000-2007.

In difficult financial times, it will be a challenge to meet this goal. But building and leasing more schools would not only act as an effective short-term stimulus for the city's economy, but also provide the basis for long term economic growth and stability, by providing a quality education and improved outcomes for our students. And by exploring options for new schools on publicly owned land, or exploring public-private partnerships, the City could considerably drive down the acquisition costs for new schools and achieve these targets more easily.

In any case, the City must not make the same mistake as in the 1970s, when it stopped investing in school construction and repair, and as a result the middle class fled the city. At the very least, the Capital plan should clearly and honestly lay out the investment necessary to meet these basic educational goals, and challenge the City and the State to meet the school system's needs. Only with a transparent, thorough, and honest system of planning and reporting can we hope to provide the schools necessary for a sound and basic education for every child.

These estimates do not take into account either any projected future changes in overall enrollment, nor problems with the official utilization figures. The next two sections will give suggestions on how the city should improve the accuracy of these factors to ensure a quality education for every New York City child.

B. BE READY FOR GROWTH, AT THE NEIGHBORHOOD, DISTRICT AND CITYWIDE LEVELS

Creating enough seats to address the current need is just the first step. The capital plan must go further, by planning for the growth that will occur during the next five years.

The city's enrollment projections are currently carried out by the Grier Partnership, consultants to the School Construction Authority. These projections are currently developed by estimating future enrollment on a district-wide level, based on past trends. DOE reports that over the last seven years, the city's public school population has been declining overall – but not uniformly and not in every neighborhood. The analyses from the Manhattan Borough President and the Comptroller's office have pointed out that in many communities, rapid development has not been met with new school capacity and has already led to overcrowding.

The City is expected to grow by over a million residents from 2000 and 2030, according to the Department of City Planning. The projections for school age children are more nuanced.

From 2015-2020, there is a projected **increase** of almost 9,000 children in ages 5-9; and the number is predicted to continue to rise thereafter. For ages 10-14, City Planning forecasts a decline of about of about 21,000 children until the year 2020, but from then until 2030, an increase of more than 16,000. For ages 15-19, the projections show a decline of about 60,000 students to the year 2020, but an increase thereafter of more than 12,000.

Table 4. Population projections by age

| Population Projections for Total Population by Age New York City, 2000–2030 | | | | | | | |
|--|---------|---------|---------|---------|---------|---------|---------|
| Age | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 |
| 0–4 | 540,878 | 523,904 | 527,354 | 536,810 | 544,773 | 549,039 | 546,601 |
| 5–9 | 561,115 | 525,356 | 508,693 | 508,003 | 517,690 | 527,183 | 532,339 |
| 10–14 | 530,816 | 573,889 | 537,532 | 516,532 | 516,163 | 527,453 | 538,179 |
| 15–19 | 520,641 | 556,185 | 599,903 | 559,104 | 538,550 | 539,777 | 551,975 |

Source: NYC Population Projections by Age/Sex & Borough 2000-2030, NYC Department of City Planning, December 2006.

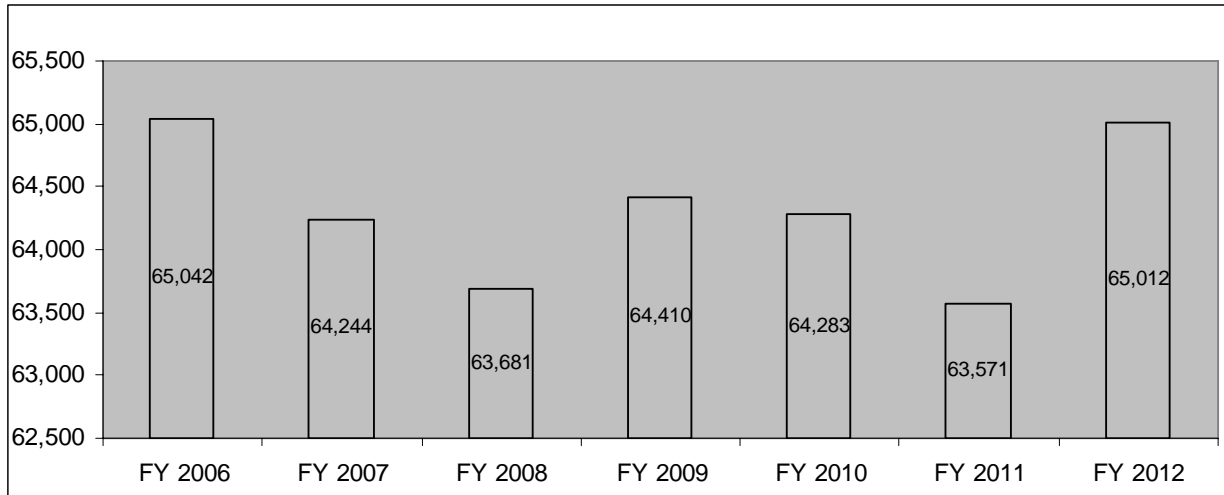
Although a detailed demographic analysis is beyond the capability of this report, there are signs that especially in the early grades, increased enrollment and overcrowding may already be upon us, and this trend may worsen over the coming years:

- In two out of the last four years, according to DOE data, general education Kindergarten enrollments have increased.²⁴
- According to the Mayor’s Management Report, between FY 07 and FY 08, there was a sharp increase in the percentage of elementary schools listed as overcrowded.²⁵
- Between 2000-2005, there was an estimated five-year increase of 48,549 in the city’s preschool age bracket, according to the US Census Bureau. As the Grier Partnership points out:

*Assuming that these figures are accurate, between now and 2010 somewhat less than 10,000 additional children per year will become eligible for kindergarten. Not all of these children will enter the public schools, of course. But about three out of four will, if recent history is any guide...*²⁶

- At this point, the city’s birth rate is rising, particularly in Manhattan. Between 2000-2003, the number of children under age 5 living in Manhattan grew by more than 32%.²⁷ In the year ending July 1, 2007, the borough’s population grew by 8,000, more people than any other county in the state, accounting for more than half the state’s total population increase.²⁸
- Accordingly, the Department of Education’s own 2008 budget projections show **no decline in Kindergarten enrollments citywide over the next four years**, by using a formula that relates the current birth rate to Kindergarten enrollment, based on past trends.

Table 5. Kindergarten enrollment projections to 2011



Formula based on birth rate compared to actual registers in past years

Source: DOE FY 2009 Executive Plan Monitor’s Briefing Package, May 21, 2008; Office of Management and Budget, page 7e.

The Grier Partnership projections exclude the charter school population and thus show a more significant decline in enrollment than is actually the case, given the rapid rise in the number of charter schools throughout the city. According to DOE, the city’s charter school population citywide is supposed to more than double between FY 2008 and FY 2012. Since most new charter schools occupy space in existing school buildings, the enrollment projections should include these students -- especially if the projections are relied upon to forecast the need for more space.

As more charter schools and small schools are placed in buildings that already house existing schools, this has also led to a significant loss of classroom and specialty spaces, including art rooms, libraries, science rooms, and spaces formerly used to provide counseling and special services. Each new charter school and small school requires office space for a new principal, school secretary, etc. The increased amount of administrative space has led to school psychologists, guidance counselors, and speech therapists in the host schools to lose office space, causing more of these critical services to be given in hallways and closets. Moreover, many host schools have lost classroom and cluster rooms as well.

As pointed out by the Educational Priorities Panel in a recent report:

“...the internal rule of thumb used by the Division of School Facilities for calculating seat loss for the previous hosting of smaller schools that occurred in the 1990’s was a ten percent reduction in building seat capacity...”²⁹

Last year, a survey of NYC public school principals, sponsored by the City Council, received responses from over 500 principals – more than one third the total citywide. The principals were from schools that were representative of the geographical and grade distribution of schools citywide.

According to the results of this survey, twenty seven percent of principals said that the DOE's policy of placing new schools and programs in their buildings had worsened the level overcrowding in their schools.³⁰

As the EPP report notes:

“The ten-year estimate of the need for the restoration of specialized spaces (science labs, libraries, gyms, and auditoriums) remains pegged to the original ten-year plan and is not updated to account for the loss of access to specialized spaces that may result when a large school is restructured or hosts smaller schools.... Given the NYC Department of Education's fast pace in restructuring schools, the original baseline quantification of the numbers of additional seats needed to end overcrowding and the numbers of specialized spaces needed for students has become woefully out of date.”

Suggestions for improvements

1) Plan for new development, at the neighborhood level.

The reports from the Manhattan Borough President's office and the City Comptroller focused on analyzing the potential impact of new residential construction at the neighborhood level, rather than relying on the DOE current practice of district wide projections based on past trends. The new Capital Plan should have a transparent accounting of new housing development, and should clearly lay out the estimated impact of new housing on the capacity of local schools. Rather than reporting numbers only at the school district level, this analysis should occur at the neighborhood level, and within individual school catchment zones, so that district boundaries do not obscure the persistent overcrowding that occurs at particular schools.

On this, there has been some progress. In recent testimony before the City Council, city officials have promised to that this neighborhood analysis will be performed in the new Capital Plan.³¹

2) Use actual birth data instead of forecasts whenever possible – and identify the neighborhood of the parents involved.

The Department of City Planning incorporates birth rate projections into its forecasts of the school age population that it shares with the DOE, by using a smoothed average of past birth rates. However, for projections that are five or fewer years into the future, it would make more sense to use actual birth data instead.

These birth data are easily obtainable. Moreover, the Department of Health now has a geocoding capability that allows it to computer-map the exact address of residence for every birth in New York City.³²

3) Use parent surveys to provide valuable information unavailable elsewhere.

Although residential development and birth data can help improve projections of the school age population, the city also needs to carefully monitor whether parents intend to remain in the city and send their children to public schools. One of the best ways to do so would be to survey new parents at regular intervals. The same advances in survey and market research techniques that have been effectively applied to political forecasting and product research could also be applied to the educational arena.

4) Include specific data on apartment size when assessing the impact of new construction, and reassess the adequacy of the CEQR standards.

The City Environmental Quality Review (CEQR) standards are used by city agencies to determine the likely impact on schools. DOE and SCA use these formulas in estimating the impact of new construction.³³ These standards do not differentiate among different size apartments, other than exempting studio apartments.³⁴ A more accurate method would be to assume that the need for new seats will likely be higher for apartments with more bedrooms. Developers seeking approval of new construction or conversions should be required to report to the Department of Buildings a breakdown of apartments based on the number of bedrooms, and DOB should share this information with the SCA, City Planning, or whichever agency is doing school age population projections.

In addition, new apartment buildings typically do not create their peak elementary school demand immediately upon opening. Many apartments are occupied by people planning to have families, or with toddlers, as it can take several years for the building to reach its maximum impact on school enrollments.

Finally, the CEQR standards were devised many years ago, and rely on certain assumptions about birth rates and public school attendance in different boroughs and at different economic levels that may no longer be accurate.³⁵ Survey and birth rate data should be analyzed by location, to re-assess them, and if necessary, improve the CEQR standards so that they can be relied upon as accurate guidelines for estimating the need for new school seats.

5) Closely monitor trends in immigration and out-migration.

The rate of families moving into the city, either from elsewhere in the country or abroad can have an immediate impact on school enrollments. Though the number of immigrant students has significantly declined since 2000, this can turn around very quickly, and indeed, in the recent past, increased numbers of these students led to worse overcrowding in many schools.

As important as immigration is the rate of out-migration, that is, to what degree families are moving out of the city when their children reach school age. There is a perception that more families have been opting to remain in the city in recent years, due to a belief that the city is safer and a better place to raise a family than in years past. It is critical that officials use all available data to scrutinize whether the rate of out-migration of families is changing over time. One method to do so would be to use parent surveys, as described above.

6) Monitor pre-school enrollments as well as private and parochial school capacity.

Pre-school, Head Start and other early childhood program enrollments can be a very useful predictor of public school enrollments a few years hence. The public preK enrollment data is already available; in addition, data from private pre-schools should be collected and annually compiled, broken down by age, to better predict the need for elementary seats. In those communities underserved by early childhood programs, additional extrapolations should be made to accurately predict future enrollments.

Private school capacity in New York City has not increased at the same rate as the corresponding total school-age population, and many parochial schools continue to close their doors. Public school enrollments cannot be forecast accurately without monitoring and quantifying the increased demands on public schools due to slower private school growth or parochial school decline.

7) Analyze the impact of charter schools and new small schools on capacity as well as the special education population.

A thorough analysis should not only include the charter school enrollments, but also examine the effect of all these schools and new small schools that have reduced existing school building capacity and consumed critical administrative, classroom and specialty spaces. As the overall number of these schools is projected to increase over time, more capacity must be created to counteract this trend.

The number of students referred for special services has also steadily increased over time, services that require their own appropriate spaces –speech, occupational therapy, etc. At the same time, the number of students assigned to segregated special education classes has also increased, required by state law to have smaller classes. In either case, these students are more space-intensive, and we can find no place in the DOE’s estimate of capacity needs or the Grier projections that this trend is taken into account.³⁶

8) Report on the loss of seats as leased spaces expire, or schools are closed or reconfigured for different grade levels.

While reporting on the new seats built, the DOE omits any mention of how many seats have been lost over time, in particular schools and at particular grade levels, or expected to be lost, due to school closures, the loss of leases, or other policy decisions. In some districts, it appears that over the last five years, more seats have been lost than gained, due to the closing of schools, or reconfiguring of grade levels.

9) Take into account alternative future scenarios involving changes in graduation rates, and other developments that could have a significant impact on enrollment.

The Grier enrollment projections use a method called the “cohort survival rate,” which tracks how many students move on in each grade, based upon past patterns, and how many drop out or are discharged before graduation. The higher the dropout and discharge rates, all else being equal, the fewer seats are needed in high schools. The city has adopted a 70% graduation rate as a goal, but at the same time, the enrollment projections assume a cohort survival rate in which only 46% of 9th graders survive to the 12th grade.³⁷

On the other hand, large numbers of NYC students currently remain in high school for five or more years. Improvements in the four year graduation rate could lessen the need for seats by diminishing this number. All assumptions about how improvements in four, five and six year graduation rates, and decreases in the numbers of students discharged or dropping out of school should be made explicit and analyzed for their potential impact upon enrollment.

10) Allow an independent city agency to project enrollment and capacity needs, involving the public in a more transparent process to further refine these estimates.

The city should consider whether enrollment projections should be taken out of the hands of the School Construction Authority, which lacks expertise in this area, and has a vested interest in minimizing the need for new seats, since it will be tasked with creating them. As it is, there is no document that explicitly links the enrollment projections with the need for new seats, or clearly reports on the relationship between the two.

Instead, another independent public agency such as City Planning should take on this task, and by utilizing all the data listed above, develop a more transparent and objective process to determine

the actual number of seats required. This process should involve members of the public, Community Boards, Community Education Councils, elected officials, and other experts in reviewing these projections, while allowing them full access to the data and the various methodologies utilized, and allow them to make suggestions that could be incorporated in the final projections.

C. CORRECT THE CAPACITY ESTIMATES TO ALLOW SCHOOLS TO REGAIN THEIR LOST SPECIALTY SPACES

As mentioned above, the “Blue Book” uses certain formulas to estimate the capacity and utilization of city schools. These formulas are complicated and little understood, and for years, observers have commented that they understate the actual extent of overcrowding and the degree to which schools have lost specialty spaces that are necessary and should be recovered.³⁸

In the Campaign for Fiscal Equity case, the New York State Supreme Court wrote in 2001:

Overcrowding is even worse than indicated above because the ECU [Enrollment, Capacity, Utilization] formulas actually overstate schools' capacity. This inflation occurs because the formulas adjust for overcrowding by adding to schools capacity non-classroom spaces if such space is in fact used for classrooms. For example if a crowded school is forced to convert its gymnasiums or auditoriums into classroom space, the capacity formula indicates increased capacity.³⁹*

Unfortunately, the formulas used by DOE still do not properly capture the degree to which art and science rooms, as well as gyms, libraries or auditoriums have been converted into regular classrooms or are inadequate for the school's population. The underlying assumption of the formula is that a room now used for general instruction, even if it was originally a library, auditorium or gym, can be counted towards building capacity.⁴⁰

The contrast between the data in the “Blue Book” and the daily reality in our schools can be stark. According to the results of the principal survey sponsored by the City Council, nearly half of New York City principals said that the official DOE utilization rate for their own schools was inaccurate and underestimated the actual amount of overcrowding that existed.⁴¹

Fifty-four percent said that the enrollment at their own school was not capped at a level to prevent overcrowding. Half said that overcrowding sometimes leads to unsafe conditions for students or staff; 43 percent observed that overcrowding makes it difficult for students and/or staff to get to class on time.

More than one fourth (26 percent) of all middle and high school principals said that overcrowding made it difficult for their students to receive the credits and/or courses needed to graduate on time. Scheduling and programming in such buildings can be extremely difficult.

According to the survey, **86 percent of principals believed that class sizes at their schools were too large to provide a quality education.**

One obvious flaw with the current capacity and utilization formulas, as already mentioned, is that they are pegged to class sizes of 28 students per class in grades 4-8, and 34 students in high school – rather than the city's adopted goals of 23 students per class in grades 4-12th in its state-mandated class size reduction plan.

The current utilization formulas fail to consider whether the cafeteria, gym, or library is adequate for the students housed within the main building, and do not incorporate these spaces into their calculations in any way. Another major flaw is that the formulas separately report on main buildings versus associated annexes, temporary spaces, and trailers, counting only the students housed in the main school building to assess whether the school is overcrowded, while treating the ancillary spaces as distinct entities.⁴² Indeed, if the goal is to ultimately eliminate the temporary spaces, the capacity and utilization formulas must capture that information.

According to the principal survey, at 29 percent of schools, lunch starts at 10:30 AM or earlier; and at 16 percent of schools, students have no regular access to a school library. Almost half of all schools have less than one hour of gym per week, and in 10 percent of schools, students have no access to an auditorium.⁴³

The official statistics also fail to capture any information as to whether large numbers of students are being educated in substandard spaces. Eighteen percent of principals reported that their schools have classrooms with no windows. Many said that special education classes and services are given in hallways and former closets.

In 2003, the Court of Appeals found that the overcrowding and loss of cluster rooms had a profoundly negative impact on the quality of education:

“Some facts that the trial court classified as purely “physical” facilities inputs are inseparable from overcrowding and excessive class size – conditions whose measurable effect on students plaintiffs have shown. One symptom of an overcrowded school system is the encroachment of ordinary classroom activities into what would otherwise be specialized spaces: libraries, laboratories, auditoriums and the like. There was considerable evidence of a shortage of such spaces.”⁴⁴

As buildings that once housed one school population are now housing two or three distinct schools, rooms once used as “cluster rooms” -- spaces that were once used for art and music, science laboratories, special education services, libraries, and even auditoriums and gymnasiums – have been converted into general classrooms or even offices. These spaces are invaluable to teaching and learning and are being lost, without any documentation and with no coordinated plan to restore and reclaim them for their intended purpose.

In the survey, at 25 percent of schools, principals reported that art, music or dance rooms had been sacrificed to regular classrooms in recent years; 20 percent reported that they had lost their computer rooms; 18 percent had lost their of science rooms; 14 percent had lost of reading enrichment rooms, and 10 percent of libraries had been converted to classroom space -- and this process was still ongoing.

As the EPP report points out, *“In all the various reiterations of the capital plan since 2003, there has been a steadfast refusal to acknowledge that the restructuring of large schools into groupings of small schools and the hosting of charters may reduce the capacity of existing school buildings.”⁴⁵*

Despite the city’s goal to ensure that all public school students be provided a high-quality arts education, it is quite common for arts rooms to be sacrificed when schools become overcrowded due to enrollment increase or to the decision to site new schools or programs in their buildings. According to the DOE, the lack of available in-school arts space was one of the top three challenges to implementing arts education, as reported by schools.

“The ideal physical environment for arts learning is one that is dedicated to the arts discipline and appropriately and comfortably equipped with the specific equipment and supplies needed to optimize students’ experiences.”⁴⁶

Yet the current capacity formula allots only an extremely limited number of cluster or specialty rooms per capita – that is, between 0-150 students, an elementary school is only allowed one cluster room, from 151-250 students, two rooms; from 251-750, three, and so on. An elementary school with 1,950 students is allowed only four cluster rooms. Not only are these ranges very crude, but they under-estimate the need for each school, no matter what its size, to have cluster and/or specialty rooms in a range of subjects and areas.

Two of the DOE’s own policy objectives – the creation of “small schools” and “themed curricula” – underscore the problems with this inhibiting formula. The trend to small schools may actually restrict student access to specialized learning spaces.⁴⁷

Suggestions for Improvement

As revealed by the principal survey and the discussion above, the Blue Book’s method of calculating available space is highly unreliable. In order to correct the most obvious flaws, the following measures should be taken:

- 1) The target class sizes in the Blue Book, the number of students that each classroom is supposed to hold, should be revised. Schools, annexes and TCU's should also be integrated into a school’s capacity figures in a more sensible fashion.***

The formula used by the Blue Book in grades 4-12 should be aligned with the city’s Contract for Excellence class size goals of 23 students per class – as we have done, to estimate the need for additional seats

Capacity should also be reported on a building-wide basis; as if the students at all these multiple sites were attributed to the main building, to better capture the actual level of overcrowding. It is only when the entire student population is assigned to the main building that we can see the strain on shared spaces, such as gyms, cafeterias, and auditoriums. Moreover, if it is the city’s goal to eventually eliminate all TCU’s and trailers; the substandard and temporary nature of these facilities should be captured in the capacity estimates.

- 2) In cases where a school building is shared by several schools, the use of the cafeterias, hallways, gyms, and other common spaces should be carefully analyzed to see if they can adequately support multiple programs and the entire student population.***

There is little doubt that the growth of new schools and charters sharing space with existing schools has exacerbated the level of overcrowding, and the existing estimates should better capture this fact. It should be noted as to whether the lunchroom is able to legally accommodate the total enrollment during reasonable hours for lunch; and if not, the Blue Book should indicate this deficiency.

There should be a record of how often students have access to gym and the library; and whether these facilities are adequate according to the state standards mentioned above. Gyms should be large enough so that all students can have access to physical education at the legally mandated rate.⁴⁸

3) Enough space should be dedicated to art, music and science rooms for every student to receive instruction in these rooms at the state-mandated intervals.⁴⁹

The utilization formula should allot every school, no matter what its enrollment, an art room, a music room, a computer room, and a science room, with sufficient storage in each case; and this number should double for every 500 additional students in the school, as national standards specify.⁵⁰

4) The size of classrooms and specialty spaces should at minimum be those established in the NY State Education reimbursable standards.⁵¹

The formula should allot sufficient space in all schools so that classrooms are large enough and special education and intervention services are provided in adequate rooms (i.e. not in closets, hallways, storage spaces, or other small, windowless rooms.) The Blue Book should indicate whether the space for mandated special services is sufficient considering the actual number of students requiring these services enrolled at the school; rather than using a set formula based on state averages.

5) All the information specified above should be collected in a similar manner to the Building Condition Assessment Survey (BCAS), and prepared annually after a walk-through in each school.

The Building Condition Assessment Survey, which is mandated by the NY State Education Department, focuses exclusively on the physical condition and mechanicals of each school. New walkthroughs should focus on classroom and specialty space, including a check list or inventory to see whether the school's classrooms and facilities are adequate to achieve the city's class size goals, provision of special services, arts activities, science labs, gyms etc. In each case, this assessment should be done for the current population of the school, to see whether the space provided for these activities are sufficient, according to the national and state standards described above.

The building walk-through should be carried out by the entire School Leadership Team (SLT), but at minimum the PTA president, the UFT chapter chair, and the principal. Members of the District's Community Education Council (CEC) should be eligible to participate and notified in advance. Floor plans should be available to all participants in advance. The resulting assessment and inventory should be signed off by the participants, and shared with the CEC.

The completed inventory should be posted on each school's webpage, like the BCAS, and incorporated into a spreadsheet. A compilation for all schools should be made available by district, and a citywide summary posted on the DOE website.

6) Further refinements of the capacity formulas should be made, through a taskforce including principals, teachers, parents and other stakeholders, to better define what space, based upon the need for safety, appropriate class sizes, arts, science, special education, etc, as well as an analysis of the what efficiency ratio should be used, that is, the assumed occupancy rate of every room.

The current formula for middle schools appears especially suspect, since the vast majority of these schools have excessive class sizes, few specialty spaces, and yet are characterized as under-utilized, according to the DOE's current formula. The methodology used for every type of school should be re-examined and potentially revised, depending on feedback from educators, parents,

and other stakeholders as to what space and facilities are necessary to provide a quality education. The formula at present appears to maximize the number of students that a given facility can accommodate, rather than optimizing the educational experience that the building can support.

RECOMMENDATIONS: TOWARDS A BETTER CAPITAL PLAN

The City will need to employ a range of strategies to meet the important goals of eliminating overcrowding, reducing class size, being ready for growth, and allowing schools to regain their lost specialty spaces.

Allocation of spending priorities

If as a city we really place a priority on our schools, we should be prepared to dedicate a larger percentage of our City's capital budget to school construction and repair. As noted in the first section, there has been a declining share of city capital spending devoted to education under this administration.

In addition, a greater percentage of capacity projects should go towards leasing – at least one third, especially given the lower per seat construction cost and the greater speed and flexibility that leasing provides.⁵² The option of leasing floors in commercial and residential development to be renovated as schools should be more frequently exercised.

In the current plan, nearly a billion dollars was allocated for more technology – predominantly for creating internet connectivity. Especially given the fact that according to the DOE, as of November 2007, more than 99% of classrooms had already been cabled for the internet, spending such a large amount on technology would be misplaced.⁵³

Strategies to acquire sites more rapidly and cost-effectively

Acquisition costs are one of the most significant factors in building new schools. Therefore, every city- and state-owned building before being sold should be considered for possible renovation as a school, and a list of these properties should be readily available online. Before selling city- or state-owned buildings, or soliciting Requests for Proposals, the City and State should consult with the local Community Education Council, Presidents Council, and Community Board about the need for school seats in the area. In general, the DOE and School Construction Authority need to involve these stakeholder groups, as well as elected city and state officials in the process of assessing the need for more seats and identifying potential sites.

The possibility of acquiring or leasing parochial schools for school use should be aggressively pursued. If Church guidelines restrict mandated school programs such as sex education, these classes can be provided outside school grounds. In many cases, these schools could be rapidly leased and renovated at relatively low cost.

Governor's Island remains a prime potential location for schools. According to federal law, at least 20 acres of Governors Island must be reserved for educational uses. Numerous buildings that once held classrooms are sitting vacant, with sports fields adjacent.⁵⁴

Improving our schools as an economic development strategy

Providing our city's students with adequate facilities will be necessary for a quality education, and is a fundamental civic obligation. Can we as a city afford to build enough new seats to eliminate overcrowding, reduce class size and create adequate space for a well-rounded education? The dollars spent on improving our educational system should be regarded as a critical and crucial economic strategy – in the short term, to stimulate the city's economy, and in the long term, to help maintain and accelerate economic growth.

Moreover, creating the space for smaller classes will in itself have substantial economic benefits. Reducing class size can be expected to yield revenues twice as large as the costs, as measured by future employment and income. Recent studies show that class size reduction would provide substantial savings in terms of lower health care costs as well.⁵⁵

Improving school quality will also ensure a stronger middle class tax base in New York City, in that families will no longer face pressure to flee to the suburbs to seek a better education for their children. Indeed, rather than simply being viewed as an expense to the city, school construction should be conceived as a critical economic development strategy to attract more families to the city and retain them over time.

As Mayor Bloomberg recently said on "Meet the Press," when asked if the recent economic crisis would lead to sharp cuts in investing in infrastructure and city services:

No, we're not going to make the mistake--the mistake that was made in the '70s is we stopped policing the streets, we stopped cleaning the streets, we stopped cleaning the graffiti off buildings, we stopped supporting our cultural institutions and building parks and schools and all those kinds of things. We are going to go ahead and continue those things. We may not be able to have the frills at the edge, but we are not going to walk away from our city. That's the prescription for disaster. When you do that, your tax base leaves, and the rest of this country, as well as New York, are going to have exactly the same decisions to make. The taxpayers are going to have to decide do they want to have a future or not? If they don't want to have a future, then they're not going to have to pay as much now, but if they want to leave a better world for their kids, they're going to have to pay the bills up front.⁵⁶

The Mayor is right. For the good of our economy, and our children's future, it is time for A Better Capital Plan.

Endnotes

¹ For the overcrowding data, see the NYC School Construction Authority, Enrollment-Capacity-Utilization Report 2006-7, commonly known as the "Blue Book", and footnote 5. For the data in this report, we relied upon an excel version of this document, provided us by the NYC Department of Education. For the latest class size data, from January 2008, see <http://schools.nyc.gov/AboutUs/DOEData/ClassSizeReport/classsize.htm>.

² See "Crowded Out: School Construction Fails to Keep Up With Manhattan Building Boom," Manhattan Borough President Scott Stringer, April, 2008, and "Still Crowded Out: School Construction Fails to Keep Up With Manhattan Building Boom," Manhattan Borough President Scott Stringer, updated analysis, September 2008; "Growing Pains: Reforming Department of Education Capital Planning to Keep Pace with New York City's Residential Construction," Office of the New York City Comptroller William Thompson, Jr., Comptroller, May 2008, "How Crowded Are Our Schools? New Results from a Survey of NYC Public School Principals", Prof. Emily Horowitz (St. Francis College) & Leonie Haimson (Class Size Matters), October 3, 2008.

³ For a letter the coalition sent the Mayor and the Chancellor on October 3, 2008, see Appendix A.

⁴ See NYC Department of Education, “Children First: 2005-2009 Five-Year Capital Plan, Proposed 2006 Amendment, December 2005, p.3, which references the original goals.

⁵ To makes things even more complex, there are two different capacity and utilization rates; the historical rates which have different assumed class sizes and classroom occupancy rates than the target rates. (See Appendix B.) The historical rates assume class sizes that are larger but partially compensates for that with smaller occupancy rates. For the purposes of this report, we have relied mostly on the target capacity and utilization rates.

⁶ NYC DOE, “Enrollment, Capacity, Utilization Report: 2006-2007 School Year,” commonly known as the “Blue Book.” This data is derived from each school’s target utilization rates, as reported in an Excel version (2006-7) of the “Blue Book” provided by the DOE.

⁷ The elementary and middle school data is derived from the DOE’s “Enrollment, Capacity, Utilization Report: 2006-7 school year” as listed above. Unfortunately, it does not contain data showing how many high school students are housed in trailers and TCUs.

⁸ This is derived from the DOE’s February 2008 class size report, posted at <http://schools.nyc.gov/NR/exeres/CC185FA2-C4C9-4B33-AA99-891A43A3F536.htm>, accessed on October 1, 2008.

⁹ See the description of the 2007-2008 Education Budget and Reform Act, at <http://www.cfequity.org/ns-legislation.htm>

¹⁰ Campaign for Fiscal Equity, Inc., et al. v. State of New York, et al., 100 N.Y.2d 893, 911-12 (2003) (“CFE II”).

¹¹ § 211-d of the New York State Education Law states that “[i]n a city school district in a city having a population of one million or more inhabitants such contract shall also include a plan to reduce average class sizes, as defined by the commissioner, within five years for the following grade ranges: (A) pre-kindergarten-third grade; B) fourth-eighth grade; and (C) high school.”

¹² See NYC Department of Education, NEW YORK CITY FIVE YEAR CLASS-SIZE REDUCTION PLAN – Update – November 8, 2007; posted at http://schools.nyc.gov/NR/rdonlyres/5C60C0BA-F6E4-456E-8762-CAF02609E69E/40021/NYCDOEClassSizePlan_111907_final.pdf

¹³ Section 100.13 of the Regulations of the Commissioner of Education is added, effective July 26, 2007, as follows:....in the city school district of the city of New York, include a plan that meets the requirements of clause (a) of subparagraph (i) of paragraph (2) of subdivision (d) of this section, to reduce average class sizes within five years for the following grade ranges: (a) prekindergarten through grade three; (b) grades four through eight; and (c) grades nine through twelve. Such plan shall be aligned with the capital plan of the city school district of the city of New York and include continuous class size reduction for low performing and overcrowded schools beginning in the 2007-2008 school year. (emphasis added.) <http://www.emsc.nysed.gov/c4eregs100add.htm>.

¹⁴ The city uses the “historical” class sizes when estimating how many seats have been created in a school. See Appendix D for the “historical” and “target” class sizes as contained in the “Blue Book”, compared to the class size goals in the city’s plan and the UFT contractual limits.

¹⁵ NYC DOE, “Enrollment, Capacity, Utilization Report: 2006-2007 School Year,” op.cit.

¹⁶ See “How Crowded Are Our Schools?” op.cit., pp.4-5.

¹⁷ See footnote 1.

¹⁸ NYC Independent Budget Office, Analysis of the Mayor’s Preliminary Budget for 2009; March 2008; chart on p. 30.

¹⁹ For example see this: “Tuesday was the first day of class for public school students across our city. It was also the very first day of class in 18 brand-new school buildings with more than 11,000 new classroom seats. This is the biggest one-year gain yet in the largest school construction effort in our history.” Mayor Bloomberg's Community Column, “Back to School - Providing Young People with Top-Quality Education,” September 3, 2008.

²⁰ As noted earlier, we relied upon an excel version of the Blue Book for 2006-7 shared by DOE.

²¹ We calculated the seats deficit at the school level for elementary grades. We calculated the deficit at the district level for the middle grades, since it is possible for middle school students to attend schools in any part of a district, and at the borough level for high schools, since high school students are able to attend schools anywhere in the city, but tend to stay within their home boroughs. For a more detailed explanation of the methodology and formula used, see Appendix C. See Appendix D for a chart showing the Blue Book’s target and historical class sizes, compared to both the city’s class size goals, and UFT contractual maximum class sizes.

²² Diane Ravitch, “A History of Public School Governance in New York City,” 2007; posted at <http://pubadvocate.nyc.gov/advocacy/schools/files/cgsravitch%20p.pdf>. See also NY Times, “\$65,000,000 Asked for Schools in 1923; Hylan Tells Board of Estimate It Will Raise Capacity 109,000 Pupils,” December 7, 1922.

²³ We are using the most current cost estimates for new construction as estimated by the NYC Independent Budget Office at \$85,052 per seat, with \$ 54,986 per seat in leased locations. IBO Fiscal Brief, “Higher Costs, Delays in Amended School Construction Plan,” March 2008.

²⁴ These are the General Education register figures from the 2004-5 school year to the 2007-8 school year for Kindergarten: 62,957 63,194 61,653 61,932; see <http://schools.nyc.gov/AboutUs/DOEData/Stats/Register/default.htm>. This does not include special education students in segregated classes, which are also rising steadily.

²⁵ This percentage rise was from 24.3% to 27.0%; see Mayor’s Management Report, 2008 at <http://www.nyc.gov/html/ops/downloads/pdf/mmr/doe.pdf>

²⁶ Grier Partnership, “Enrollment Projections 2007 TO 2016; NYC Public Schools, prepared for the New York City School Construction Authority, January 2008, pp.4-5. Though the rise in the preschool population is cited by Grier, it is not incorporated into the Partnership’s enrollment projections, which instead assume a continued rate of decline in most areas of the city, based upon existing trends.

²⁷ NY Times, “In Surge in Manhattan Toddlers, Rich White Families Lead Way”, March 27, 2003.

²⁸ NY Times blog, “Manhattan Population is still growing,” March 20, 2008; see also NY Times, “New Orleans Grows; Florida Cools,” March 20, 2008.

²⁹ Noreen Connell, “Capital promises: why NYC children don’t have the school buildings they need,” Educational Priorities Panel, April 2007.

³⁰ See “How Crowded Are Our Schools? Oct. 2008, op.cit., p.5.

³¹ Testimony from Deputy Mayor Walcott, City Council hearings on school overcrowding, October 2, 2008.

³² Grier Partnership, “Enrollment Projections 2007 to 2016,” Jan., 2008, op.cit., p.9. Though the Griers mention the rise in the number of preschool children, they do not incorporate this data into their projections.

³³ NYC School Construction Authority, in “Projected New Housing Starts as Used in 2003 Enrollment Projections.”

³⁴ See Chapter 3C, Table 3C-2 of the NYC CEQR Technical Manual for these formulas, posted at http://www.nyc.gov/html/oec/downloads/pdf/ceqr_chapter_3c.pdf

³⁵ For one thing, fewer public school children are assumed to be generated in Manhattan than in other boroughs per residential unit, although Manhattan now has the highest birth rate in the city.

³⁶ In fact, in a footnote on p. 15, the Grier Partnership states that “There were an additional 584 pupils in pre-kindergarten through 8th grade who were enrolled in the city’s alternative schools (District 79) or programs for the severely disabled (District 75). The projections discussed in this report do not include these pupils. Nor do they include regional special education pupils enrolled in the city’s high schools. They also exclude pupils enrolled in charter schools, since they are not counted in the official October registers.” See Grier Partnership, Enrollment Projections 2007 to 2016, op.cit.

³⁷ According to these calculations, in the Bronx, only 36% of students will make it to the 12th grade; In Brooklyn, only 42%; in Manhattan, 50%; in Queens, 51%; and in Staten Island, 64%. See Annenberg Institute for School Reform at Brown University, “Planning for Failure: How the Department of Education’s Capital Plan Undermines its Own Goals for Increasing Graduation Rates” (March 2007), and “Planning for Failure: How the NYC Department of Education’s Bronx facilities plan undermines its goals for increased high school graduation rates (December 2006).

³⁸ “How Overcrowded are Our Schools,” op.cit., and “Growing Pains,” op.cit. pp. 17-18.

³⁹ State Supreme Court Decisions 719NYS 2d 475 Index 111070/93/CFE et al versus the State of New York, 1/10/2001.

⁴⁰ If principals report these rooms according to their original function (i.e. as gyms or auditoriums) they are not counted as classrooms, and thus do not increase the school’s theoretical capacity. However, it is not clear whether principals are aware of this distinction, and how often they report these spaces according to their previous use.

⁴¹ “How Crowded Are Our Schools? New Results from a Survey of NYC Public School Principals”, op.cit., October 3, 2008.

⁴² An example of this problem is PS 19 in District 24, which has a main building with a target capacity of 1,156. This school has an enrollment of nearly 2,000, yet the Blue Book counts their trailers and mini-building separately and thus shows a much lower utilization figure than is accurate. Another such example is PS 14 in the same district, which is shown as being officially under capacity, when in fact, its entire kindergarten is bused a few miles away to a school in another district.

⁴³ Op.cit., p.3.

⁴⁴ Campaign for Fiscal Equity, Inc., et al. v. State of New York, et al., 100 N.Y.2d 893, 911-12 (2003) (“CFE II”).

⁴⁵ EPP, “[Capital promises: why NYC children don’t have the school buildings they need](#),” op.cit., p. 41. An example of how the placement of new schools inside other schools causes a loss of valuable spaces is described in the EPP report, on p. 40: “... a middle school in the Bronx ... that was restructured to host other smaller schools. Students of the host school no longer had any access to the science lab, which was used exclusively by a small middle school with higher-performing students. All students in the school lost the use of the library, which was transformed into a space for special education conferences and for various staff meetings.”

⁴⁶ NYC Department of Education “Annual Arts in Schools Report,” 2006-2007.

⁴⁷ Further, the themed emphasis of many of the DOE’s new programs or schools require specialty spaces to support the theme. What good is a school for dance or theater without a dance space or a theater?

⁴⁸ The NY State requirements for physical education are as follows: All students in grades K-3 shall participate in physical education on a daily basis; in grades 4-6 shall participate not less than three times per week; in grades 7-12 shall participate not less than three times per week in one semester, and not less than two times per week in the other semester. In all cases, 2 hours per week is required, exclusive of any needed for dressing and showering. See NYSED, Physical Education FAQ, Updated January 2008; posted at <http://www.emsc.nysed.gov/ciai/pe/peqa.html>

⁴⁹ Here are the NY State requirements for arts: In grades 1-3, twenty percent of the time spent in school should be allocated to dance, music, theatre, and visual arts. In New York City, this is the equivalent of approximately 186 hours equally allocated between dance, music, theater, and visual arts. Grades 4-6: Ten percent of the weekly time spent in school should be allocated to dance, music, theater, and visual arts. In New York City, this is the equivalent of approximately 93 hours equally allocated between dance, music, theater, and visual arts. Grades 7-8: All students shall be provided instruction in the arts, including one-half unit of study in the visual arts, and one half unit of study in music. In New York City, one-half unit is the equivalent of approximately 55 hours of instruction by a licensed arts teacher and may be offered in dance, music, theater or visual arts. Grades 9-12: New York State graduation requirements include one year in visual arts and/or music, dance, or theater, the equivalent of approximately 108 hours of instruction by a licensed arts teacher.

High schools have the option of fulfilling this requirement through either ½ unit of credit (one semester each) in both visual arts and music, or one unit of credit (one year) in one of the four arts forms. All public school districts shall offer students the opportunity to complete a three- or five-unit sequence in the arts (art, music, dance or theater).

<http://schools.nyc.gov/Offices/teachlearn/arts/nysartsrequirements.html>

⁵⁰ These are the design standards for school arts facilities recommended by the National Art Education Association, “Design Standards for School Art Facilities,” National Art Education Association, 1994.

⁵¹ See NY State Education Dept. STATE BUILDING AID FOR PUBLIC SCHOOL DISTRICTS AND BOCES memo, July 2004, posted at http://www.emsc.nysed.gov/facplan/publicat/building_aid_guidelines_072804.html

⁵² According to the Independent Budget Office, the cost per seat for new construction is \$85,052, and for leased projects, \$54,986. The average project time of completion ranges from 43 months for new construction, to about 25 months for leased sites. See IBO Fiscal Brief, “Higher Costs, Delays in Amended School Construction Plan,” march 2008.

⁵³ NYC Department of Education, “Children First 2005 – 2009 Five-Year Capital Plan Proposed 2008 Amendment,” February 2008, p. 20.

⁵⁴ When Michael Bloomberg first ran for Mayor in 2001, he said he would accelerate school construction to eliminate overcrowding and reduce class size. He also pledged to place a major high school complex on Governor’s Island. Here is the language dated October 17, 2001, from Bloomberg’s campaign website: “We should build a major high school and university complex on Governors Island in partnership with one or more of our great private universities. The room is there for athletic facilities, laboratories, workshops, classrooms, etc. This would also free up many existing buildings in all boroughs for junior high school, elementary school and special education uses.’ Retrieved Jan. 2002 from <http://archive.technomania.com/mikeformayor/Issues/rebuildnyc.shtml> At this point, only one small public school, the Harbor School, is scheduled to be located on the Island – in the fall of 2009. Meanwhile, Liggett Hall, a land-marked, a 450, 000 square feet building, will continue to sit vacant , that could provide thousands of new seats. As it previously held classrooms, already has a huge gym on the top floor, and has numerous entrances and exits, it could easily be renovated into a large high school or a series of small schools. Moreover, all three conceptual plans developed for the Island identify Liggett Hall as an educational facility. <http://www.govisland.com/Oct05Presentation/>

⁵⁵ For a cost-benefit analysis in the early grades, see Alan B. Krueger, “Understanding the Magnitude and Effect of Class Size on Student Achievement,” in: Lawrence Mishel & Richard Rothstein, eds., *The Class Size Debate*, Economic Policy Institute, 2002. See also Debra Viadero, “Study Links Smaller Classes To Higher Earnings,” *Education Week*, October 25, 2000. For the economic benefits of smaller classes in upper grades, see Thomas Dee and Martin West, “The non-cognitive returns to Class Size, NBER Working Paper, April 2008; <http://www.nber.org/papers/w13994> . For the health benefits, Peter Muennig and Steven H. Woolf, “Health and Economic Benefits of Reducing the Number of Students per Classroom in US Primary Schools,” *American Journal of Public Health*, September 27, 2007.

⁵⁶ NBC transcripts, Meet the Press, Sept. 21, 2008.

Appendix A: Letter for a Better Capital Plan



ABC – The Campaign for A Better Capital Plan

October 3, 2008

Mayor Michael R. Bloomberg
City Hall
New York, NY 10007

Chancellor Joel I. Klein
New York City Department of Education
52 Chambers Street
New York, NY 10007

Dear Mayor Bloomberg and Chancellor Klein:

A critical ingredient to improving our schools is eliminating overcrowding and providing our children with the class sizes they need to learn and grow. Unfortunately, official city statistics show that 38 percent of New York City public school students attend schools in buildings that are overcrowded. In addition, 60-63% of K-3rd graders were in classrooms that exceeded the class size targets in the City's own state-mandated class size reduction plan, as well as 59% of 4th graders, 66% of 5th graders, 76% of 6th graders, 82% of 7th graders, 84% of 8th graders, and approximately 81% of high school students – more than half a million students overall.

Meanwhile, the City has seen an explosion of new residential development which, in most neighborhoods, has not been matched by a corresponding increase in public school capacity. Recent reports by the City Comptroller, the Manhattan Borough President, the United Federation of Teachers, and Class Size Matters have demonstrated the problems with this failure to plan proactively for growth before it occurs.

This November, the Department of Education (DOE) and the School Construction Authority (SCA) will have the opportunity to change this, when they propose the new five-year capital plan for new school construction. If we want the future course of the City's public school system to be bright, and if we want parents – and their employers – to continue investing their futures in New York City, this new capital plan must propose enough new school seats to serve our City's schoolchildren well into the future.

Parents, educators, advocates and elected officials are uniting to call for a capital plan that meets the needs of our City's growing population by making three fundamental, but far-reaching, reforms: the ABC's of A Better Capital Plan.

A. Address existing overcrowding and reduce class size.

The new capital plan should specifically aim to relieve existing overcrowding and reduce class sizes to the City's target levels. First, the Capital Plan should propose enough new seats to ensure that all public schools will operate at or below their actual capacity. Second, the Plan should propose enough new seats to reduce class sizes to the levels set out by the City in its own state-mandated class size reduction plan -- 20 students in grades K-3, and 23 in all other grades while providing adequate "cluster room" space for the arts, sciences and other subject areas. DOE and

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c/o Class Size Matters 124 Waverly Place, New York, NY 10011



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SCA should explain, in detail, how a fully funded capital plan would be able to achieve both of these basic objectives.

B. Be ready for growth, and plan at the neighborhood level.

A Five-Year Capital Plan must go further than compensating for existing overcrowding; it must also meet the anticipated demands of the new schoolchildren who will be coming to our city over the next five years. It is time to begin looking at school planning from the perspective of urban planners and development analysts. DOE and SCA should work directly with independent planning experts, and with parent and community leaders, to establish a clear, transparent procedure for projecting and estimating the amount and location of future residential growth, and the number of school seats needed to accompany it. Projected new residential development must become a prominent part of the methodology underlying the next Capital Plan, rather than a marginal factor. In addition, the new Capital Plan should plan at the neighborhood level, and even at the level of individual school catchment areas, rather than solely through the lens of Community School Districts. When DOE describes the overall capacity of a School District, it can obscure the fact that certain neighborhoods constitute pockets of significant overcrowding or residential growth. New Yorkers have a reasonable expectation that they won't have to send their elementary-age children miles away to find space in a school.

C. Correct the faulty capacity estimates.

The Capital Plan's assumptions about the current state of school overcrowding are based on the City's current capacity statistics, as reported in DOE's "Blue Book." But according to principals, teachers, parents – and even the State's highest court, in the *Campaign for Fiscal Equity* decision – these official estimates overstate the true capacity of neighborhood schools. In many cases, they fail to adequately reflect the conversion of "cluster rooms" – spaces that should be used for art and music rooms, science laboratories, special education services, libraries, and even auditoriums and gymnasiums – into academic classrooms. These spaces are invaluable to teaching and learning and should be reclaimed in order to provide New York City schoolchildren the well-rounded education they deserve. The official statistics also fail to account for the cumulative impact on a school when multiple schools, or independent charter schools, are sited within one facility. DOE and SCA should work closely with educators, parents, arts experts and others to revise these official capacity estimates, and base the Capital Plan on a more accurate picture of our schools' needs.

We recognize that, in difficult fiscal times, it will be a challenge to provide enough funding to meet all of these priorities. But the city will never be able to provide the level of support necessary for its public school students if the Capital Plan does not fairly and forthrightly spell out the amount of new construction required to meet these basic educational goals.

With more families choosing to raise children in New York City, and City Planning projecting that the city's population will increase by nearly a million people in the coming decades, this is a problem that can't wait for a solution. We urge you to propose a Capital Plan this November that incorporates basic elements of progressive planning, and that brings us closer to validating the State Constitution's guarantee of a quality education for every child.

The Campaign for A Better Capital Plan
c/o Class Size Matters 124 Waverly Place, New York, NY 10011



ABC – The Campaign for A Better Capital Plan

Sincerely,

Scott M. Stringer
Manhattan Borough President

Adolfo Carrión, Jr.
Bronx Borough President

Betsy Gotbaum
New York City Public Advocate

Carolyn B. Maloney
United States House of Representatives

Jerrold Nadler
United States House of Representatives

Charles B. Rangel
United States House of Representatives

Nydia Velazquez
United States House of Representatives

Thomas K. Duane
New York State Senate

Liz Krueger
New York State Senate

Bill Perkins
New York State Senate

Diane J. Savino
New York State Senate

Eric Schneiderman
New York State Senate

Jose M. Serrano
New York State Senate

Toby Ann Stavisky
New York State Senate

Randi Weingarten, President
United Federation of Teachers

Bertha Lewis, Executive Director
ACCORN

Kim Sweet, Executive Director
Advocates for Children

Billy Easton, Executive Director
Alliance for Quality Education

Leonie Haimson
Class Size Matters and Co-Chair
Manhattan Borough President School
Overcrowding Taskforce

Ed Ott, Executive Director
Central Labor Council

Richard Kessler, Executive Director
Center for Arts Education

Pam Bennett, NYC Director
Citizen Action of New York Coalition For
After-School Funding

Wayne Ho, Executive Director
Coalition for Asian American Children and
Families

Luis O. Reyes, Coordinator
Coalition for Educational Excellence for
English Language Learners

Ernest A. Logan, President
Council of School Supervisors &
Administrators

Glynda Carr, New York Executive Director
Education Voters of New York

Elsie St. Louis Accilien, Executive Director
Haitian Americans United for Progress, Inc

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c/o Class Size Matters 124 Waverly Place, New York, NY 10011



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Jonathan L. Bing
New York State Assembly

William Colton
New York State Assembly

Steven Cymbrowtiz
New York State Assembly

Ruben Diaz, Jr.
New York State Assembly

Jeffrey Dinowitz
New York State Assembly

Adriano Espaillat
New York State Assembly

Herman D. Farrell
New York State Assembly

Deborah J. Glick
New York State Assembly

Richard N. Gottfried
New York State Assembly

Janele Hyer-Spencer
New York State Assembly

Brian P. Kavanagh
New York State Assembly

Micah Z. Kellner
New York State Assembly

Rory I. Lancman
New York State Assembly

Alan Maisel
New York State Assembly

Joan L. Millman
New York State Assembly

Daniel J. O'Donnell
New York State Assembly

Lillian Rodriguez-Lopez, President
Hispanic Federation

Patrick Sullivan, Co-Chair
Manhattan Borough President School
Overcrowding Taskforce &
Panel for Educational Policy Appointee

Hazel N. Dukes, President
NAACP, NY State chapter

Kenneth Cohen, Director
NAACP Metropolitan Council

John Beam, Executive Director
National Center for Schools and Communities,
Fordham University

Chung-Wha Hong, Executive Director
NY Immigration Coalition

Jane Hirschmann, Founder/Co-Chair
Time out from Testing

Maria del Carmen Arroyo
New York City Council

Tony Avella
New York City Council

Gale A. Brewer
New York City Council

Bill de Blasio
New York City Council

Lewis A. Fidler
New York City Council

Daniel R. Garodnick
New York City Council

Alan J. Gerson
New York City Council

Inez Dickens
New York City Council

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ABC – The Campaign for A Better Capital Plan

Robert Jackson
New York City Council

Adam Clayton Powell, IV
New York State Assembly

Peter M. Rivera
New York State Assembly

Linda B. Rosenthal
New York State Assembly

Matthew Titone
New York State Assembly

Darryl C. Towns
New York State Assembly

Keith L.T. Wright
New York State Assembly

Letitia James
New York City Council

Melinda R. Katz
New York City Council

G. Oliver Koppell
New York City Council

Jessica S. Lappin
New York City Council

Melissa Mark-Viverito
New York City Council

Miguel Martinez
New York City Council

Rosie Mendez
New York City Council

Annabel Palma
New York City Council

Diana Reyna
New York City Council

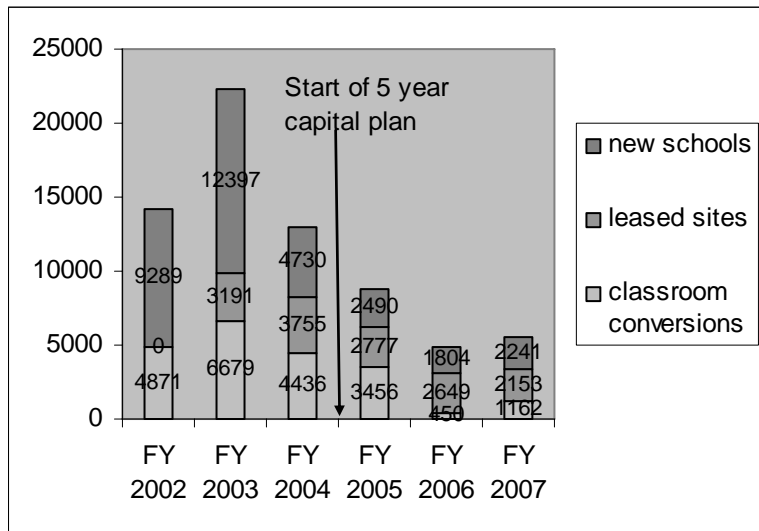
Kendall Stewart
New York City Council

James Vacca
New York City Council

David Yassky
New York City Council

The Campaign for A Better Capital Plan
c/o Class Size Matters 124 Waverly Place, New York, NY 10011

Appendix B: Number of new seats created 2002-2007 by location



Source: Mayor's Management Reports, Sept. 2006 and Sept. 2007.

Appendix C: Methodology for seats calculation

All calculations were done using an electronic version shared by DOE of the NYC School Construction Authority's "Enrollment-Capacity-Utilization Report 2006-7," commonly known as the "Blue Book." The seats deficit was calculated at the school level for elementary grades, and at the district level for middle schools, since it is possible for middle school students to attend schools in any part of a district. The deficit of seats for high schools was calculated at the borough level, since these students are able to attend schools anywhere in the city, but tend to stay within their home boroughs.

1) **Temporary Seats:** The capacity in various forms of temporary structures. Any building listed as either "TRANSPORTABLE" or "MINI-SCHOOL" in the Blue Book is counted as temporary capacity.

2) **Seats Required to Alleviate Overcrowding:** The number by which enrollment exceeds capacity according to the SCA Blue Book.

For example, PS 290 / The Manhattan New School, has a target organization capacity of 433 and an enrollment of 671. The difference, 238, is the number of seats required to alleviate overcrowding. Note that we assume here the Blue Book capacity calculation is accurate while in reality we have much evidence that the capacity calculations overstate capacity.

3) **Seats Necessary to Reduce Class Sizes to the City's goals:** The number by which the enrollment exceeds capacity when we reduce the school capacity by substituting the DOE's reduced class size goals for the current Blue Book "target" class sizes. These "target" class sizes assume there are 20 children per class in grades K-3, 28 in middle school and 34 in high school.

In the plan required to qualify for additional state Contract for Excellence Funds, DOE has submitted a plan to reduce class sizes in all schools to 20 for K-3 and 23 for all other grades. Achieving the lower class sizes results will result in a reduction in the school's capacity. We calculated this reduction by comparing the average class size in the Blue Book to the average class size under the goals. For elementary schools we calculate these averages:

Current Capacity Assumption = $20*(4/6) + 28*(2/6) = 22.7$ Four grades have 20 while two have 28.

Goal = $20*(4/6) + 23*(2/6) = 21.0$ Four grades have 20 and two have 23.

For middle schools the Current Capacity Assumption is 28 per class and the Goal is 23 in all grades. For high schools, the Current Capacity Assumption is 34 and the Goal is 23 in all grades. Using these Current and Goal averages, we calculate the reduction in school capacity as follows:

Capacity Reduction = Capacity * (Current Class Size Assumption - Goal Class Size Assumption) / Current Class Size Assumption

For example, PS290 cited above would see the following reduction in capacity under the new class sizes:

Capacity Reduction = $433 * (22.7 - 21.0) / 22.7 = 32$ seats
 Revised Capacity = Current – Reduction = $433 - 32 = 401$ seats

Finally, with the revised capacity we calculate the number of seats needed:

Seats Necessary = Current Enrollment – Revised Capacity = $401 - 671 = \mathbf{270}$ seats required

We calculated the seats deficit at the school level for elementary grades, but the deficit at the district level for the middle grades, since it is possible for middle school students to attend schools in any part of a district. The deficit for high school seats was estimated at the borough level, since high school students are able to attend schools anywhere in the city, but tend to stay within their home boroughs.

Appendix D: UFT class size maximums vs. historical vs. target vs. class size goals

| | Contractual maximum | "Historical" class sizes | "Target" class sizes | City's class size goals |
|---|---------------------|--------------------------|----------------------|-------------------------|
| Kindergarten | 25 | 25 | 20 | 20 |
| 1-3 rd grades | 32 | 25 | 20 | 20 |
| 4-5 th in Title 1 schools | 32 | 29 | 28 | 23 |
| 4 th -5 th in non-Title 1 schools | 32 | 31 | 28 | 23 |
| 6-8 th in Title 1 schools | 30 | 28 | 28 | 23 |
| 6-8 th in non-Title 1 schools | 32 | 30 | 28 | 23 |
| High school | 34 | 34 | 34 | 23 |

Appendix E: The Manhattan Borough Task Force on School Overcrowding

In January of 2008, the Manhattan Borough President Scott M. Stringer convened a borough-wide task force of elected officials, community leaders, advocates and parent activists, to examine the issue of school overcrowding and come up with recommendations as to what steps should be taken to alleviate the problem.

The task force has met monthly since that time, sharing their own experiences and expertise, and hearing from a variety of officials, including representatives from the NYC Department of Education, City Planning, and the School Construction Authority. The work and recommendations of this task force form much of the basis of this report.

The task-force is on-going and members are listed below. The authors would like to thank them for their hard work and critical insights.

| | | |
|-------------|-------------|--|
| Magda | Aboufadi | Community Board 5 |
| Miguel | Acevedo | Community Board 4 and Fulton Youth Of The Future |
| Dara | Adams | Office of US Congresswoman Carolyn Maloney |
| Anne | Albright | PS 89 Overcrowding committee |
| Judith | Amaro | Community Education Council 6 |
| Jan | Atwell | City Council staff |
| Tamecca | Anthony | Community Board 10 |
| Susan | Baida | Community Board 5 |
| Marcela | Barrientos | Office of Council Member Rosie Mendez |
| Marion | Bell | Community Board 11 |
| Keen | Berger | Community Board 2 |
| John | Berman | Office of Comptroller Bill Thompson |
| Natasha | Blakely | District 3 Space committee/ PS199 |
| Matt | Borden | Office of Assemblymember Deborah Glick |
| Phillip | Brest | Office of Speaker Sheldon Silver |
| Jared | Chauson | Office of NYS Senator Tom Duane |
| David | Cohen | PTA president, Lower Lab; VP D2 Presidents council |
| Caroline | Eichman | P.S. 290 |
| Holly | Emma King | Office of State Senator Liz Krueger |
| Elsie | Encarnacion | Office of Councilwoman Melissa Mark-Viverito |
| Christopher | Evans | Attorney |
| Richard | Farkas | Vice President, United Federation of Teachers, |
| Sheldon | Fine | Community Board 7 |
| Jennifer | Freeman | Community Education Council 3 |
| Crystal | Gold-Pond | Office of State Senator Tom Duane |
| Eric | Greenleaf | PS 234 Overcrowding committee |
| Monica | Guardiola | Office of Speaker Sheldon Silver |
| Leonie | Haimson* | Class Size Matters |
| Robyn | Hatcher | Community Board 5 |
| Marie | Hines | Community Education Council 4 |
| Emily | Horowitz | Parent and Prof., St. Francis College |
| David | Jaffe | Parent activist |
| Bethany | Jankunis | chief of staff, Assemblymember Deborah Glick |

| | | |
|-------------|------------|--|
| Dianne | Johnson | Community Education Council 5 |
| Tricia | Joyce | co-chair, school overcrowding committee PS 234 |
| Micah | Kellner | State Assemblyman |
| Michael | Kaplan | Office of Assemblymember Gottfried |
| Josh | Karan | Community Education Council 6 |
| Karen | Karpowich | Community Board 8 |
| Irene | Kaufman | P.S. 41 Political Action Committee |
| Richard | Kessler | Executive Director, Center for Arts Education |
| Ursula | Koffer | PS 116 overcrowding committee |
| Ann | Kjellberg | P.S. 41 Political Action Committee |
| Jennifer | Kozel | Community Board 5 |
| Doug | Israel | Director of Research and Policy, Center for Arts Education |
| Andy | Lachman | PS 290/UES overcrowding committee |
| Melanie | LaRocca | Office of Council Speaker Christine Quinn |
| Layla | Law-Gisiko | Community Board 5 |
| Raina | Lipsitz | Office of Assemblymember Linda Rosenthal |
| Michael | Markowitz | Community Education Council 2 |
| Barbara | Marcano | Office of Councilmember Miguel Martinez |
| Carrie | Marlin | Office of Assemblymember Daniel O'Donnell |
| Bernice | McCallum | Community Board 3 |
| Maxine | McIntosh | Community Board 6 |
| John | Moore | Office of Councilwoman Jessica Lappin |
| Sarah | Morgridge | Office of Councilmember Robert Jackson |
| Jessica | Nepomiachi | City Council Member Rosie Mendez |
| Shana Marks | Odinga | Alliance for Quality Education |
| Tina | Olechowski | Office of Congresswoman Carolyn Maloney |
| MJ | O'keefe | PS 116/overcrowding committee |
| Dan | Pasquini | Office of Councilmember Dan Garodnick |
| Wendi | Paster | Office of Assemblymember Dick Gottfried |
| Keith | Powers | Office of Assemblymember Jonathan Bing |
| Elizabeth | Rose | PS 183 parent |
| Rhonda | Rosenberg | UFT researcher |
| Helen | Rosenthal | Community Board 7 |
| Tamara | Rowe | Presidents Council, District 2 |
| Tina | Schiller | co-chair, school overcrowding committee PS 234 |
| Rebecca | Skinner | Community Board 1 |
| Julia | Smith | Office of State Senator Eric Schneiderman |
| Susan | Stetzer | Community Board 3 |
| Patrick | Sullivan* | Manhattan Member, Panel for Educational Policy |
| Ernestine | Temple | Office of Assemblymember Herman D. Farrell |
| Dawn | Thomas | Community Education Council 4 |
| David | Weinberg | Office of Assemblymember Linda Rosenthal |
| Robert | Willison | Office of Councilmember Gale Brewer |

**Co-chairs, Manhattan Borough Task Force on School Overcrowding*

Appendix F: District and borough breakdowns

Estimated need for new seats based on current data

| School Level | Borough | Eliminate Temp | Bring Down to 100% | Achieve CFE Goals | Total |
|--------------|---------------|----------------|--------------------|-------------------|----------------|
| Elementary | Manhattan | 828 | 4,153 | 1,889 | 6,870 |
| | Bronx | 8,714 | 6,936 | 3,517 | 19,167 |
| | Brooklyn | 4,469 | 6,249 | 8,861 | 19,579 |
| | Queens | 7,501 | 10,281 | 5,514 | 23,296 |
| | Staten Island | 1,186 | 2,132 | 989 | 4,307 |
| | | <u>22,698</u> | <u>29,751</u> | <u>20,769</u> | <u>73,218</u> |
| Middle | Manhattan | 375 | 0 | 888 | 1,263 |
| | Bronx | 467 | 0 | 0 | 467 |
| | Brooklyn | 0 | 0 | 0 | 0 |
| | Queens | 0 | 0 | 1,127 | 1,127 |
| | Staten Island | 0 | 0 | 1,210 | 1,210 |
| | | <u>842</u> | <u>0</u> | <u>3,225</u> | <u>4,067</u> |
| HS | Manhattan | | | 12,276 | 12,276 |
| | Bronx | | | 16,599 | 16,599 |
| | Brooklyn | | | 27,468 | 27,468 |
| | Queens | | | 29,535 | 29,535 |
| | Staten Island | | | 4,679 | 4,679 |
| | | <u>0</u> | <u>0</u> | <u>90,557</u> | <u>90,557</u> |
| All | All | <u>23,540</u> | <u>29,751</u> | <u>114,551</u> | <u>167,842</u> |

Source: NYC DOE Enrollment, Capacity, and Utilization Report: 2006-2007 School Year.

| School Level | Borough | School District | Eliminate Temp | Bring Down to 100% | Achieve CFE Goals | Total |
|--------------|-----------|-----------------|----------------|--------------------|-------------------|---------------|
| Elementary | Manhattan | 1 | 0 | 174 | 116 | 290 |
| | | 2 | 0 | 1,649 | 735 | 2,384 |
| | | 3 | 89 | 773 | 353 | 1,215 |
| | | 4 | 0 | 202 | 64 | 266 |
| | | 5 | 100 | 73 | 83 | 256 |
| | | 6 | 639 | 1,282 | 537 | 2,458 |
| | | | | | 828 | 4,153 |
| Middle | | 1 | 0 | 0 | 0 | 0 |
| | | 2 | 0 | 0 | 530 | 530 |
| | | 3 | 0 | 0 | 358 | 358 |
| | | 4 | 0 | 0 | 0 | 0 |
| | | 5 | 0 | 0 | 0 | 0 |
| | | 6 | 375 | 0 | 0 | 375 |
| | | | | 375 | 0 | 888 |
| High | | HS | | | | 12,276 |
| Total | | | | | | 20,408 |

| School Level | Borough | School District | Eliminate Temp | Bring Down to 100% | Achieve CFE Goals | Total |
|--------------|---------|-----------------|----------------|--------------------|-------------------|-------|
| Elementary | Bronx | 7 | 0 | 69 | 64 | 133 |
| | | 8 | 1,133 | 995 | 463 | 2,591 |
| | | 9 | 1,631 | 1,229 | 517 | 3,377 |
| | | 10 | 2,413 | 2,406 | 1,411 | 6,230 |
| | | 11 | 2,586 | 1,693 | 841 | 5,120 |
| | | 12 | 951 | 544 | 220 | 1,715 |
| | | | | 8,714 | 6,936 | 3,517 |
| Middle | | 7 | 0 | 0 | 0 | 0 |
| | | 8 | 197 | 0 | 0 | 197 |
| | | 9 | 30 | 0 | 0 | 30 |
| | | 10 | 240 | 0 | 0 | 240 |
| | | 11 | 0 | 0 | 0 | 0 |
| | | 12 | 0 | 0 | 0 | 0 |
| | | | | 467 | 0 | 0 |
| High | | | | | 16,599 | |
| Total | | | | | 36,233 | |

| School Level | Borough | School District | Eliminate Temp | Bring Down to 100% | Achieve CFE Goals | Total |
|--------------|----------|-----------------|----------------|--------------------|-------------------|---------------|
| Elementary | Brooklyn | 13 | 0 | 77 | 49 | 126 |
| | | 14 | 0 | 414 | 409 | 823 |
| | | 15 | 579 | 775 | 622 | 1,976 |
| | | 16 | 0 | 0 | 0 | 0 |
| | | 17 | 655 | 297 | 296 | 1,248 |
| | | 18 | 540 | 79 | 169 | 788 |
| | | 19 | 960 | 362 | 693 | 2,015 |
| | | 20 | 362 | 2,155 | 3,123 | 5,640 |
| | | 21 | 115 | 546 | 904 | 1,565 |
| | | 22 | 763 | 1,126 | 1,909 | 3,798 |
| | | 23 | 495 | 122 | 181 | 798 |
| | | 32 | 0 | 296 | 506 | 802 |
| | | | | | 4,469 | 6,249 |
| Middle | | 13 | 0 | 0 | 0 | 0 |
| | | 14 | 0 | 0 | 0 | 0 |
| | | 15 | 0 | 0 | 0 | 0 |
| | | 16 | 0 | 0 | 0 | 0 |
| | | 17 | 0 | 0 | 0 | 0 |
| | | 18 | 0 | 0 | 0 | 0 |
| | | 19 | 0 | 0 | 0 | 0 |
| | | 20 | 0 | 0 | 0 | 0 |
| | | 21 | 0 | 0 | 0 | 0 |
| | | 22 | 0 | 0 | 0 | 0 |
| | | 23 | 0 | 0 | 0 | 0 |
| | | 32 | 0 | 0 | 0 | 0 |
| | | | | 0 | 0 | 0 |
| HS | | | | | | 27,468 |
| Total | | | | | | 47,047 |

| School Level | Borough | School District | Eliminate Temp | Bring Down to 100% | Achieve CFE Goals | Total |
|--------------|---------|-----------------|----------------|--------------------|-------------------|---------------|
| Elementary | Queens | 24 | 2,035 | 2,796 | 1,258 | 6,089 |
| | | 25 | 549 | 556 | 593 | 1,698 |
| | | 26 | 84 | 1,102 | 560 | 1,746 |
| | | 27 | 825 | 2,104 | 1,086 | 4,015 |
| | | 28 | 1,526 | 1,217 | 661 | 3,404 |
| | | 29 | 1,213 | 1,103 | 533 | 2,849 |
| | | 30 | 1,269 | 1,403 | 823 | 3,495 |
| | | | 7,501 | 10,281 | 5,514 | 23,296 |
| Middle | | 24 | 0 | 0 | 660 | 660 |
| | | 25 | 0 | 0 | 14 | 14 |
| | | 26 | 0 | 0 | 264 | 264 |
| | | 27 | 0 | 0 | 0 | 0 |
| | | 28 | 0 | 0 | 0 | 0 |
| | | 29 | 0 | 0 | 0 | 0 |
| | | 30 | 0 | 0 | 189 | 189 |
| | | | | 1127 | | 1127 |
| HS | | | | | | 29,535 |

| School Level | Borough | School District | Eliminate Temp | Bring Down to 100% | Achieve CFE Goals | Total |
|--------------|---------------|-----------------|----------------|--------------------|-------------------|---------------|
| Elementary | Staten Island | 31 | 1,186 | 2,132 | 989 | 4,307 |
| Middle | | 31 | 0 | 0 | 1,210 | 1,210 |
| HS | | | | | | 4,679 |
| | | | | | | 10,196 |