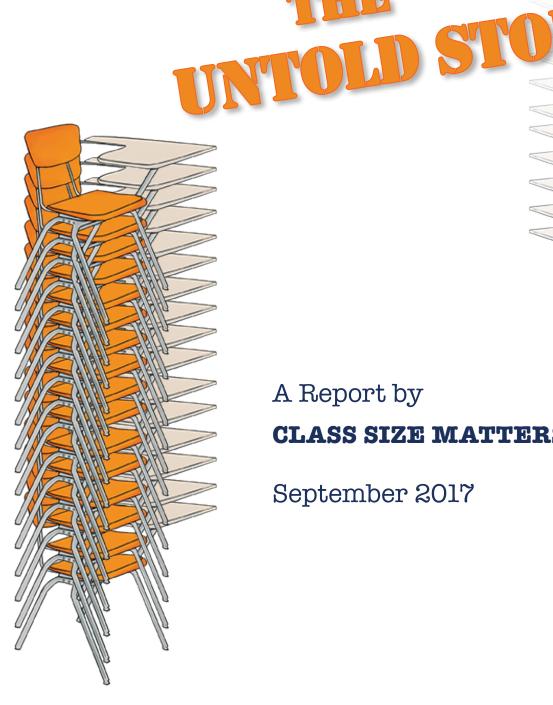
# **Seats Gained and Lost In NYC Schools:**



A Report by **CLASS SIZE MATTERS** 

September 2017



#### Acknowledgements

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Class Size Matters is a non-profit organization that advocates for smaller classes in NYC public schools and the nation as a whole. We provide information on the benefits of class size reduction to parents, teachers, elected officials and concerned citizens, provide briefings to community groups and parent organizations, and monitor and propose policies to stem class size increases and school overcrowding.

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Design & Illustration: Benita Lovett-Rivera

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# SEATS GAINED AND LOST IN NYC SCHOOLS: THE UNTOLD STORY

#### **Executive Summary**

School overcrowding remains a pervasive problem in New York City. About 575,000 students were crammed into overcrowded schools in the school year 2015-2016.<sup>1</sup> School overcrowding has a severely negative impact on the quality of education, including students forced to eat lunch too early in the morning or too late in the afternoon, a lack of dedicated space for art or music, too little time each week to exercise or play sports in the gym and, most importantly, excessively large classes. In the fall of 2016, about 330,000 New York City public school students were sitting in classes of 30 or more.<sup>2</sup> In our earlier report *Space Crunch*, we detailed the many ways school overcrowding in New York City public schools detracts from the experience of students and their opportunities to learn and be provided with a well-rounded, engaging education.<sup>3</sup>

This problem has persisted despite repeated promises first made by the Bloomberg administration and then by Mayor de Blasio to relieve overcrowding through an intensive focus on school construction. While Mayor Bloomberg claimed that the New York City Department of Education and the School Construction Authority had created nearly 100,000 *net* seats in the decade ending in 2013, class sizes and school utilization rates increased in many districts across the city, especially in elementary schools, where most experts argue it is most important to keep class sizes as small as possible.<sup>4</sup>

In this report, we attempt to reconcile the discrepancy between the City's claims of progress and on-the-ground observations of worsening overcrowding. We note that the estimates by the Bloomberg administration of seat growth did not account for the considerable number of seats lost over time—whether from lost leases, co-locations, or the elimination of annexes, minibuildings and TCUs (trailers or Temporary Classroom Units). We put forth our own estimate of net seat gain over the decade from 2004-05 to 2013-14, using figures from the DOE's annual *Enrollment, Capacity, and Utilization Report*, also known as the "Blue Book." We find that the number of seats gained was only 45,014 when seat loss is considered, less than half the figure claimed previously.

In our analysis, we also break down seat gains and losses to show the uneven distribution of seats across districts, school levels, and organizations. We find that losses were concentrated in elementary schools, with the result that the number of elementary school buildings at or above 100 percent increased by 17 percent and the number of students enrolled in such buildings

<sup>&</sup>lt;sup>1</sup> NYC Department of Education., November 2016. "Enrollment, Capacity & Utilization Report Target Calculation 2015 – 2016 School Year." The figures above are the number of students in schools at 100% utilization or more.

<sup>&</sup>lt;sup>2</sup> DOE November 2016 Class size data posted at: http://schools.nyc.gov/AboutUs/schools/data/classsize/classsize\_2016\_11\_15.htm

<sup>&</sup>lt;sup>3</sup> Haimson, Leonie et.al. June 2014. "Space Crunch: Failures in Policy and Planning Leading to Overcrowding in the City's Schools" pp. 18-19 at: https://www. classsizematters.org/wp-content/uploads/2014/06/SPACE-CRUNCH-Report-Final-OL.pdf

<sup>&</sup>lt;sup>4</sup> See the research citations and summaries at http://www.classsizematters.org/research-and-links/

increased 29 percent between 2004-05 and 2012-13. This was especially true in Brooklyn and the Bronx, where over half and two-thirds of the districts respectively lost net capacity in their elementary schools over this time period. In only three of the 19 districts that experienced an increase in the number of elementary school students did the net capacity outstrip the enrollment growth.

We also find that the vast majority of the new net seats were taken up by charter school students whose schools were sited in public school buildings, with only 2,357 additional seats created for district public school students over the decade between 2004-05 and 2013-14.

The issue of seat loss is of current importance given the sharp decrease in funding allocated for facility replacement and to replace lost leases over the past decade – with only \$142 million funded in the current five-year capital plan. Though the DOE does not report on how many leased seats this funding would enable, it is likely far less than the number of seats lost over the last decade. Moreover, while the DOE also promises to eliminate all the TCUs or Temporary Classroom Units that currently hold about 8,000 seats, no specific funds have been allocated in the capital plan to replace their seats. Finally, Mayor de Blasio's ambitious plans to increase market-rate and affordable housing is likely to put even more pressure on school capacity, without a concomitant plan to build enough schools for the projected rise in student enrollment.

We also report on a recent Environmental Impact Statement (EIS) for East New York's planned rezoning, which argues that thousands of seats in Brooklyn high schools will be lost due to programmatic changes, co-locations, grade truncation, and phase outs over the twenty years. The EIS projects that this will contribute to severe high school overcrowding in the borough, without a single new high school building planned for Brooklyn. We also recount the case study of a lost lease in District 10 in the Bronx, which left the already overcrowded P.S. 24 scrambling for space.

We conclude with recommendations for improving the City's school planning and siting process, and propose that the DOE should:

- 1) explicitly account for lost seats in the Capital Plan's need analyses;
- 2) take aggressive measures to prevent seat loss, and;
- 3) allocate sufficient funds to replace them.

The DOE should also cease co-locating new schools, including charter schools, in existing school buildings which further overcrowd them and will prevent necessary efforts to reduce class size. Instead, the city should pay the state-mandated supplement for charter schools, and strongly advocate for the state to cover the full amount of these costs.



#### Introduction

When Michael Bloomberg took office as the Mayor of New York City on January 1, 2002, school construction was a major tenet of his platform. In a campaign flyer from August 2001, Bloomberg promised to alleviate school overcrowding:

"New schools are needed, but they are not being built fast enough. Go-along, get-along career politicians gave us this mess...Here's what Mike will do: Put School Construction on the Fast Track." <sup>5</sup>

On September 5, 2010, toward the beginning of his third term, Mayor Bloomberg welcomed parents back to a new school year in his weekly radio address, and proclaimed the success of his building program:

"When the new school year starts on Wednesday, we'll open the doors of new school buildings that really stand out, both in quantity and quality. We're adding more than 17,000 new classroom seats to the school system - the most the City has brought on line in one year in more than 20 years. In fact, we're on course to create a **net of nearly 100,000 new classroom seats** citywide in the ten-year period that ends in 2013"<sup>6</sup> (emphasis ours).

Yet over the course of his administration, overcrowding was not significantly relieved, and class sizes increased.<sup>7</sup> Overcrowding at the elementary school level worsened.<sup>8</sup> A comparison of enrollment figures in 2004-05 and 2013-14 school utilization reports, also known as the Blue Books, show that total public school enrollment decreased by about 7,600 students over the same decade that Mayor Bloomberg claimed to have created 100,000 new seats. If his figures were accurate, shouldn't overcrowding have eased considerably?

Though the former Mayor stated that his administration would create a **net** of 100,000 new classroom seats, the fact is that his estimate of seat creation did not account for thousands of seats lost over this period. In this report, we hope to explain the persistent issue of overcrowding by analyzing both seat gains *and losses* over the past decade.

# ON CLASSROOM CONVERSIONS

The issue of classroom conversions is a critical one. Early in the Bloomberg administration, many thousands of school seats were added through the conversion of administrative offices to instructional space. This was truly a positive move.

However, in other cases, specialty rooms such as art rooms, libraries, cafeterias, or spaces for special services were converted to classrooms, or classrooms were divided in half to deal with overcrowding. These types of conversions do not truly address overcrowding and undermine the quality of education students receive.

For example, in the case of John F. Kennedy High School in the Bronx, a popular and valuable auto repair program was eliminated to provide space to new small schools, created in part with Gates Foundation funding.

See: Samuel G. Freedman, ON EDUCATION; As Cars Become More Intricate, Automotive Tech Class Is Junked, NY Times, June 2, 2004. http://www.nytimes.com/2004/06/02/nyregion/on-education-ascars-become-more-intricate-automotive-tech-class-is-junked.html

<sup>&</sup>lt;sup>5</sup> Bloomberg, Mike. "Better Schools Now." 2001. http://www.classsizematters.org/wp-content/uploads/2016/05/bloomberg-campaign-flyer-2001.pdf

<sup>&</sup>lt;sup>6</sup> Website of the City of New York. September 5, 2010. "Mayor Bloomberg discusses New York City's investment in the most new classroom seats in more than two decades despite ongoing budget challenges in weekly radio address." http://www1.nyc.gov/office-of-the-mayor/news/378-10/ mayor-bloomberg-new-york-city-s-investment-the-most-new-classroom-seats-more-than

<sup>&</sup>lt;sup>7</sup> In 2013-2014, average class sizes in grades K-3 were at 24.9, larger than they had been since 1998-1999. In grades 4 and 5, average class sizes were 26, larger than any year since 2002-03. See Figure 22: "Long Term Trend in Average Class Sizes in Grades K-3, 1998-2013" in: Haimson, Leonie, et.al. June, 2014. "Space Crunch in New York City Public Schools." http://tinyurl.com/m632rg6 For grades 4 and 5, see DOE annual class size reports at: http://schools.nyc.gov/AboutUs/schools/data/ classsize/classsize\_2015\_11\_13.htm

<sup>&</sup>lt;sup>8</sup> See Figure 3 on page 8.

#### **Conflicting Data on Seats Gained**

There are many conflicting numbers on how many school seats were created over this period, depending on what source is consulted. One source of data are the various versions of the DOE's Five-Year Capital Plans, revised versions of which are released twice a year and each year adopted through a vote of the City Council at the end of June. These Capital Plans detail budget allocations for various aspects of school construction, repair and improvements.<sup>9</sup> However, regarding new schools built or seats added, these plans include confusing figures that appear to shift over time.

More systematic data on new school seats by fiscal year is also reported in the Department of Education section of the Mayor's Management Report (MMR), which is released twice a year.<sup>10</sup> The appendices to the DOE's annual Enrollment, Capacity, and Utilization Report, known as the Blue Book, also report on seats gained through new buildings built or leased each school year, at the end of each volume. This is the data which the Independent Budget Office draws from in its own annual reports entitled *New York City Public School Indicators: Demographics, Resources, Outcomes*, first released in September 2011.<sup>11</sup>

We will compare the figures from the MMR and IBO reports, explain why they differ, and then offer our own calculations of seat creation that accounts for lost seats, which we believe gives a more accurate estimate of how much actual space in schools has been gained. We do this by calculating the total capacity of schools listed in the 2004-05 Blue Book and comparing that figure with the total capacity of schools in the 2013-14 Blue Book. This method reveals that in addition to seat gains, thousands of seats have been lost over this period, which accounts in part for the DOE's lack of progress in addressing the problem of school overcrowding.



<sup>&</sup>lt;sup>9</sup> The DOE's Five-Year Capital Plans are posted on the School Construction Authority website here: http://www.nycsca.org/Community/Capital-Plan-Reports-Data# Capital-Plan-67

<sup>&</sup>lt;sup>10</sup> The School Construction Authority's Enrollment, Capacity, and Utilization Reports (Blue Book) are here: http://www.nycsca.org/Community/Capital-Plan-Reports-Data#Enrollment-Capacity-Utilization-69; The Mayor's Management Report (MMR) is a document released twice each year by the Mayor's Office, summarizing the goals, statistics, and accomplishments of NYC's different agencies, posted here: http://www1.nyc.gov/site/operations/performance/mmr.page

<sup>&</sup>lt;sup>11</sup> The two NYC Independent Budget Office documents we drew from for this report are: IBO. September, 2011. "New York City Public School Indicators: Demographics, Resources, Outcomes – 2011." http://www.ibo.nyc.ny.us/iboreports/2011edindicatorsreport.pdf; IBO. October, 2015. "New York City Public School Indicators: Demographics, Resources, Outcomes – 2015." http://www.ibo.nyc.ny.us/iboreports/new-york-city-public-school-indicators-demographics-resourcesoutcomes-october-2015.pdf

#### Seats gained according to Mayor's Management Report and the Independent Budget Office

In calculating added school seats over the decade, the MMR and the IBO come up with vastly different numbers. When the annual list of "total new seats" is totaled from the annual MMRs over the decade between FY 2003 and FY 2014, the total number is **97,623** new seats.<sup>12</sup> This is very close to the 100,000 seats that the Mayor announced as his goal, although the period by which he said this would be accomplished shifted significantly over time.<sup>13</sup>

In contrast, according to the IBO reports, the new school seats created between school years 2004-05 to 2013-14 adds up to 82,345– about 15,000 fewer than the MMR.<sup>14</sup> After consulting the IBO, we learned that their estimates were derived from a section at the end of each Blue Book citing the number of seats created through the addition of new school buildings that year.<sup>15</sup> This section of the Blue Book does not include classroom conversions– that is, the addition of seats by converting specialty spaces such as science and art rooms, libraries, teacher lounges, or counseling rooms into regular classrooms.

We believe the IBO's exclusion of classroom conversions explains the discrepancy between their new seat total and the MMR's seat total, which does include classroom conversions. In order to confirm that classroom conversions explain the difference, we added the number of new seats from classroom conversions as reported in the MMR over this period, and the total was **15,121**, very close to the **15,278** difference between IBO's new seats and the MMR's new seats.<sup>16</sup> Yet neither the Capital plan, the MMR nor the IBO reports on the number of seats lost each year.

The number of seats lost and thus the net capacity gained are estimated in the following section.

<sup>12</sup> This is the sum of new seats for each reported fiscal year, as listed by a "performance indicators" MMR table. Sources: NYC Mayor's Office of Operations, Mayor's Management Reports FY 05 through FY14: http://www1.nyc.gov/site/operations/performance/mmr.page

<sup>&</sup>lt;sup>13</sup> In 2006, Mayor Bloomberg claimed that 100,000 seats would be added by 2009, the end of his second term. This did not happen, and in 2010, he pushed the timeline back, saying the 100,000 goal would be reached by the end of his third term in 2013. (See e.g., "Mayor Bloomberg and schools Chancellor Klein tour newly constructed Bathgate Educational Campus to kick off the 2006-2007 school year." Website of the City of New York. August 29, 2006: http://www1.nyc.gov/office-of-the-mayor/news/312-06/mayor-bloomberg-schools-chancellor-klein-tour-newly-constructed-bathgate-educational-campus-to#/0 "Mayor Bloomberg discusses New York City's investment in the most new classroom seats in more than two decades despite ongoing budget challenges in weekly radio address." Website of the City of New York. September 5, 2010: http://www1.nyc.gov/office-of-the-mayor/news/378-10/mayor-bloomberg-new-york-city-s-investment-the-most-new-classroom-seats-more-than)

<sup>&</sup>lt;sup>14</sup> These total numbers are the sums of the reported new seats over the school years from Table 3.21, page 24 in the 2011 "IBO New York City Public School Indicators: Demographics, Resources, Outcomes" report and Table 3.20, page 31 in the 2015 "New York City Public School Indicators: Demographics, Resources, Outcomes" IBO report. The IBO found their number of new seats per year, by adding up the capacity of any new leases, TCUs, and buildings reported in the 'New Seats Available' section of the DOE's Blue Book. This methodology was explained by Sarita Subramanian, IBO Education Budget and Policy Analyst, in personal correspondence on March 29, 2016.

<sup>&</sup>lt;sup>15</sup> This 'New Seats Available' Chapter in the Blue Book is in Section D in Blue Books 2004-05 and 2005-06 Section F in Blue Book 2006-07 through 2012-13; and Part III in Blue Book 2013-14 and Blue Book 2014-15.

<sup>&</sup>lt;sup>16</sup> The data on classroom conversions is located within School Construction Authority chapters of selected Mayor's Management Reports. See, for example, the MMR for FY 2014, p. 188 which contains data for seats obtained from conversions for FY 2010 to FY 2014 at: http://www1.nyc.gov/assets/operations/downloads/pdf/mmr2014/2014\_mmr.pdf

#### Using the Blue Book to Calculate Net Seats Gained

To analyze seat gains and losses, we compared the building capacities contained in the 2004-05 Blue Book with those in the 2013-14 Blue Book. We created a list of all buildings that lost capacity in this period (including buildings that were closed) and a list of all buildings that gained capacity (including new buildings). We then totaled the capacity losses and gains for these buildings and found the net number of seats gained. Our analysis reveals that there were 117,396 seats gained and 83,599 seats lost over that period, resulting in a net gain of only 33,797 seats – about one third the number previously reported. These numbers are misleading, however, as in 2013 there was a change to the historic formula used to calculate building capacities, as explained below.

#### **Historic Formula Changes**

The Blue Book reports on the student or seat capacity of each school building two ways: historic and target. The formula for target capacity has been altered over time, based on shifts in class size goals and other assumptions, while the historic formula is supposed to be stable. This is the reason we have relied on the historic capacity figures in our analysis of seats lost and gained. Yet in 2013 there was a major change in the historic formula, related to how the Blue Book treats the capacity of Transportable Class-room Units, better known as trailers or TCUs.

Before 2013, TCUs used by elementary and middle schools were listed as separate buildings with their own enrollment and capacities, while TCUs at high schools were listed without either enrollment or capacity. Instead, the TCU enrollment and capacities in high schools were counted as part of the main building.

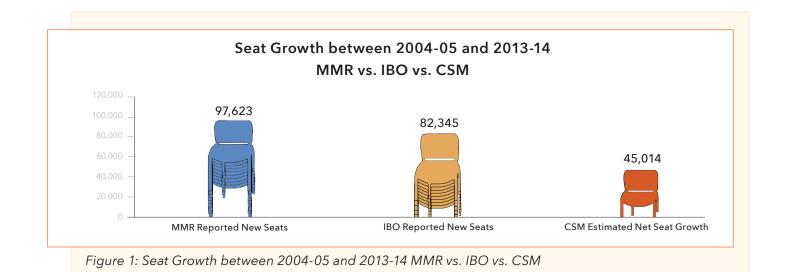
In 2013, the capacities of all TCUs (in elementary, middle, and high schools) were eliminated completely, in both the Target and Historic formula. This change was explained in the "What's New" section of Book Two of the 2013-14 Blue Book:

"The 2013-2014 Enrollment, Capacity and Utilization Report no longer reports capacity for the TCUs. Instead, only the enrollment of a TCU site will be listed if available. The main building utilization will reflect not only the number of students in the main building but also those who attend class in the TCUs. Capacity of the TCU's is not calculated. However, mini buildings and annexes are still listed separately."

This change– the elimination of TCU capacity from the historic capacity of school buildings–accounts for about 11,217 of the seats apparently lost between 2004 and 2013. About 8,175 of these seats were contained in elementary and middle school TCUs that still existed, but no longer reported capacity separately. The other 3,042 seats were in high school TCUs whose capacities were no longer counted as part of the main building.<sup>17</sup> Taking into account the fact that these TCUs remained in place in 2013-2014, we estimate the actual seat loss to be 72,832 and the net seat gain at **45,014** seats.

The comparison between the total new seats as reported in the MMR, the IBO and our own calculations from the Blue book totals between 2004-05 to 2013-14 can be seen in the following chart on page 8:

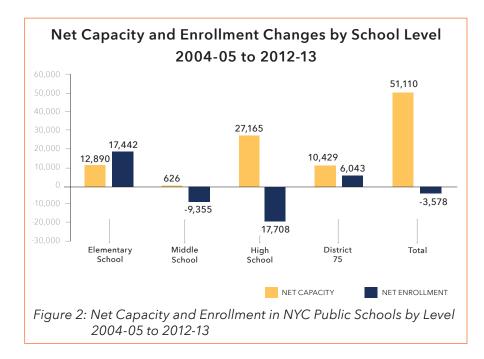
<sup>&</sup>lt;sup>17</sup> Since high school TCU capacities were never listed separately in the Blue Book, we estimated this number by calculating the total capacity of all TCUs assigned to high schools in 2013-14, using the NYC Department of Education's 2014 Report on Temporary and Non-Standardized Classrooms, pursuant to the requirements of Local Law 122 of 2005.



#### **Distribution of Seat Losses and Gains**

As we discussed in the introduction of this report, the central mystery is how, despite an alleged gain of 100,000 seats in the past decade and an overall decrease in enrollment over the same decade, school overcrowding has persisted and even worsened in some areas. We have partially explained this phenomenon by accounting for seat loss, which brings the net seat gain down to 45,014. However, this increase should still have led to a significant reduction in overcrowding.

Further analysis of the data suggests two factors that may explain this discrepancy: uneven distribution of seats, 1) geographically and 2) by grade level.



#### **Capacity Changes by School Level**

When we analyze capacity losses and gains by school level, and compare these to enrollment changes, we find that while there has been an overall improvement in the ratio between capacity and enrollment, this has not been the case for elementary schools. As shown in the chart above, between 2004-05 and 2012-13, elementary school buildings had a capacity increase of 12,890 seats.<sup>18</sup>

However, elementary school enrollment *increased by 17,442 students* over this same period, leading to a significant increase in the number of elementary school buildings at or above 100 percent utilization.<sup>19</sup>

<sup>&</sup>lt;sup>18</sup> While we would have liked to look at the data for the same decade between 2004-05 and 2013-14 as we did in the rest of our analysis to maintain consistency, we were unable to do so because D75 (special education) and D78 (high school) schools were not disaggregated in the 2013-14 Blue Book, as they had been in every year prior.

<sup>&</sup>lt;sup>19</sup> We categorized K-8 schools as elementary schools as 6-12 schools as high schools for these calculations.

As shown in the chart below, the number of over-utilized elementary school buildings increased from 264 in the 2004-05 school year to 309 in 2012-13, putting an additional 40,933 students in overcrowded schools, according to the historic formula. This increase in overcrowding in elementary schools would become even more pronounced if we were to use target utilization, since the target formula decreased the assumed class size from 32 students per class in grades 4 and 5, to 28 students over time.

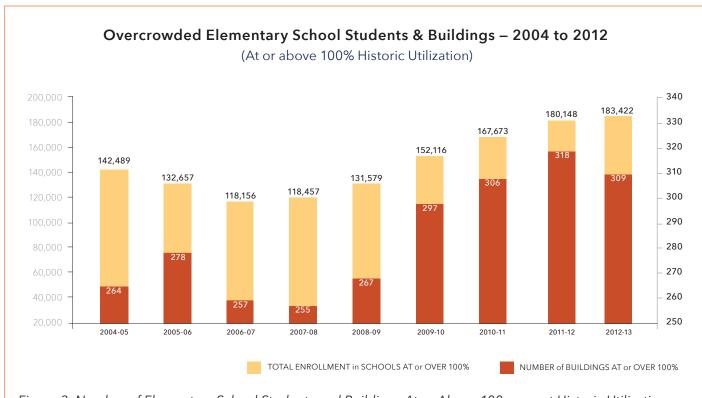
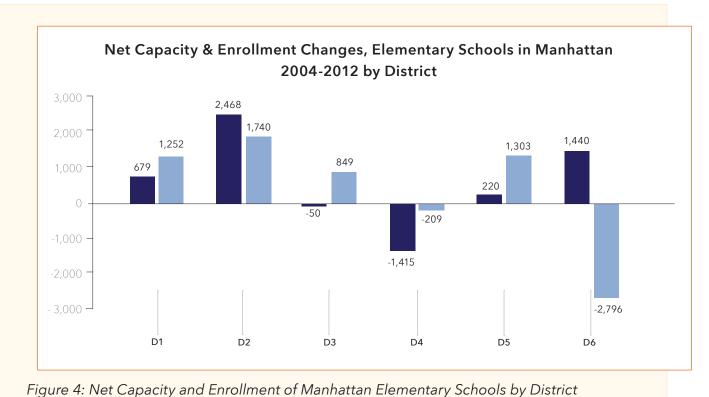


Figure 3: Number of Elementary School Students and Buildings At or Above 100 percent Historic Utilization between 2004 and 2012

#### In which districts was elementary school capacity lost or gained?

Overcrowding also varies geographically. The following charts show net seat capacity and enrollment between 2004-05 and 2012-13 for elementary school buildings, broken down by district. These charts show that in fully half of all districts, elementary school buildings **lost total capacity** between 2004-05 and 2012-13. Brooklyn and the Bronx had the highest proportion of districts with elementary school building seat loss, with over half the districts in Brooklyn and two-thirds in the Bronx losing net capacity.

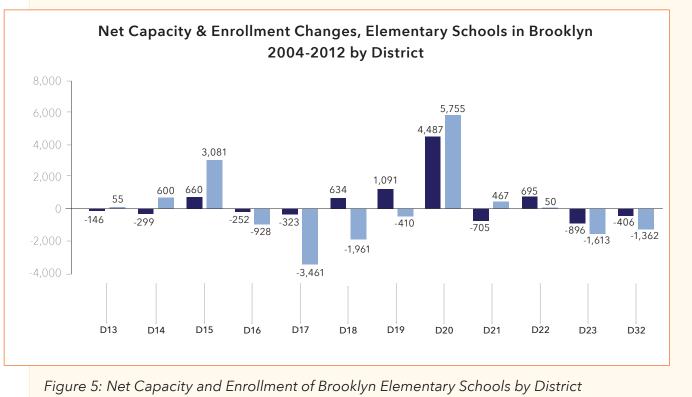
Additionally, in seven districts, increases in enrollment outgrew the increases in capacity. Of the 19 districts that experienced a growth in the number of elementary school students, in only three districts did net capacity exceed this growth: Districts 2, 11, and 22.



2004-05 to 2012-13

NET CAPACITY

NET ENROLLMENT



2004-05 to 2012-13

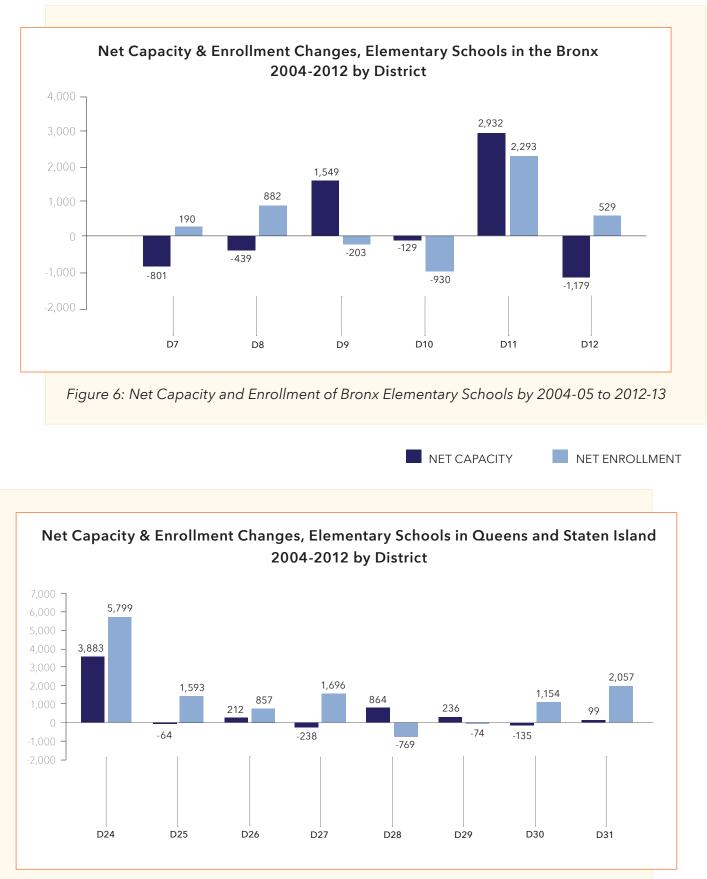


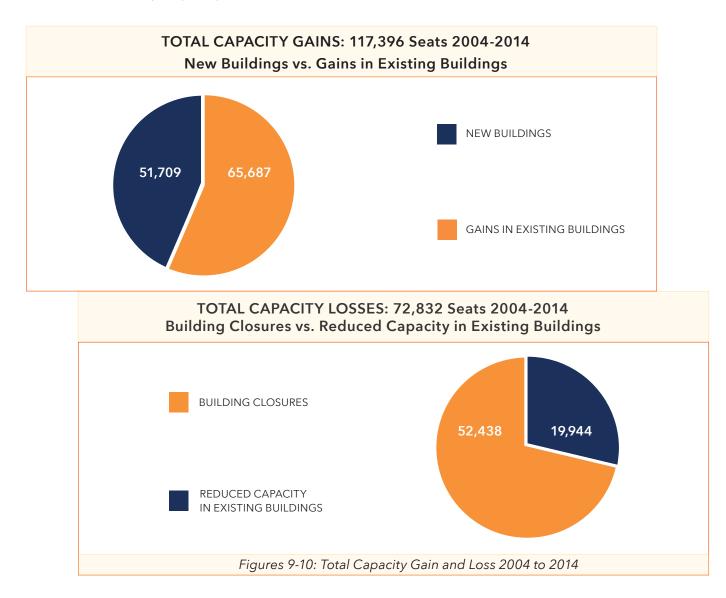
Figure 7: Net Capacity & Enrollment of Queens and Staten Island Elementary Schools by District 2004-05 to 2012-13

#### **Explaining Changes in Capacity in Existing Buildings**

Of the 117,396 seats gained, we estimate that 65,687 of these were due to new school buildings built or leased (including annexes) and the remaining 51,709 seats were due to capacity gains in pre-existing buildings.

Of the 72,832 seats lost, approximately 19,944 were due to building closures and the remaining 52,438 were due to capacity loss in pre-existing buildings. We asked the School Construction Authority if they could help us explain the large number of seats lost and gained in existing buildings. This was their response:

"Many factors could lead to changes in capacity, including but not limited to: School changes how they use space. For example, a classroom used as a 2nd grade classroom carries different capacity compared to one used by 4th grade. Room size change might result in different capacity. For example, a Kindergarten classroom with 700 square feet carries a capacity of 20 while a Kindergarten classroom with 650 square feet carries a capacity of 18. The number and the level of the school organizations being placed in a building might also result in different capacity. As you know, there are different formulas for each school level."



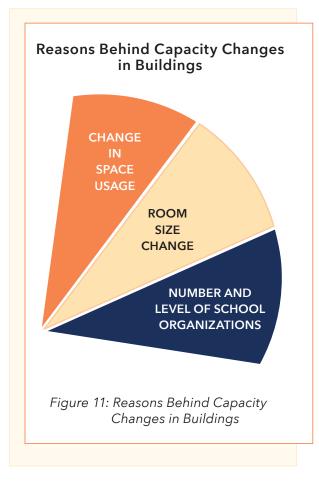
<sup>20</sup> Building closure lists can be found in Appendix A.

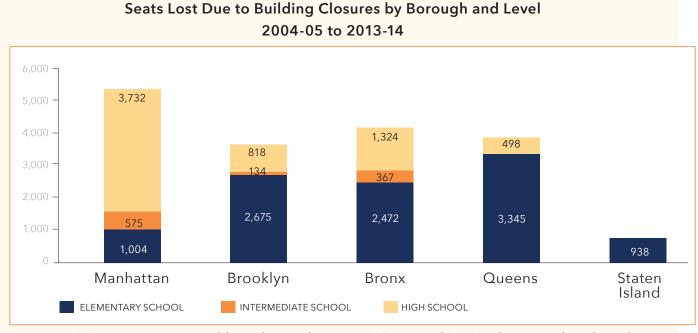
<sup>&</sup>lt;sup>21</sup> Email from Lorraine Grillo, President of the School Construction Authority to Leonie Haimson, July 29, 2016.

This explanation suggests that the increased number of co-locations may be responsible for a portion of the observed seat loss over the past decade. Because co-located schools often convert classroom space into administrative, counseling, specialty and cluster rooms, the result can sometimes be an overall decrease in the building's capacity. On the other hand, overcrowding sometimes causes conversions of art, music and science rooms or even libraries or other specialty spaces to regular classrooms, which can also lead to a reported increase in capacity.<sup>22</sup> In any case, the 51,709 seats gained by classroom conversions nearly balances out the 52,438 seats lost, so this phenomenon did not affect the net figure very much.

# Where was the most capacity lost through building closures?

Appendix A contains a list of buildings closed by district, including annexes and TCUs. The following chart shows that the most seats were lost through building closures in Manhattan – mostly in high school buildings. Bronx, Brooklyn and Queens had the highest losses in elementary school buildings, with around 2,500 seats lost in Brooklyn and the Bronx, and nearly 3,500 lost in Queens.



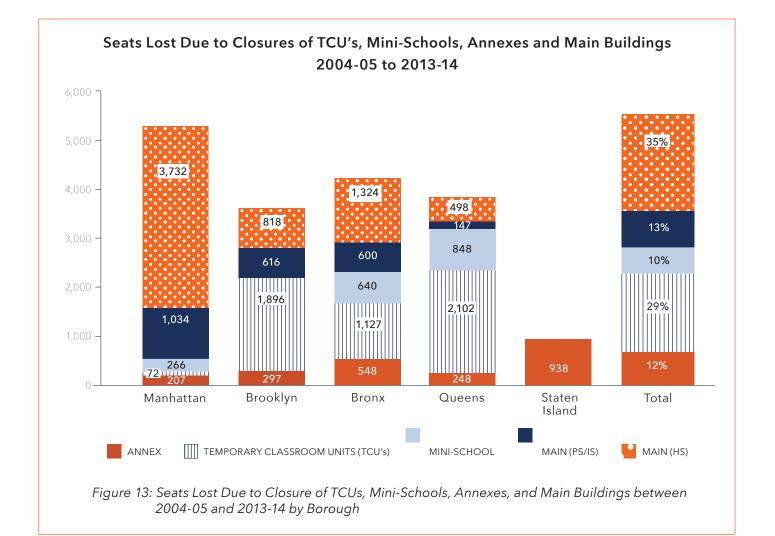


#### Figures 12: Seats Lost Due to Building Closures between 2004-05 and 2013-14 by Borough and Level

<sup>22</sup> For more on this issue, see Haimson et.al, Space Crunch in NYC Public Schools, June 2014, pp.31-32 at http://tinyurl.com/m632rg6

Among elementary and middle schools, many of the buildings closed were TCUs, with a little fewer than half the seats lost through elementary and middle school building closures attributed to removal of TCUs. The rest of the seat loss among elementary and middle schools was split about evenly between the closure of minischools, annexes, and main buildings.

All the high school seat loss represented in the chart on the previous page was from main building closures, as high school TCUs are not listed with separate capacities in the Blue Book. Quite often, the high schools moved elsewhere, but the DOE counted the seats added in the new buildings in their calculations without subtracting the seats lost when the original buildings closed. The following chart shows seat loss due to closures by building type and borough.

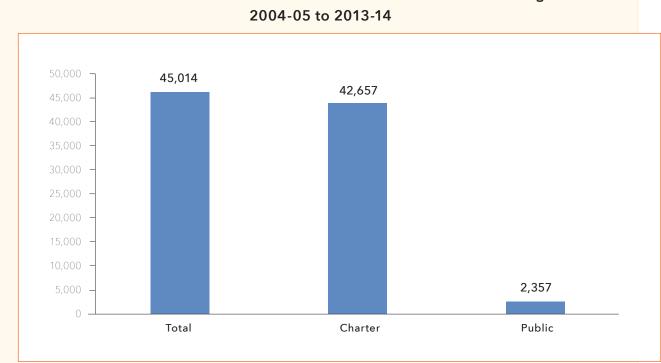


23 For school year 2013-14, we added an additional 11,217 seats to the total capacity to account for TCU capacities no longer reported in the Blue Book. 3,042 of these seats represent the total HS TCU capacity in 2013-14, taken from the DOE's TCU report. The remaining 8,175 seats represent middle and elementary TCU capacity in 2013-14. We calculated this by compiling a list of all PS and IS TCUs that no longer reported capacity in 2013-14 and estimating their total capacity using the 2004-05 capacity figures associated with each TCU. As in the rest of the report, all figures are based on historical capacity numbers.

#### **Charter School vs. Public School Net Capacity Gains**

Since 2003, there has been a sharp increase in the number of charter schools and students housed in NYC public school buildings. According to the Blue Book, in 2004-05, the total seat capacity of charter schools in these buildings was 3,658. By 2013-14, this number had jumped to 46,315, an increase of 42,657 seats. Given that the total increase in public school seats was a net 45,014 over this period, this means that charter schools received the vast majority of the net new seats over the past decade, with only 2,357 seats- or only about 5 percent of the total- added to the capacity of district public schools on balance.<sup>23</sup>

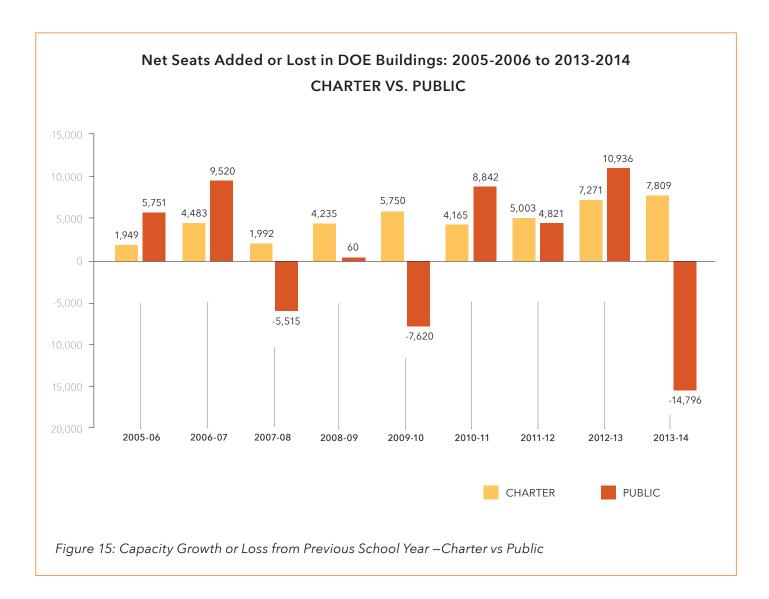
To be clear, for the most part, these additional charter school seats were not created in newly constructed buildings, but in other buildings which the DOE considered underutilized.



Net Seats Added in Charter and Public Schools in DOE Buildings

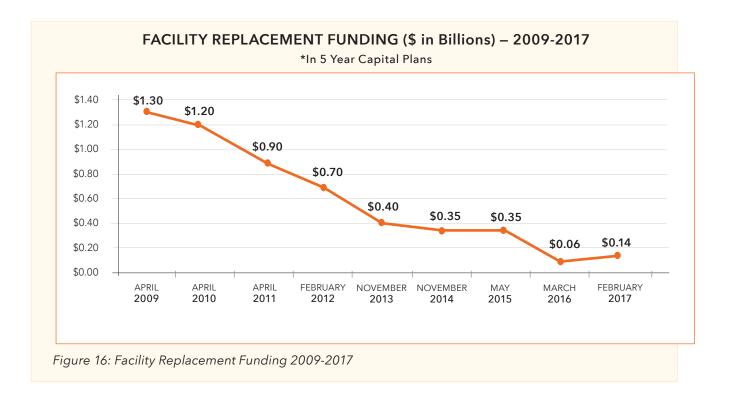
Figure 14: Net Seats Added in Charter & Public Schools between 2004-05 and 2013-14

The following chart shows the net seat gain for charter and public schools by year. As the chart illustrates, in four of nine years, public schools actually lost seats, while charter schools had consistent gains. Public schools suffered an especially significant loss between 2012-13 and 2013-14, losing a net of nearly 15,000 seats over that period. (This loss does not include the roughly 11,000 seats in TCUs that were no longer reported in the Blue Book in 2013-14).



#### Why is the Issue of Seat Loss of Current Importance?

The capital plan does not lay out a particular protocol for unexpected seat loss, but does commit funds for restoring space through the Facility Replacement Program, used primarily to replace seats lost through lapsed leases. The amount allocated for this program has sharply declined from \$1.3 billion in April 2009 to only \$62 million in the March 2016 plan, and then raised slightly to \$142 million in February 2017.



In the March 2016 plan, the DOE explained:

"While this amount is less than the allocation made in the 2015 Adopted Amendment, the Facility Replacement Program will be closely monitored for any sites that may require the identification of replacement seats. As sites are identified, the locations will be included in the Capital Plan. The seats will be provided through new construction or alternative leasing opportunities, similar to new capacity. Projects identified as part of this program are provided in the appendices."

A total of \$142 million in the plan would be sufficient to replace only about 1420 seats over five years, or 284 seats per year, if one assumes an average cost of \$100,000 per seat– though nowhere can we find the average cost of leased seats reported, as opposed to seats in buildings owned by DOE. In any case, we have found that over the ten-year period from 2004-05 to 2013-14, an average of nearly 2,000 seats were lost per year, a factor about seven times higher.<sup>24</sup>

<sup>&</sup>lt;sup>24</sup> This average is based on seats lost due to building closures, as capacity loss due to changes within existing buildings is roughly balanced by gains within buildings. We have assumed that the cost of replacement seats is roughly similar to the cost of new seats, as the DOE does not report their cost separately in the capital plan or elsewhere, to our knowledge.

#### Lost Seats through the Elimination of TCUs

Another reason the issue of seat loss is particularly relevant now is the DOE's aggressive plan to remove TCUs, or transportable classroom units. In every capital plan put forward since 2004, the stated goal has been to create enough new seats to remove the need for TCUs, the most visible and external evidence of school overcrowding. Yet insufficient funding and effort had been allocated to alleviating overcrowding which would allow for the removal of TCUs over the last decade. As such, nearly the same number of TCUs remained in 2012-2013 (352) as eight years earlier (386).<sup>25</sup>

In the current five-year plan, first adopted in June 2014, a more aggressive removal plan was introduced, with \$405 million currently dedicated to physically eliminating the TCUs and reconditioning the school yards on which they sit. However, no funding has been allocated to replace the seats that will be lost. Yet DOE officials recognized the importance of building new seats to replace this loss in a report released in June 2016: "The DOE's commitment to remove Temporary Classroom Units (TCUs) impacts the need for seats and creates an additional sense of urgency in identifying potentially available capacity."<sup>26</sup>

According to the School Construction Authority TCU report, there were 278 TCUs with a capacity of 8,573 seats as of the 2015- 2016 school year. The report lists 121 TCUs with a removal plan, with a capacity of about 2000 seats at elementary and middle schools. The TCUs slated to be removed from high schools have a capacity of about 1,050 seats. Thus a total of more than 3,000 seats are due to be eliminated because of TCU removal.<sup>27</sup>

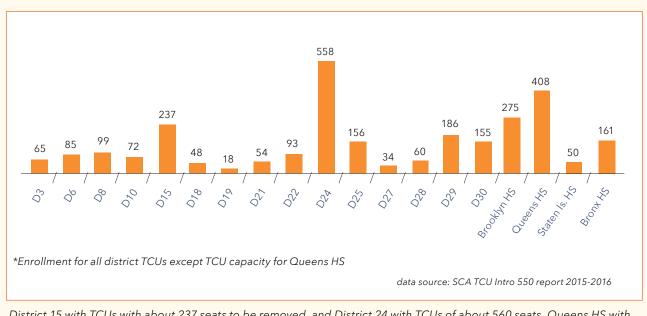
Many of the schools and districts where TCUs are to be removed are already extremely overcrowded and their enrollment is projected to increase over the next five to ten years—including District 15 in Brooklyn, District 24 in Queens and Queens high schools throughout the borough. In the absence of any viable plan to replace these classrooms, removing these TCUs may merely worsen overcrowding in many districts, while pushing its evidence indoors and making it less visible.

The chart on the following page shows in which districts the TCUs are slated to be removed, along with the number of students they held as of 2015-2016 school year:

<sup>&</sup>lt;sup>25</sup> Haimson et.al. June 2014. "Space Crunch" pp. 18.

<sup>&</sup>lt;sup>26</sup> NYC DOE. June 1, 2016. "Space Overutilization in NYC Public Schools: Report on the 2014-2015 School Year."

<sup>2/</sup> NYC School Construction Authority. September 2015. "Intro 550 TCU report 2015-2016 school year," Parts 1 and 2. These figures are only estimates as there is conflicting and missing data for the capacity of TCUs, whether in the Blue Book and/or Part I and Part II of the TCU reports.



#### Temporary Classroom Units (TCUs) with a DOE Removal Plan – Enrollment by District\*

District 15 with TCUs with about 237 seats to be removed, and District 24 with TCUs of about 560 seats, Queens HS with capacity of about 400 seats.

Figure 17: Seat Loss from Planned TCU Removal

Take the example of District 24 in Queens, one of the most overcrowded school districts in New York City. As of the 2015-2016 school year, the district's elementary schools had an average utilization level of 125 percent. The February 2017 capital plan estimates the district has a need for seats of about 9,400 seats, with only about half of those seats funded. Yet the DOE's TCU removal plan will eliminate about 623 more seats in D24.

Queens high schools are vastly overcrowded, averaging 108 percent utilization, and are predicted to see even higher enrollment and overcrowding in the future, with less than half of the seats needed actually funded. Meanwhile, the DOE plans to remove TCUs from Queens high school with a capacity of more than 400 seats. Since the DOE's methodology for estimating the need for seats is non-transparent, it is unclear if they have taken into account the removal of these TCUs in their projections.

The ultimate goal of the School Construction Authority is to remove all the TCUs, meaning the loss of more than 8,000 seats citywide.<sup>28</sup> Whether or not this goal is ultimately achieved, without a plan and sufficient funding to replace the classrooms they represent, TCU elimination could contribute to even worse overcrowding.

<sup>28</sup> NYC SCA. February 2017. "FY 2015-2019 Proposed Five Year Capital Plan Amendment" p. 34.

## Lost Capacity Through Changes in Utilization: Projected Overcrowding in Brooklyn High Schools

As we have seen, the loss of seats can also occur through utilization changes, including co-locations and charter school expansions. It can also result from school phase-outs and grade truncations. According to the NYC Department of City Planning, all these factors will contribute to a sharp loss of Brooklyn high school seats over the next ten to fifteen years.

The Environmental Impact Statement (EIS) for the East New York Rezoning Proposal issued by City Planning in February 2016 estimated the effect of the first of many rezonings proposed by the Mayor in order to expand the number of affordable and market rate housing units across the city. One section of the EIS analyzed the impact of the rezoning on East New York public schools, projecting a substantial increase in the number of elementary, middle and high school students by 2021. With the rezoning, the EIS predicted an additional 3,569 students over what would otherwise be expected, with approximately 1,882 more elementary school students, 778 middle school students, and 909 high school students; most which lie within District 19.<sup>29</sup>

The EIS also projected a significant loss of seats, especially in high schools, over the borough as a whole.<sup>30</sup> They estimate that "as a result of multiple approved school co-locations, phase-outs, charter school expansions, and grade truncations," Brooklyn high schools would see a net reduction of 7,812 seats by 2030. This seat loss alone would lead to serious overcrowding in Brooklyn high schools, as the report explains:

"In the 2030 future, without the Proposed Actions, Brooklyn high schools are expected to operate over capacity as a result of anticipates increases in high school enrollment and decreased in capacity. As summarized in Table 4-9, Brooklyn high schools are expected to operate with a utilization rate of 107.9 percent and a short fall of 6,921 seats in the No-Action condition."

This would represent a significant increase in the borough's high school utilization rate. Brooklyn high school 2014-15 school year target utilization rate on average was **88.1 percent**, with no borough level seat deficit – and no additional high school planned for the borough. With the proposed East New York rezoning, an additional **909** high school students would be enrolled in the borough, according to the EIS, mostly in District 19. This would increase the Brooklyn high school overcrowding even further to **109 percent**. Yet according to current zoning rules, because an increase of only one percent utilization is not considered significant, Brooklyn does not qualify for consideration to build another high school as a result of the rezoning.<sup>31</sup> A five percent increase in overcrowding is required to even to contemplate the need for a new school, according to NYC city planning guidelines, and no new high schools in Brooklyn are included in the capital plan – perhaps because seat loss is not also taken into account when the DOE calculates the need for new capacity.<sup>32</sup>

<sup>&</sup>lt;sup>29</sup> City Planning Commission, City of New York. February 12, 2016. "East New York Rezoning Proposal: Final Environmental Impact Statement (FEIS)." Chapter 4 Community Facilities and Services: http://www1.nyc.gov/assets/planning/download/pdf/applicants/env-review/east-new-york/04\_feis.pdf The City Planning Commission used enrollment projections by the Grier Partnership at http://www.nycsca.org/Community/Capital-Plan-Reports-Data#Demographic-Projection-68 to project enrollment for the year 2030.

<sup>&</sup>lt;sup>30</sup> City Planning Commission, City of New York. "East New York Rezoning Proposal: Final Environmental Impact Statement (FEIS)." February 12, 2016. Chapter 4 -Community Facilities and Services: http://www1.nyc.gov/assets/planning/download/pdf/applicants/env-review/east-new-york/04\_feis.pdf

<sup>&</sup>lt;sup>31</sup> See Page 4-2 of the Environmental Impact Statement for East New York Rezoning Proposal.

<sup>&</sup>lt;sup>32</sup> Despite communicating with City Planning to try to understand their projections for loss of Brooklyn high school seats by analyzing Educational Impact statements, we were largely unable to replicate them.

#### Lost Leases: The Annex of P.S. 24 in the Bronx

Yet another common cause of seat loss is lapsed leases. In the five-year capital plan adopted in June 2015, the DOE writes:

"Our leasing program has been extremely successful in identifying sites for new school build-outs in districts where finding new school construction sites has been extraordinarily difficult. However, leases do eventually expire and, despite our policy to offer market rate lease renewals for all leases that are in satisfactory condition and for which we need the capacity, some landlords choose to terminate our leases. In these instances, or when we determine that a site with an expiring lease is in unsatisfactory condition, we will have to pursue a replacement site. The replacement site could be either another lease or a newly constructed building, depending on what real estate is available."<sup>33</sup>

A recent example of a lapsed lease resulted in the loss of the annex for PS 24 in the Riverdale section of the Bronx. P.S. 24 is an extremely overcrowded elementary school in District 10. According to the Blue Book, during the 2014-15 school year, the main building of P.S. 24 had a capacity of 609 seats, with an enrollment of 758 students, resulting in a utilization rate of 124 percent. The annex had a separate capacity of 191 seats and an enrollment of 219, with a target utilization rate of 115 percent. Together the complex had a utilization rate of 122 percent.<sup>34</sup>

At a Parent Association meeting on October 21, 2015, parents at P.S. 24 learned that despite the school's overcrowded conditions, the lease of the annex had not been renewed by DOE. Jeffrey Moerdler, the President of The Whitehall Co-op, which owned the building in which the annex was located, informed parents that the lease had already expired in June 2015. He explained that SCA officials had asked to renew the lease at a lower rent than before and had ignored Whitehall's subsequent attempts to negotiate it at market rate.<sup>35</sup> Instead, the Co-op board had rented the space to a private pre-K program called Bright Horizons starting in the fall of 2016. An eviction notice had already been served, demanding that P.S. 24 to vacate the premise as soon as possible.<sup>36</sup> As reported in *The Riverdale Press:* 

"Over the summer, Whitehall filed an eviction notice in Bronx Supreme Court in order to kick the students out by fall 2016– or sooner, if the DOE does not agree to a lease for the rest of the school year."

This news caused P.S. 24 parents much alarm, especially since then-District 10 Superintendent Melodie Mashel and Bronx Director of the Office of Space Planning, Ron Cacciopoli, had just told them at the same October meeting that the lease renewal was still being negotiated.<sup>37</sup>

<sup>&</sup>lt;sup>33</sup> NYC DOE. May 2015 Five-Year Capital Plan - Proposed May 2015, p. 25 at: http://www.nycsca.org/Community/Capital-Plan-Reports-Data#Capital-Plan-67

<sup>&</sup>lt;sup>34</sup> NYC DOE, "2014-2015 Enrollment, Capacity and Utilization Report:" http://www.nycsca.org/Community/CapitalPlanManagementReportsData/Enrollment/2014-2015BlueBook.pdf

<sup>&</sup>lt;sup>35</sup> P.S. 24 Parents Association, Minutes of October 21, 2015 meeting.

<sup>&</sup>lt;sup>36</sup> Fussell, Adrian. October 29, 2015. "Lost Lease Leaves PS 24 Students in limbo." *The Riverdale Press*. http://riverdalepress.com/stories/Lost-lease-leaves-PS-24-students-in-limbo,58358 Angell, Isabel. November 4, 2015. "P.S. 24 principal retires as crowding crisis continues." *The Riverdale Press*. http://riverdalepress.com/stories/PS-24-principal-retires-as-crowding-crisis-continues,58437

<sup>&</sup>lt;sup>37</sup> Heisler, Robert and Laura Moukas. Personal Interview. June 15, 2016.

Ultimately, the SCA was able to arrange a deal to avoid immediate eviction and to allow the school to occupy the space until the end of the current school year, by paying an unspecified sum to cover costs through July 15, 2016, as well as amounts owed since the lease had lapsed the previous summer. But the school would still be required to give up the annex by the end of the school year.<sup>38</sup>

In an interview in June 2016, PA Co-President Robert Heisler recounted the anxiety parents had felt at this news: "It became extremely dicey at a certain point about whether or not our kids would be put into the streets in the middle of the year. We didn't know." <sup>39</sup> In any case, the school was faced with the potential of having to accommodate over 200 students in main building of P.S. 24 by the fall of 2016.

At a P.S. 24 Parent Association meeting on December 16, 2015, PA co-presidents Robert Heisler and Laura Moukas reported that they had assisted the SCA with looking for new sites to lease, but had not found a building large enough to replace the P.S 24 annex. Because of this, the SCA had presented them with three different options, and after much consideration, the PA approved the third: to convert space in the building into three new classrooms and to utilize two rooms in the neighboring school, David A. Stein Riverdale/ Kingsbridge Academy (M.S/H.S. 141 RKA, or RKA 141).<sup>40</sup> Yet when Heisler and Moukas learned that the RKA 141 community opposed the co-location and that the RKA 141 school building was already overcrowded, they quickly abandoned the co-location option.

In January 2016, the official strategy was announced: P.S. 24 would take space from an existing "cold lunch" cafeteria to build two new classrooms– losing a small planetarium that years ago had been installed within that space– as well as convert three other adjacent spaces used for support services into classrooms.

School overcrowding in District 10 has existed for decades, especially in the poorer areas. A 1987 article in the *New York Times* described how while schools in the northern part of the district "house the number of students they were intended to handle, the southern schools operate at an average of 140 percent of capacity." <sup>41</sup> In his book, *Savage Inequalities: Children in America's Schools*, Jonathan Kozol described how all elementary schools in District 10 had once been provided with planetariums, but few had been able to retain them because of increased overcrowding in the 1980's.<sup>42</sup>

Though Kozol described P.S. 24 as the exception to the rule, with less overcrowding and smaller classes than schools in the rest of the district, class sizes had now grown to 28 and 29 students. In addition, according to parents, the school had lost its dedicated computer and music rooms, and its library had been replaced with a "media room" with computers but few books.

The chart on the following page shows how P.S. 24's enrollment has risen by nearly 50 percent between 2007 and 2016.<sup>43</sup>

<sup>&</sup>lt;sup>38</sup> Earlier, Moerdler had asked the city to pay \$30 per square foot per month, the rate that Bright Horizons day care center subsequently agreed to pay. Angell, Isabel. January 27, 2016. "Deal avoids eviction for P.S. 24 students, source says." *The Riverdale Press*. http://riverdalepress.com/stories/deal-avoids-eviction-ps-24-students,59039

<sup>&</sup>lt;sup>39</sup> Heisler and Moukas. Personal Interview. June 15, 2016.

<sup>&</sup>lt;sup>40</sup> P.S. 24 Parent Association, Minutes of December 16, 2015 meeting. And: Heisler and Moukas. Personal Interview. June 15, 2016.

<sup>&</sup>lt;sup>41</sup> Chavez, Lydia. July 2, 1987. "Two Bronx Schools: Study in Inequality," *NY Times*.

<sup>&</sup>lt;sup>42</sup> Kozol, Jonathan. 1991. *Savage Inequalities: Children in America's Schools*. p. 94.

<sup>&</sup>lt;sup>43</sup> For P.S. 24 enrollment, we used Blue Book data for 2007-08 through 2014-15. For 2015-2016, we consulted enrollment data from the NYC School Survey on the PS 24 portal, and for 2016-17, enrollment listed on the DOE's website as of September 21, 2016.

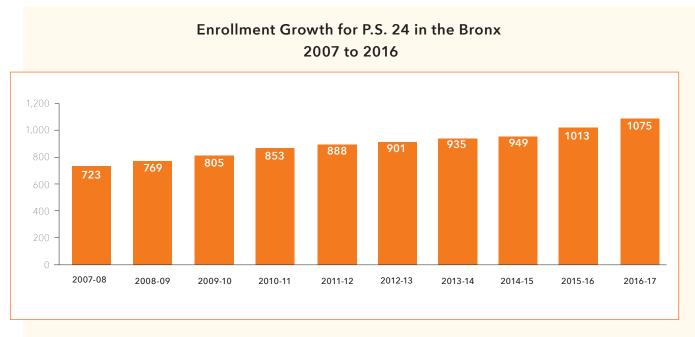


Figure 18: Enrollment at P.S. 24 in the Bronx 2007-2008 to 2016-2017

And the population continues to increase. In March 2017, it was reported that there were 58 zoned students on the wait list for Kindergarten for the following year, although the DOE subsequently decided to accept these students by converting two additional spaces to new Kindergarten classrooms.<sup>44</sup>

Yet even as the population at PS 24 and adjacent schools has increased rapidly, the Capital Plan has allocated funding to build just 456 new seats in the sub-district every year since 2008, which the DOE has claimed in every plan would exactly fulfill all the neighborhood's need.<sup>45</sup> This is despite the fact that there is a deficit of at least 810 seats in the subdistrict, according to May 2017 capacity and enrollment data.<sup>46</sup>

It is hard to understand how despite Kindergarten waiting lists, increased overcrowding and enrollment in the sub-district and the projected loss of the P.S. 24 annex, the DOE estimated need for seats after nearly a decade of growth remains at only 456 seats in the current February 2017 Five Year Capital Plan.

Furthermore, it is unclear whether even these 456 seats promised will be built any time soon. None of those seats are in scope and design– meaning no sites had yet been identified as February 2017. "The last seat that was added to the Riverdale community was 1970," said Robert Heisler, exasperated. "That's 46 years ago, and some of those seats... were a part of the annex which is now closed. So we are going backwards."

<sup>&</sup>lt;sup>44</sup> Herndon, Lisa. March 15, 2017. "Faced with protest, PS 24 admits kids," Riverdale Press. http://riverdalepress.com/stories/faced-with-protest-ps-24-admits-kids,62029

<sup>&</sup>lt;sup>45</sup> NYC DOE, "FY 2015-2019 Proposed Five Year Capital Plan Amendment." January 2016, page 21: http://www.nycsca.org/Community/CapitalPlanManagementReportsData/CapPlan/01212016\_15\_19\_CapitalPlan.pdf

<sup>&</sup>lt;sup>6</sup> Seat need was calculated by the difference between total enrollment in May 2017 and target building capacity of schools reported in the 2015-2016 Blue Book for the following elementary schools in the sub-district called "Sputen Duyvil /Riverdale /Fieldston/North Riverdale" in the capital plan: P.S. 24, P.S. 81, P.S. 007, P.S/M.S. 37 and P.S. 207. Heisler and Moukas. Personal Interview. June 15, 2016.

#### Why is this analysis important for future planning?

Accounting for lost seats is not only important to help explain why so little progress has been made in overcrowding in NYC public schools, but also to demonstrate how any needs assessment must consider potential seat loss in the future. It is unclear if currently, DOE views projected seat loss in their estimate of necessary new space and funding allocations, and if so, how.

As we have seen, the growth in enrollment at PS 24 and then the lost lease does not seem to have had an impact on the DOE estimate of seats needed for its sub-district. There is also no evidence that there is a specific plan to add seats to any district and funding to make up for the loss of TCUs citywide. Without a more transparent needs analysis, it is impossible to determine whether and how DOE accounts for the loss of seats that occurs each year.

This issue must also be considered in the larger context of the overall inadequacy of the capital plan. Based on the Blue Book target utilization figures, more than 575,000 NYC students were crammed into overcrowded schools in in 2015-2016. According to DOE class size reports, in the fall of 2016, at least 300,000 students are sitting in classes of 30 or more.<sup>47</sup> And yet fewer than 50,000 new seats are funded in the five year capital plan.



47 The latest class size figures are posted here: http://schools.nyc.gov/AboutUs/schools/data/classsize/classsize.htm

In the February 2017 capital plan, only 49,200 new seats were only about 59 percent of the DOE's own estimate of about 83,000 seats needed. An even smaller percentage– less than one third– of the necessary seats were for schools that have been sited and are in the process of scope and design.

Of the 49,200 funded seats, 4,900 were in the "class size reduction" category added to the plan when Mayor de Blasio first took office in 2014. More than three years later, only three small projects in this category had been identified, or even specified as to borough or grade level.

Our estimate of the actual need for more capacity is considerably higher than the DOE's, including more than 100,000 seats based on enrollment projections, housing starts and existing overcrowding.<sup>48</sup> If Mayor de Blasio's push to create hundreds of thousands of new housing units is achieved, it is likely that NYC schools will fall even further behind in providing sufficient school space to prevent yet worse overcrowding. The city will be unable to reduce or even maintain class sizes, which are already too large to provide public school children with a quality education.

There clearly needs to be more funding in the capital plan, more transparency and a more efficient planning and siting process. School overcrowding already at critical levels in many communities will likely grow even more severe unless significant reforms are made to the way the DOE analyzes the need for new capacity, determines in which districts and at which grade levels schools will be built, identifies and acquires sites and funds their construction. All these steps should be taken before enrollment overtakes capacity, rather than decades later.

This explains why numerous parent and advocacy groups such as Class Size Matters and Make the Road by Walking, as well as many Community Education Councils, called for reforms to the school planning, siting and construction process.<sup>49</sup>

These improvements should include but not be limited to:

- 1) a transparent estimate of additional school space necessary to eliminate overcrowding and accommodate projected enrollment that accounts for seat loss;
- 2) measures to prevent seat loss whenever possible, and;
- 3) funding to fully replace any seat loss that does occur.

Moreover, whenever possible existing space or new space in school buildings should be reserved for district public school students rather than for charter co-locations, to accommodate current and projected enrollment growth and to reduce class size. This is especially important given that the vast majority of new seats since 2003 have gone to charter schools.

This failure to reduce class size prompted Class Size Matters, NYC Public Advocate Letitia James, the Alliance for Quality Education and nine NYC parents to file a legal complaint to the NY State Education Department in July 2017. <sup>50</sup> Further co-locations would prevent future efforts to reduce class size, and

<sup>&</sup>lt;sup>48</sup> See Haimson et.al., Space Crunch, p.1.

<sup>&</sup>lt;sup>49</sup> Haimson, Leonie and Javier Valdés. March 8, 2016. "Addressing NYC's School Overcrowding Crisis," Gotham Gazette. http://www.gothamgazette.com/index.php/opinion/6210-addressing-nycs-school-overcrowding-crisis

<sup>&</sup>lt;sup>50</sup> Khan, Yasmeen. July 6, 2017. "Parents Push NY to Enforce Smaller Class Size Law," WNYC. www.wnyc.org/story/parents-push-ny-enforce-law-smaller-class-sizes/ The full legal complaint is posted here: https://www.classsizematters.org/nyc-parents-file-complaint-to-enforce-law-to-reduce-class-size/

would subtract space necessary for a sound basic education, as a 2014 letter to the Mayor and the Chancellor from parent leaders, advocates, and civil rights attorneys pointed out as a letter from parent leaders and advocates to the DOE in 2014 pointed out.<sup>51</sup>

Instead, the NYC DOE should pay the state-mandated per student supplement to charter schools so they can lease their own space. The city should also aggressively advocate for the charter school law to be amended so that the cost of private space is covered by the state rather than the city, as the state authorizes the creation of new charter schools.

<sup>51</sup> Campaign for Educational Equity. November 13. 2014. "Coalition Calls for Co-Location Moratorium – Letter to Mayor de Blasio and Chancellor Fariña." https://educationalequityblog.org/2014/11/14/coalition-calls-for-co-location-moratorium-letter-to-mayor-de-blasio-and-chancellor-farina/

# **APPENDIX:**

School Buildings Closed By District between 2004-05 and 2013-14

Data sources: School Construction Authority Blue Books in the above years

#### Elementary and Middle Schools

DISTRICT	BUILDING ID	2004-05 HISTORICAL CAPACITY	LEVEL	BUILDING NAME	
2	M051	280	PS	P.S. 51 - MANHATTAN	
~	M059	318	PS	P.S. 59 (TANDEM A&D HS) - M	
	M233	207	PS	P.S. 132 ANNEX - MANHATTAN	
6	M856	127	PS	P.S. 210 - MANHATTAN	
	M921	72	PS	P.S. 5 TRANSPORTABLE - M	
8	X840	51	PS	P.S. 140 MINISCHOOL - BRONX	
	X924	68	PS	P.S. 64 TRANSPORTABLE - X	
9	X928	56	PS	P.S. 28 TRANSPORTABLE - X	
	X934	32	PS	P.S. 199 TRANSPORTABLE - X	
	X825	220	PS	P.S. 51 - BRONX	
	X837	141	PS	P.S. 23 AX (SAT. LEARNING CTR) - X	
	X844	47	PS	P.S. 95 ANNEX - BRONX	
10	X865	163	PS	P.S. 56 MINISCHOOL - BRONX	
	X894	196	PS	P.S. 94 MINISCHOOL - BRONX	
	X914	69	PS	P.S. 94 TRANSPORTABLE - X	
	X958	159	PS	P.S. 51 ANNEX - BRONX	
	X978	125	PS	P.S. 94 ANNEX - BRONX	
	X912	460	PS	P.S. 96 TRANSPORTABLE - X	
11	X913	199	PS	P.S. 106 TRANSPORTABLE - X	
	X937	243	PS	BX CHARTER SCHOOL FOR BETTER LEARNING - X	
12	X936	243	PS	P.S. 6 TRANSPORTABLE - X	
13	K133	406	PS	P.S. 133 - BROOKLYN	
14	K944	56	PS	P.S. 19 TRANSPORTABLE - K	
15	K231	96	PS	P.S. 231 - BROOKLYN	

- continued: Elementary and Middle Schools

DISTRICT	BUILDING ID	2004-05 HISTORICAL CAPACITY	LEVEL	BUILDING NAME	
16	K946	56	PS	P.S. 308 TRANSPORTABLE - K	
	K922	150	PS	P.S. 272 TRANSPORTABLE - K	
	K953	112	PS	P.S. 135 TRANSPORTABLE - K	
18	K972	189	PS	P.S. 208 TRANSPORTABLE - K	
	K973	56	PS	P.S. 219 TRANSPORTABLE - K	
	K980	189	PS	P.S. 235 TRANSPORTABLE - K	
	K981	56	PS	P.S. 268 TRANSPORTABLE - K	
	K886	71	PS	P.S. 108 ANNEX - BROOKLYN	
19	K897	226	PS	P.S. 65 ANNEX - BROOKLYN	
	K958	183	PS	P.S. 202 TRANSPORTABLE - K	
	K910	80	PS	P.S. 163 TRANSPORTABLE - K	
20	K954	64	PS	P.S. 170 TRANSPORTABLE - K	
	K785	121	PS	P.S. 215 TRANSPORTABLE- K	
21	K963	32	PS	P.S. 188 TRANSPORTABLE - K	
~-	K968	60	PS	P.S. 329 TRANSPORTABLE - K	
	K978	100	PS	P.S. 212 TRANSPORTABLE - K	
	K826	114	PS	P.S. 245 - BROOKLYN	
00	K919	112	PS	P.S. 207 TRANSPORTABLE - K	
22	K959	16	PS	P.S. 194 TRANSPORTABLE - K	
	K983	80	PS	P.S. 198 TRANSPORTABLE - K	
23	K967	50	PS	P.S. 183 TRANSPORTABLE - K	
	Q128	147	PS	P.S. 128 - QUEENS	
	Q802	214	PS	P.S. 102 MINISCHOOL - QUEENS	
24	Q813	218	PS	P.S. 13 MINISCHOOL - QUEENS	
	Q913	150	PS	P.S. 13 TRANSPORTABLE - Q	
	Q919	100	PS	P.S. 102 TRANSPORTABLE - Q	
25	Q952	91	PS	P.S. 29 TRANSPORTABLE - Q	
~ 0	Q967	64	PS	P.S. 193 TRANSPORTABLE - Q	

- continued: Elementary and Middle Schools

DISTRICT	BUILDING ID	2004-05 HISTORICAL CAPACITY	LEVEL	BUILDING NAME	
	K886	71	PS	P.S. 108 ANNEX - BROOKLYN	
27	K897	226	PS P.S. 65 A	P.S. 65 ANNEX - BROOKLYN	
	K958	183	PS	P.S. 202 TRANSPORTABLE - K	
	Q929	100	PS	P.S. 35 TRANSPORTABLE - Q	
	Q946	168	PS	P.S. 38 TRANSPORTABLE - Q	
	Q957	93	PS	P.S. 156 TRANSPORTABLE - Q	
28	Q960	92	PS	P.S. 52 TRANSPORTABLE - Q	
	Q977	77	PS	P.S. 34 TRANSPORTABLE - Q	
	Q982	106	PS	P.S. 15 TRANSPORTABLE - Q	
	Q992	100	PS	P.S. 176 TRANSPORTABLE - Q	
	Q996	104	PS	P.S. 132 TRANSPORTABLE - Q	
	Q929	100	PS	P.S. 35 TRANSPORTABLE - Q	
	Q946	168	PS	P.S. 38 TRANSPORTABLE - Q	
	Q957	93	PS	P.S. 156 TRANSPORTABLE - Q	
29	Q960	92	PS	P.S. 52 TRANSPORTABLE - Q	
	Q977	77	PS	P.S. 34 TRANSPORTABLE - Q	
	Q982	106	PS	P.S. 15 TRANSPORTABLE - Q	
	Q992	100	PS	P.S. 176 TRANSPORTABLE - Q	
	Q996	104	PS	P.S. 132 TRANSPORTABLE - Q	
	Q929	100	PS	P.S. 35 TRANSPORTABLE - Q	
30	Q946	168	PS	P.S. 38 TRANSPORTABLE - Q	
	Q957	93	PS	P.S. 156 TRANSPORTABLE - Q	
	R849	461	PS	P.S. 44 ANNEX - STATEN ISLAND	
31	R883	137	PS	P.S. 80 AX (PETR COMPL-BLDG K) - S.I.	
	R885	62	PS	P.S. 80 AX (PETR COMPL-BLDG D) - S.I.	
	R886	278	PS	P.S. 80 AX (PETR COMPL-BLDG C) - S.I.	
P.S. T	OTALS	10,434			

- continued: Middle Schools

DISTRICT	BUILDING ID	2004-05 HISTORICAL CAPACITY	LEVEL	BUILDING NAME	
2	M849	309	MS	BARUCH COLLEGE CAMPUS HS - M	
6	M852	266	MS	I.S. 52 MINISCHOOL #2 - M	
8	X814	154	MS	I.S. 269 - BRONX	
9	X956	61	MS	I.S. 232 TRANSPORTABLE - X	
	X957	76	MS	I.S. 117 TRANSPORTABLE - X	
10	X845	76	MS I.S. 45 ANNEX - BRONX		
19	K974	134	MS I.S. 302 TRANSPORTABLE - K		
I.S. T	OTALS	1,076			

# High Schools

BUILDING ID	2004-05 CAPACITY	BUILDING NAME	BOROUGH
X881	51	CAREER EDUCATION CENTER - X	BRONX
X829	128	PASSAGES ACADEMY (SUMMIT) - X	BRONX
X810	488	BRONX COMM. COLLEGE - BRONX	BRONX
X953	255	AUXILIARY SERVICES HS - BRONX	BRONX
X500	402	HOSTOS LINCOLN ACADEMY OF SCI HS-X	BRONX
K906	555	FREEDOM ACADEMY - K	BROOKLYN
K779	194	ALL CITY LEADERSHIP SCHOOL - K	BROOKLYN
K920	69	EL PUENTE ACAD FOR PEACE&JUSTICE-K	BROOKLYN
M630	1916	ART & DESIGN VOC HS (TNDEM M059)-M	MANHATTAN
M832	1195	LANDMARK/COAL SCL FOR SOC CHANGE-M	MANHATTAN
M897	133	UNITY HS - MANHATTAN	MANHATTAN
M826	488	GREGORIO LUPERON PREP. SCHOOL - M	MANHATTAN
Q898	150	IDA B. WELLS FAMILY CENTER - Q	QUEENS
Q892	174	AUXILIARY SERVICES HS - QUEENS	QUEENS
Q530	174	INTERNATIONAL HS (BLDG M @LAGUA)-Q	QUEENS
X458	402	PHOENIX ACADEMY HS - UPSTATE	UPSTATE
нѕ тс	DTALS	6,774	· ·

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#### **CLASS SIZE MATTERS**

124 Waverly Place New York, NY 10011 212-674-7320 info@classsizematters.org www.classsizematters.org

