

# School overcrowding, class size and the five-year capital plan

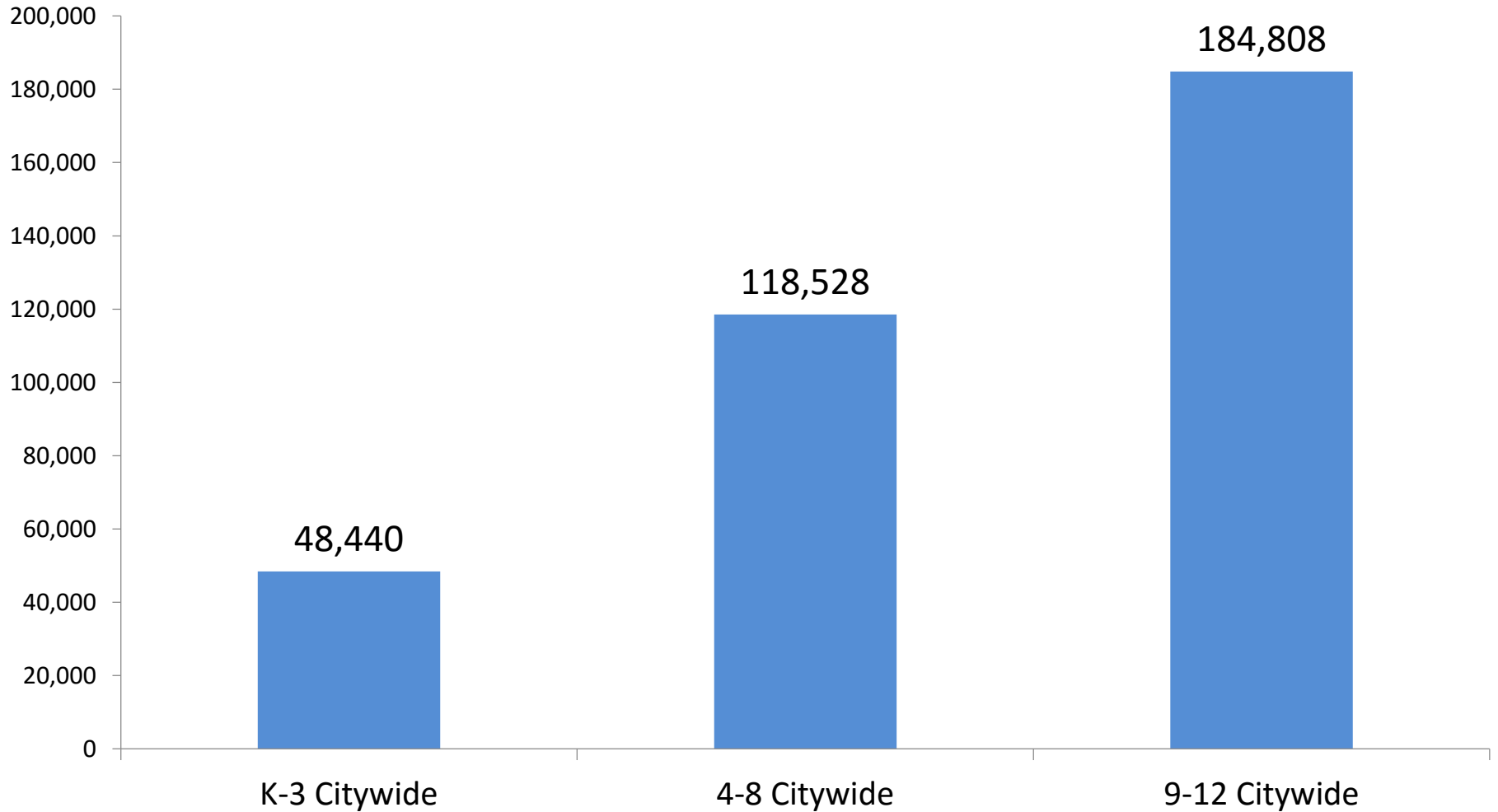
Leonie Haimson, Class Size Matters

Manhattan BP forum

March 8, 2016

# NYC K-12 Students in classes of 30 or more 2015-16 school year

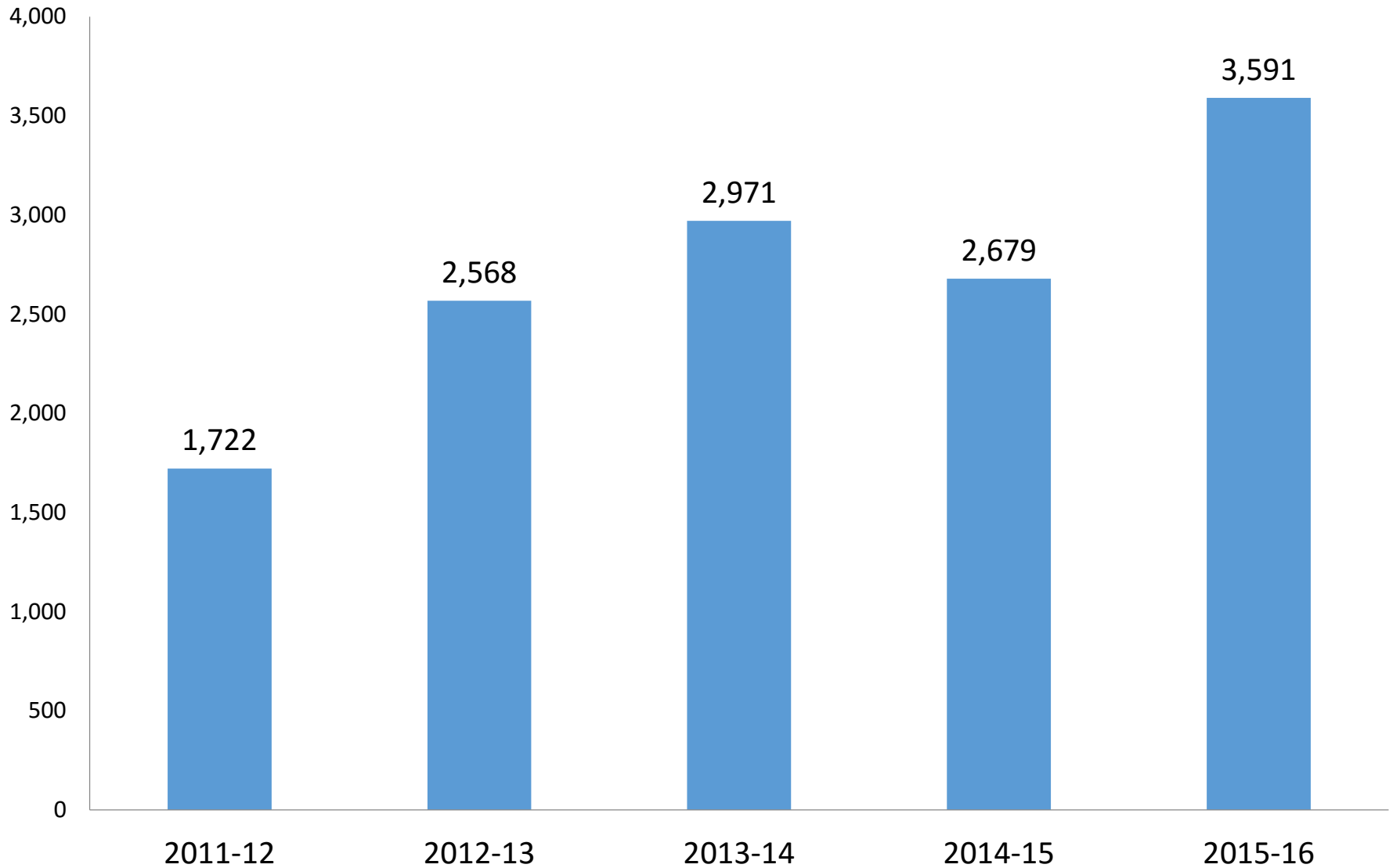
*Over 350,000 are in classes of 30 or more*



\*There are AT LEAST 184,808 high school students in a class of 30 or more. To avoid double counting students, only social studies classes of 30 or more were counted.

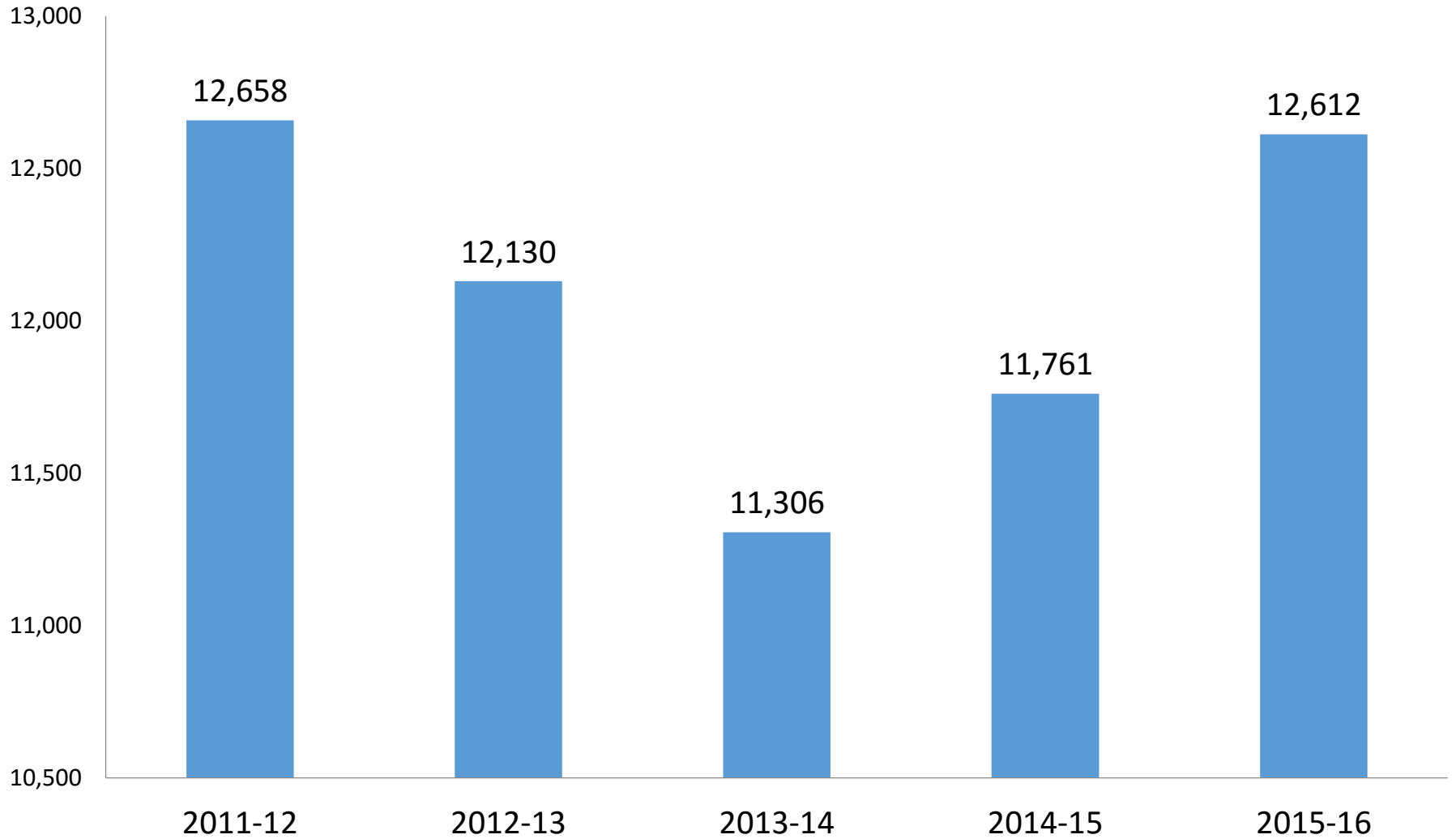
Data sources: DOE Class Size Reports Fall 2015, Distribution Summary

## Manhattan Trend of K-3 Students in classes of 30 or more



Data sources: DOE Class Size Reports 2011-Fall 2015, Borough Distribution Summary

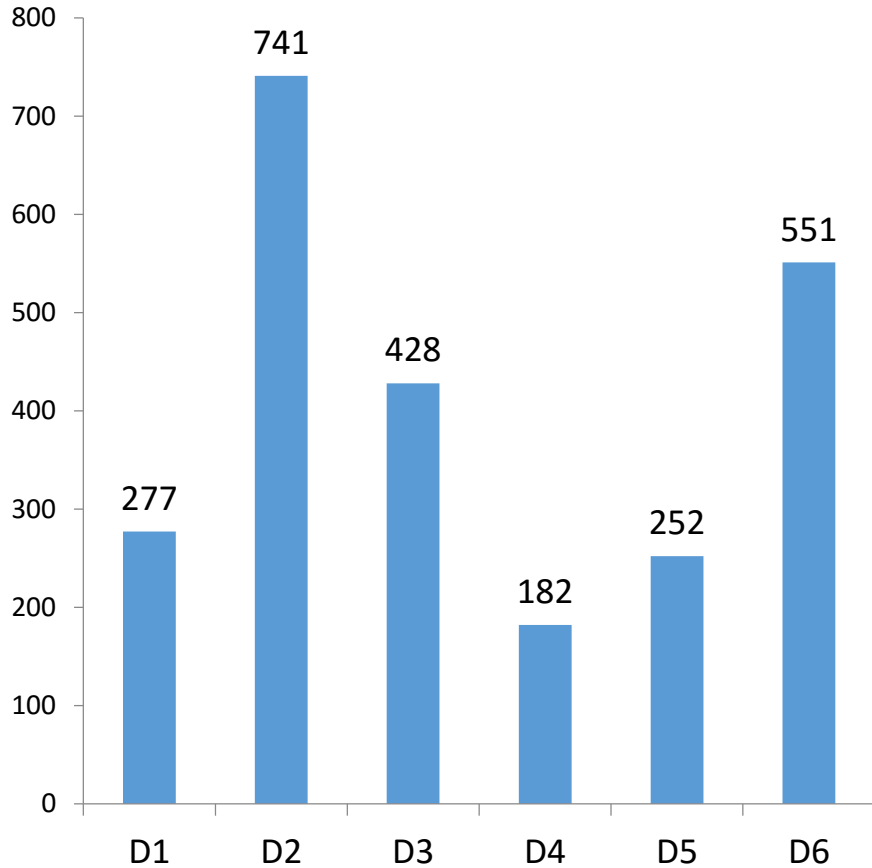
## Manhattan Trend of 4-8 Students in classes of 30 or more



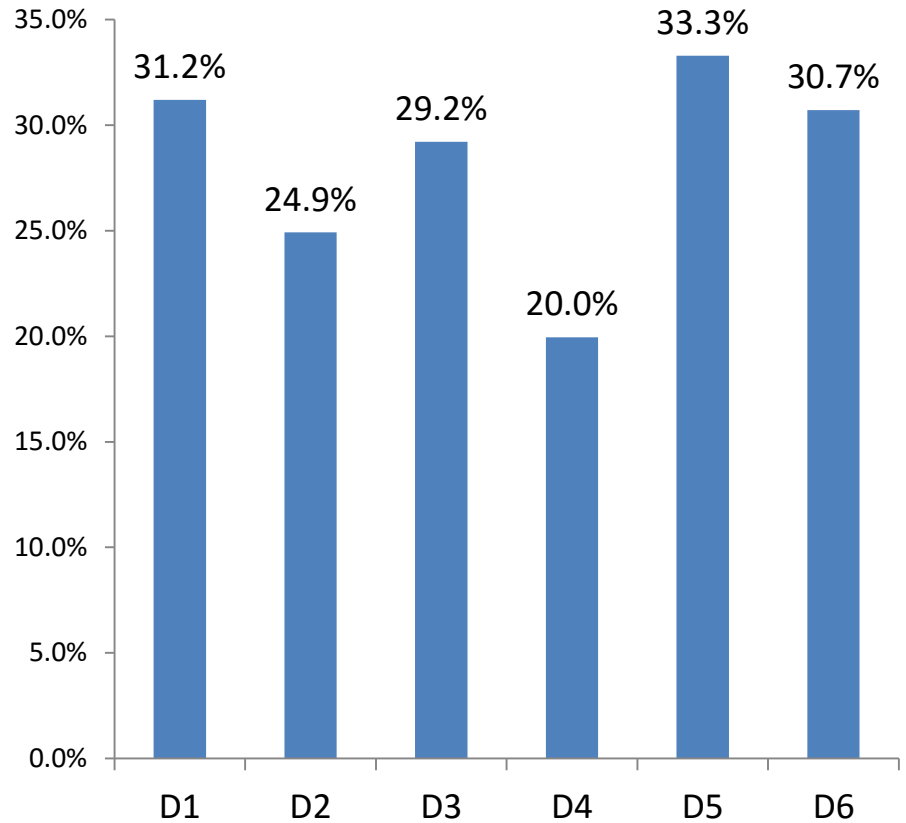
Data sources: DOE Class Size Reports 2011-Fall 2015, Borough Distribution Summary

# Large Kindergarten Classes in Manhattan by district

## # Manhattan Kindergarten students in classes of 25 or more

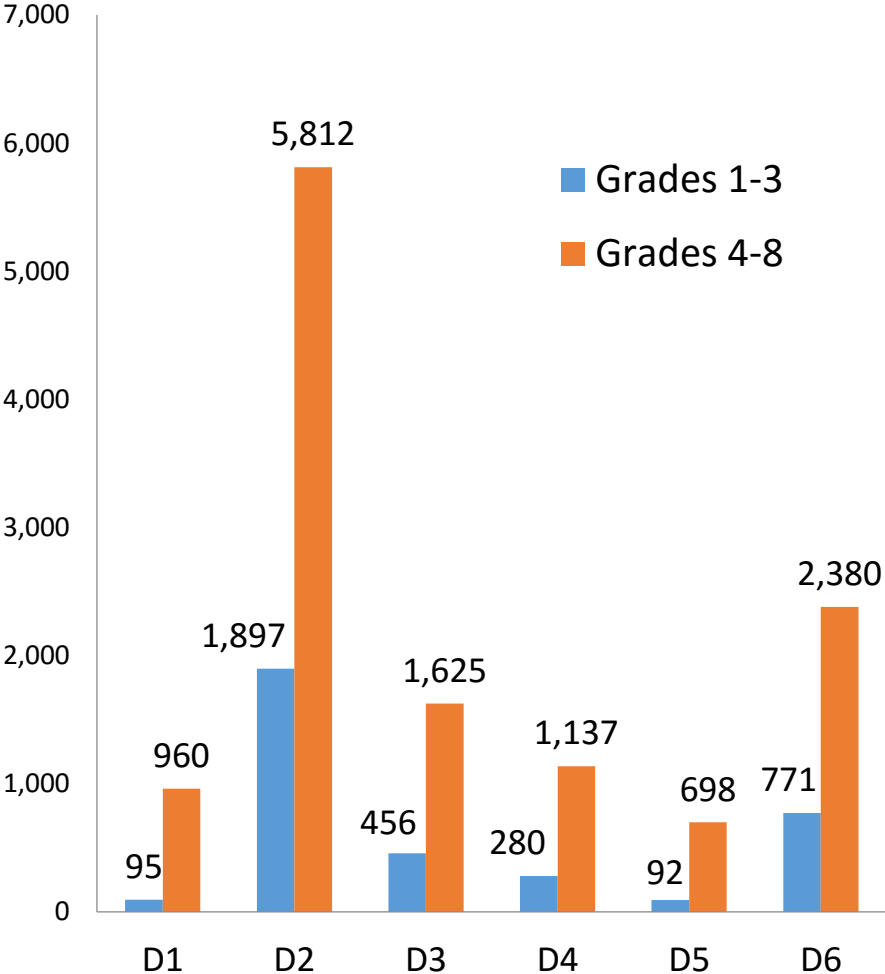


## % of Manhattan Kindergarten students in classes of 25 or more

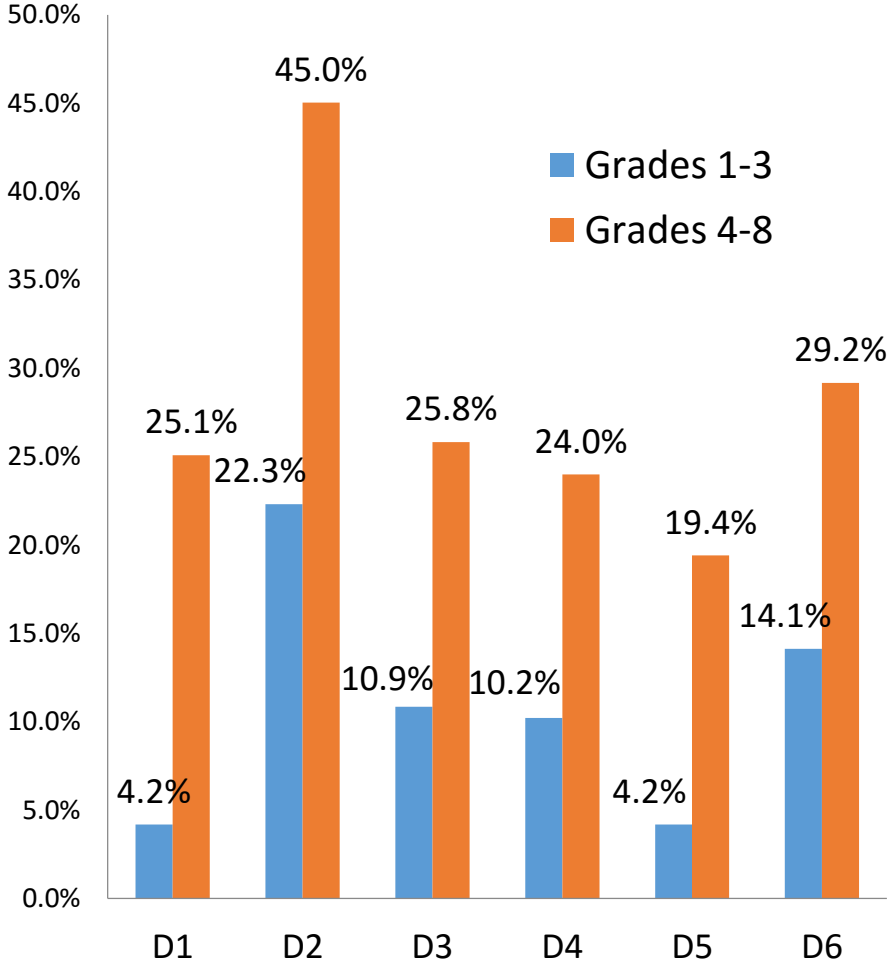


# 1-3 and 4-8 grade Students in large classes by district

# of 1-3 and 4-8 grade students in classes of 30 or more in Manhattan

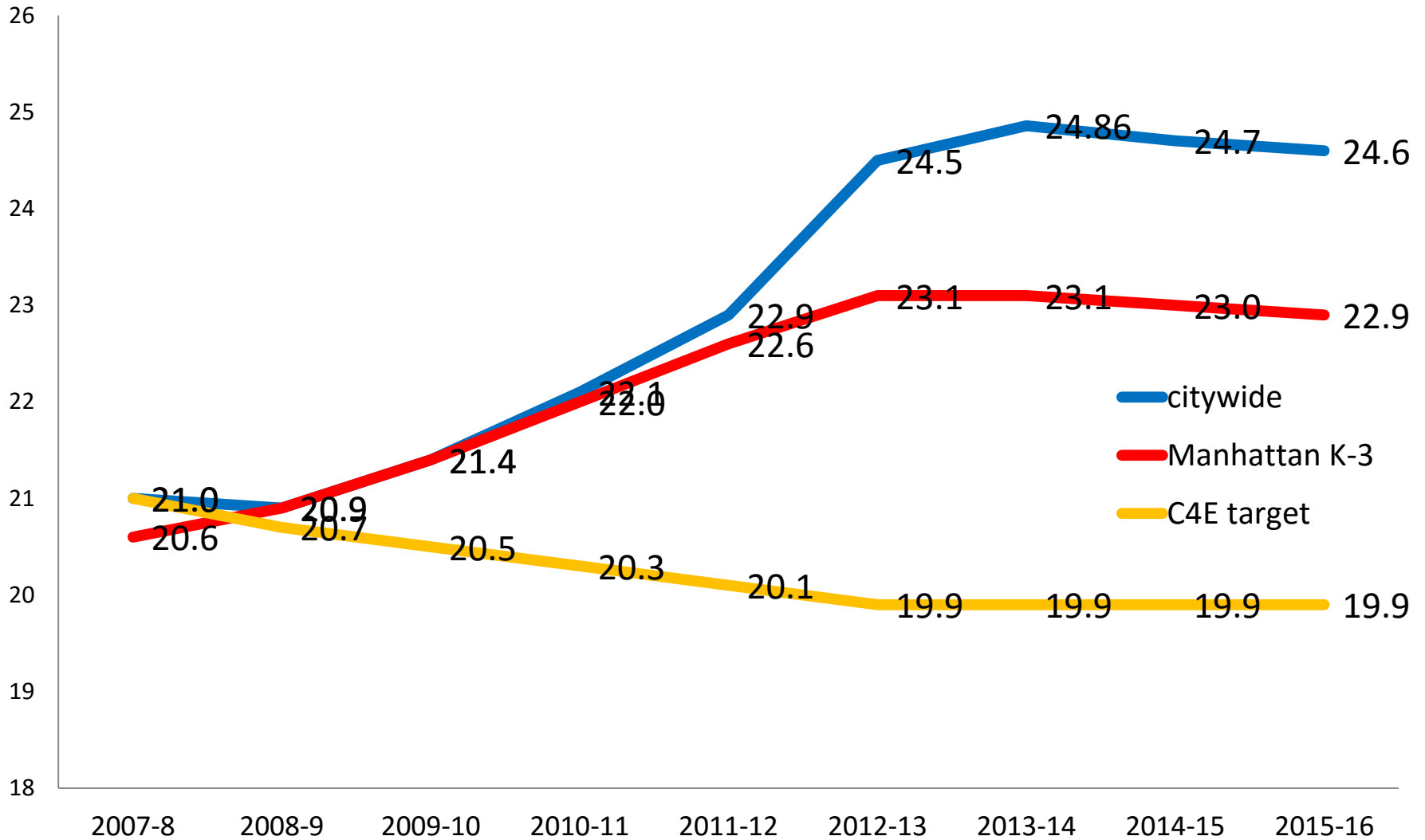


% of 1-3 and 4-8 grade students in classes of 30 or more in Manhattan



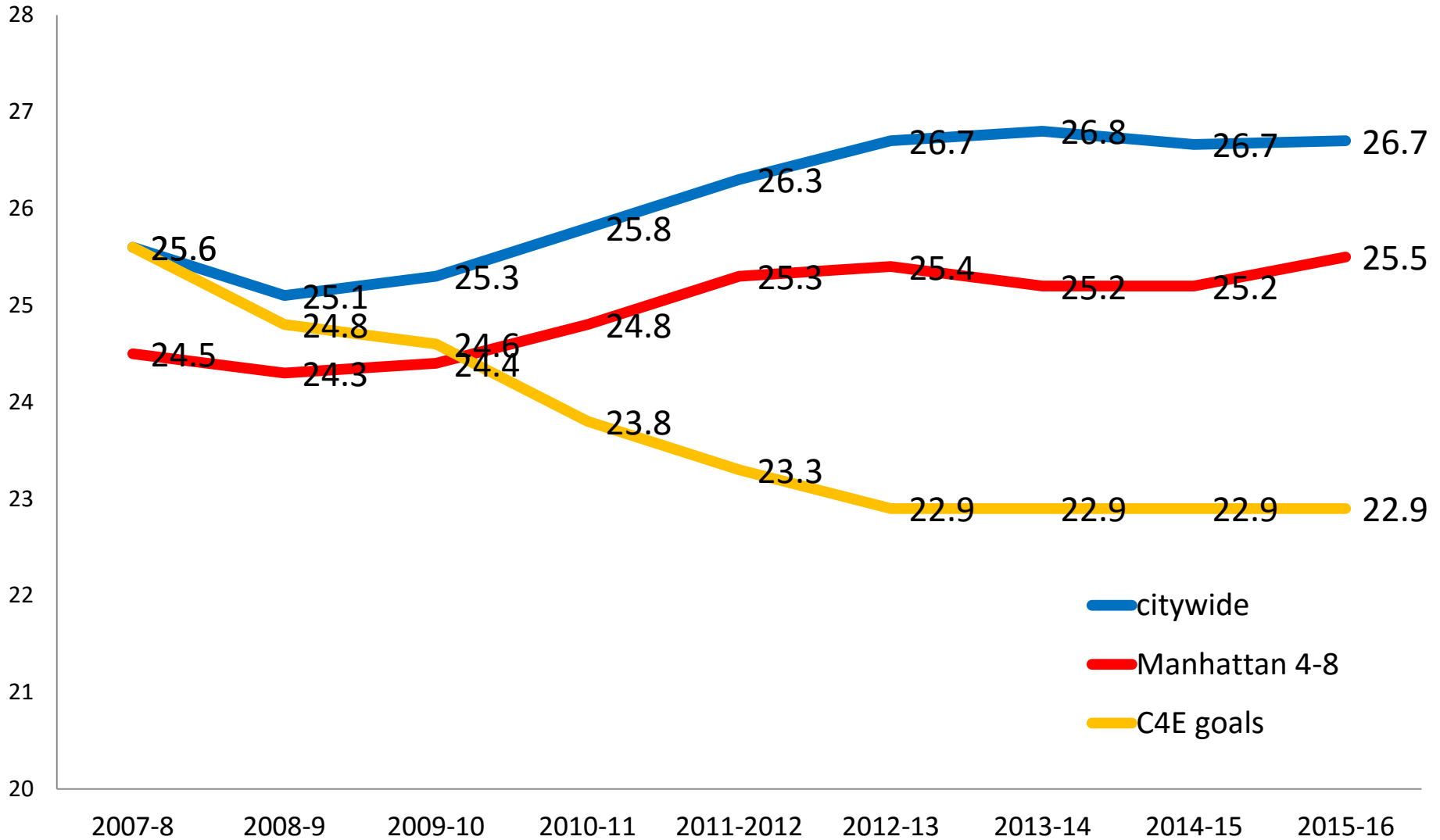
Data sources: DOE Class Size Reports Fall 2015, District Distribution Summary

# Manhattan grades K-3 class size trend compared to citywide averages and C4E goals



Data sources: DOE Class Size Reports 2006-Fall 2015, 2008 DOE Contracts for Excellence Approved Plan

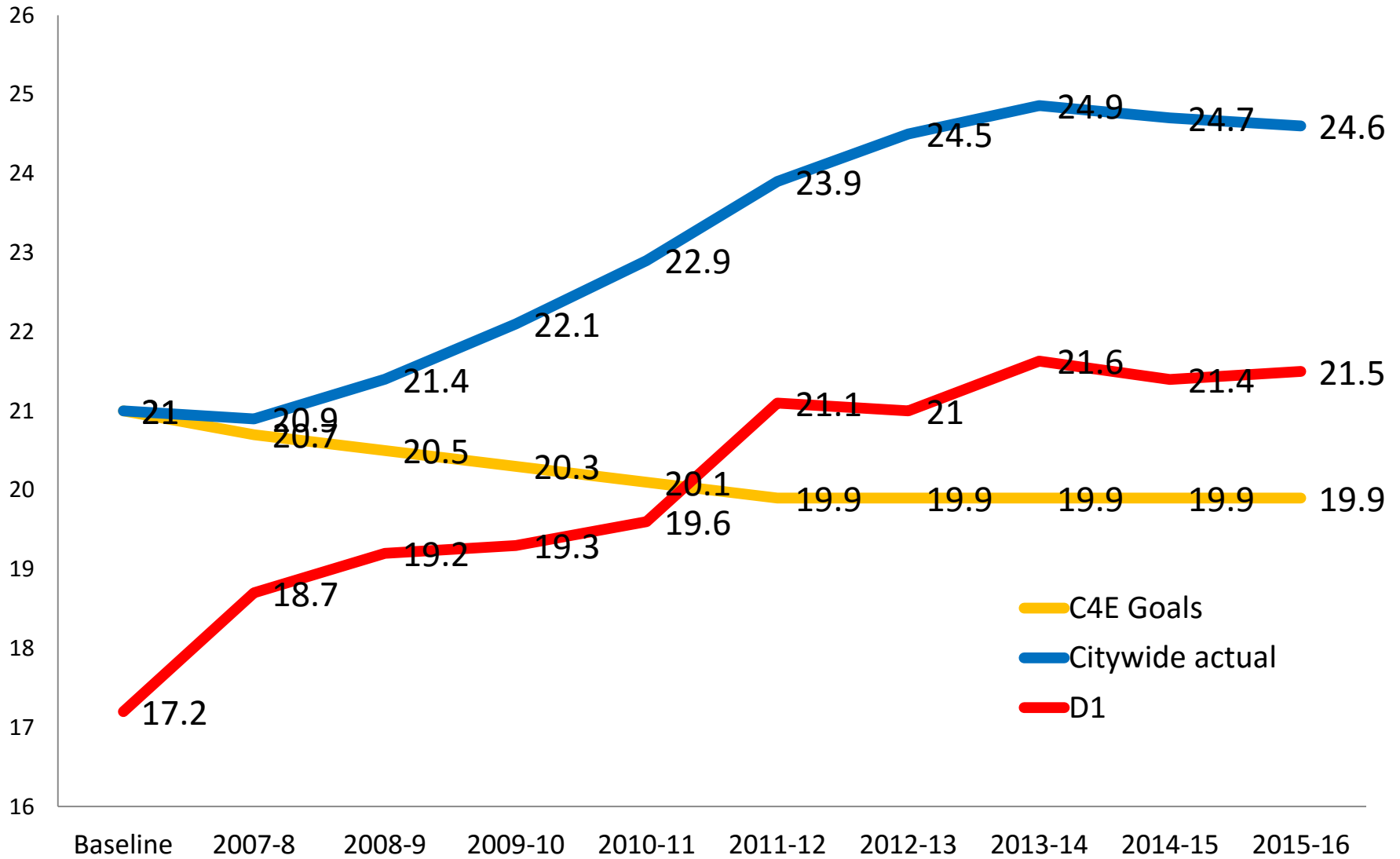
# Manhattan Grades 4-8 class size trend compared to citywide averages and C4E goals



Data sources: DOE Class Size Reports 2006-Fall 2015, 2008 DOE Contracts for Excellence Approved Plan

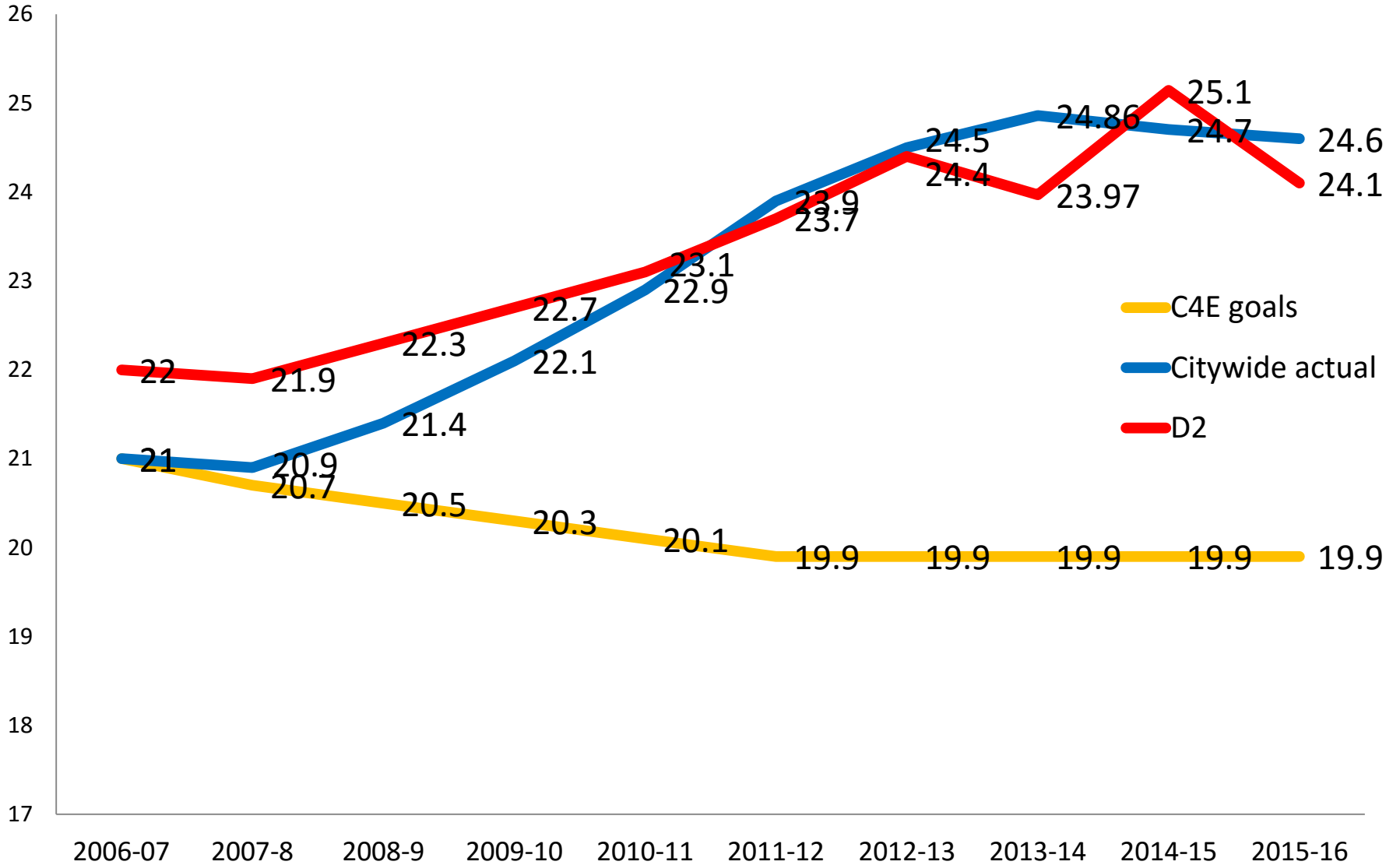


## D1 K-3 class size trend compared to C4E goals and citywide averages



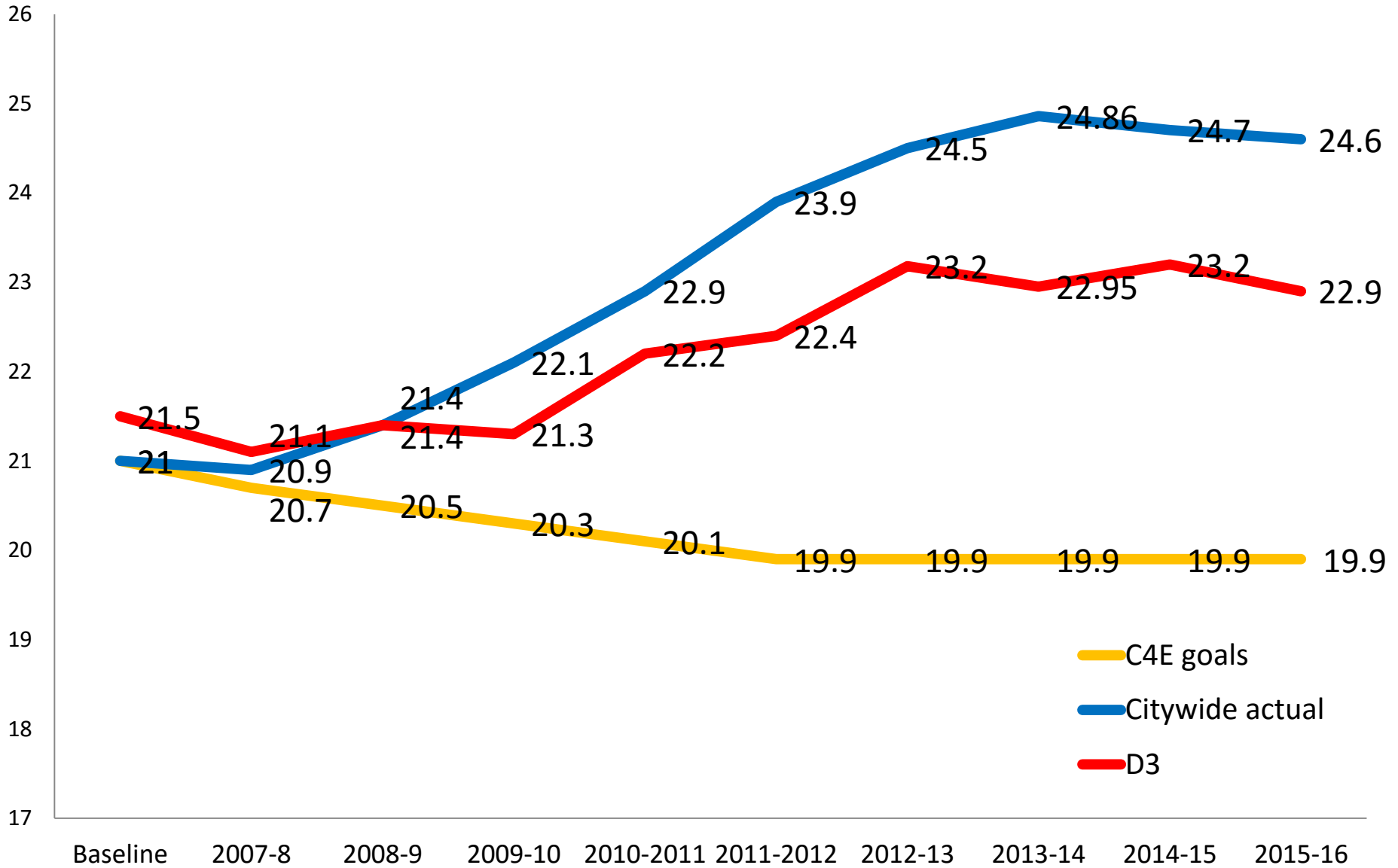
Data sources: DOE Class Size Reports 2006-Fall 2015, 2008 DOE Contracts for Excellence Approved Plan

## D2 K-3 class size trend compared to C4E goals and citywide averages



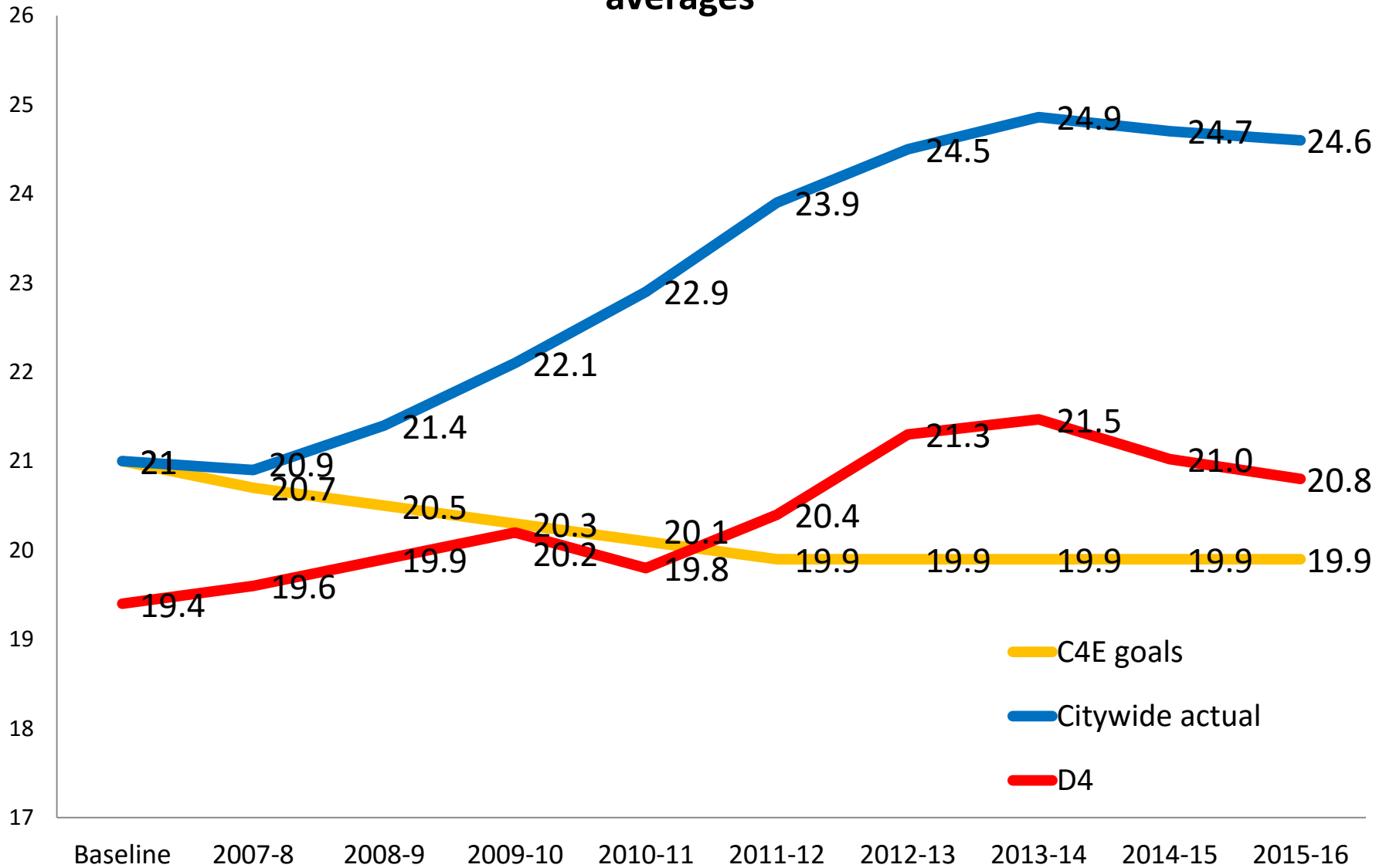
Data sources: DOE Class Size Reports 2006-Fall 2015, 2008 DOE Contracts for Excellence Approved Plan

## D3 K-3 class size trend compared to C4E goals and citywide averages



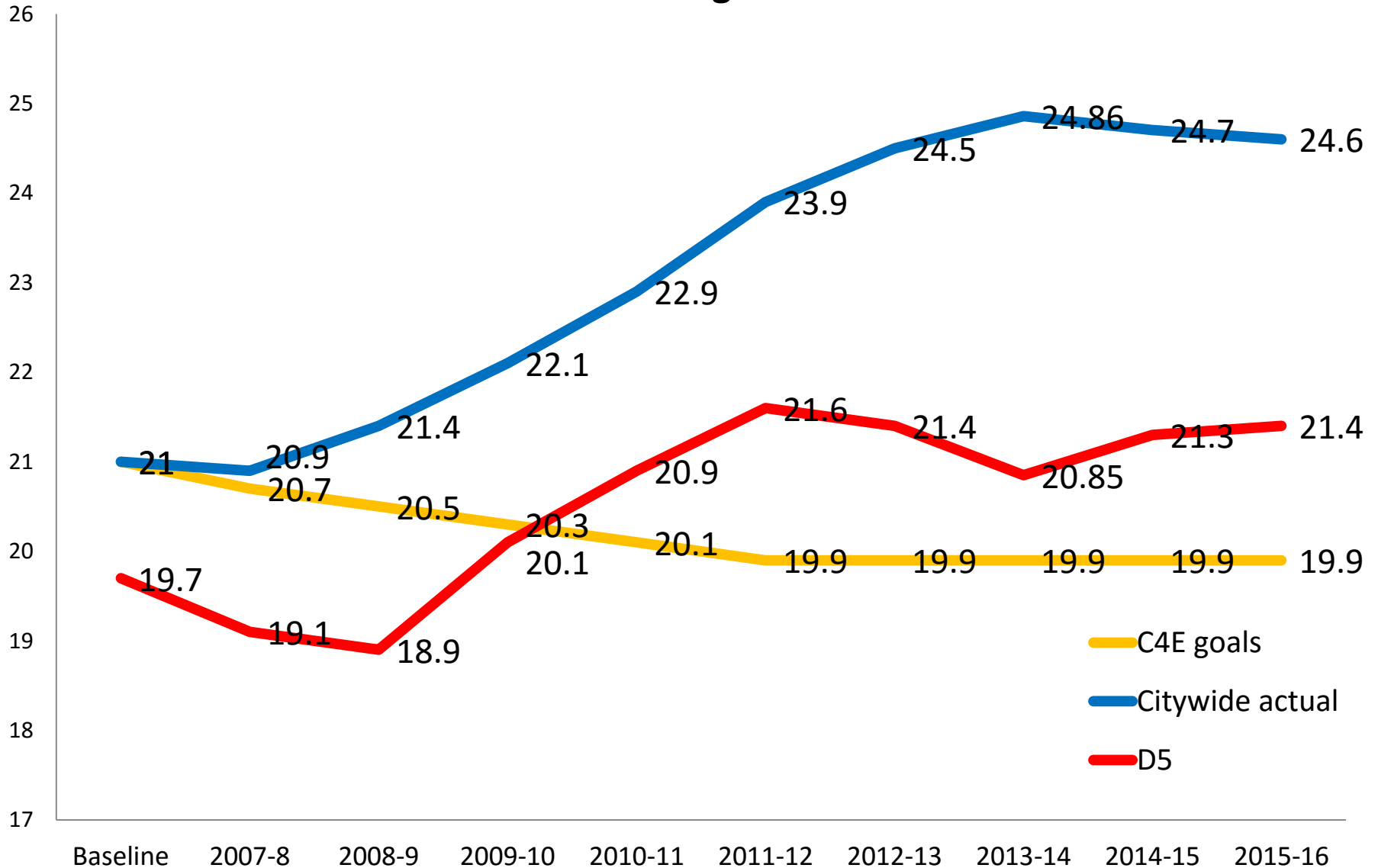
Data sources: DOE Class Size Reports 2006-Fall 2015, 2008 DOE Contracts for Excellence Approved Plan

## D4 K-3 class size trend compared to C4E goals and citywide averages



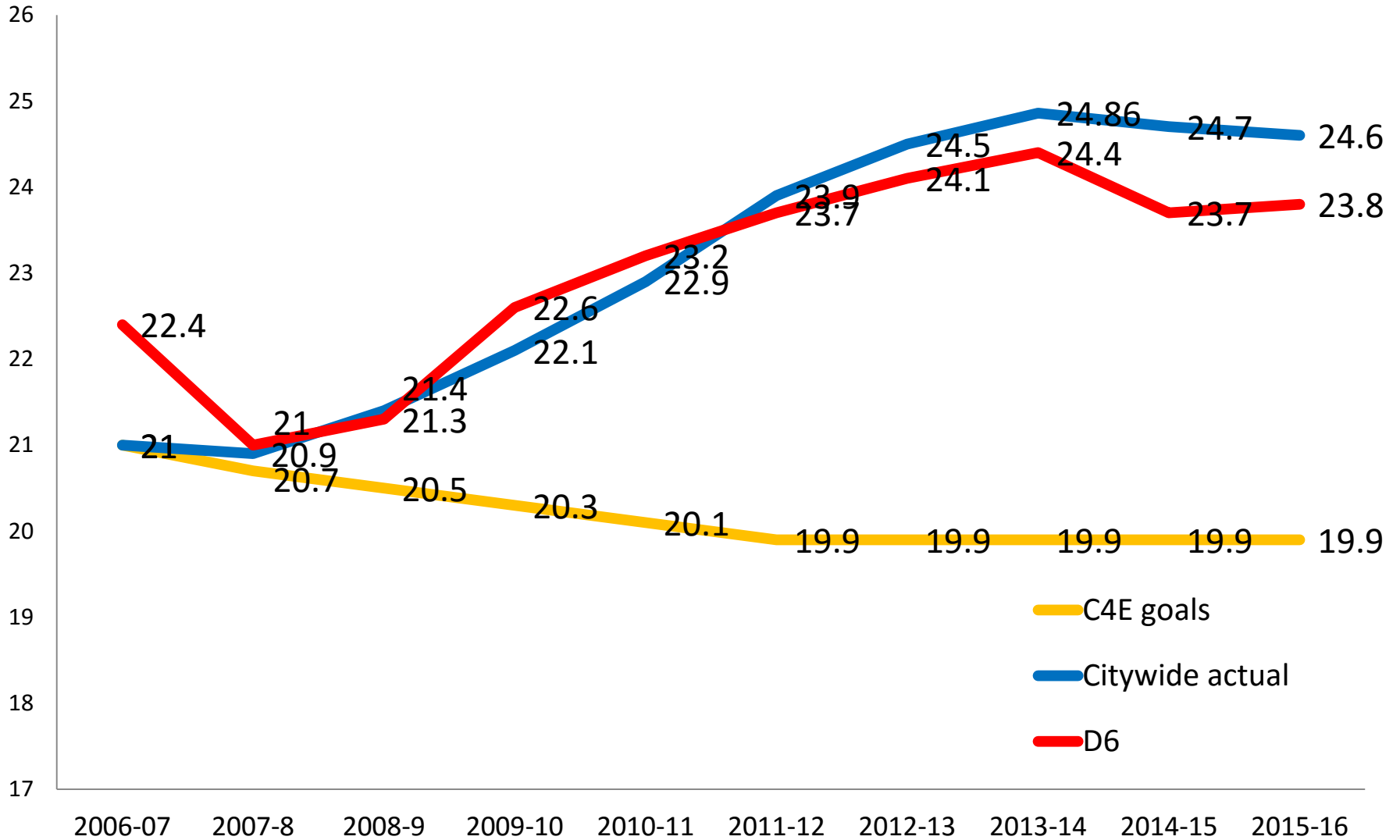
Data sources: DOE Class Size Reports 2006-Fall 2015, 2008 DOE Contracts for Excellence Approved Plan

# D5 K-3 class size trend compared to C4E goals and citywide averages



Data sources: DOE Class Size Reports 2006-Fall 2015, 2008 DOE Contracts for Excellence Approved Plan

## D6 K-3 class size trend compared to C4E goals and citywide averages



Data sources: DOE Class Size Reports 2006-Fall 2015, 2008 DOE Contracts for Excellence Approved Plan

# Proposed new capital plan vs. needs for seats

- New proposed capital plan has about 49,000 K12 seats (compared to 33,000 in May plan) – at an additional total cost of nearly \$1 billion.
- DOE now admits real need of approximately 83,000 seats (compared to DOE estimate in May of 49,245).
- Thus DOE is only funding 59% of need for seats according to its own projected need.
- Many of those seats remain unsited even as to borough and district.
- CSM estimates real need is over 100,000 seats, based on enrollment projections and existing overcrowding – with about 40,000 seats needed in districts with utilization averages over 100%, plus 60K-70K more for projected enrollment growth.
- DOE should fund at least their own estimated need of 83,000 seats at an additional cost of \$130 million per year in city funds.

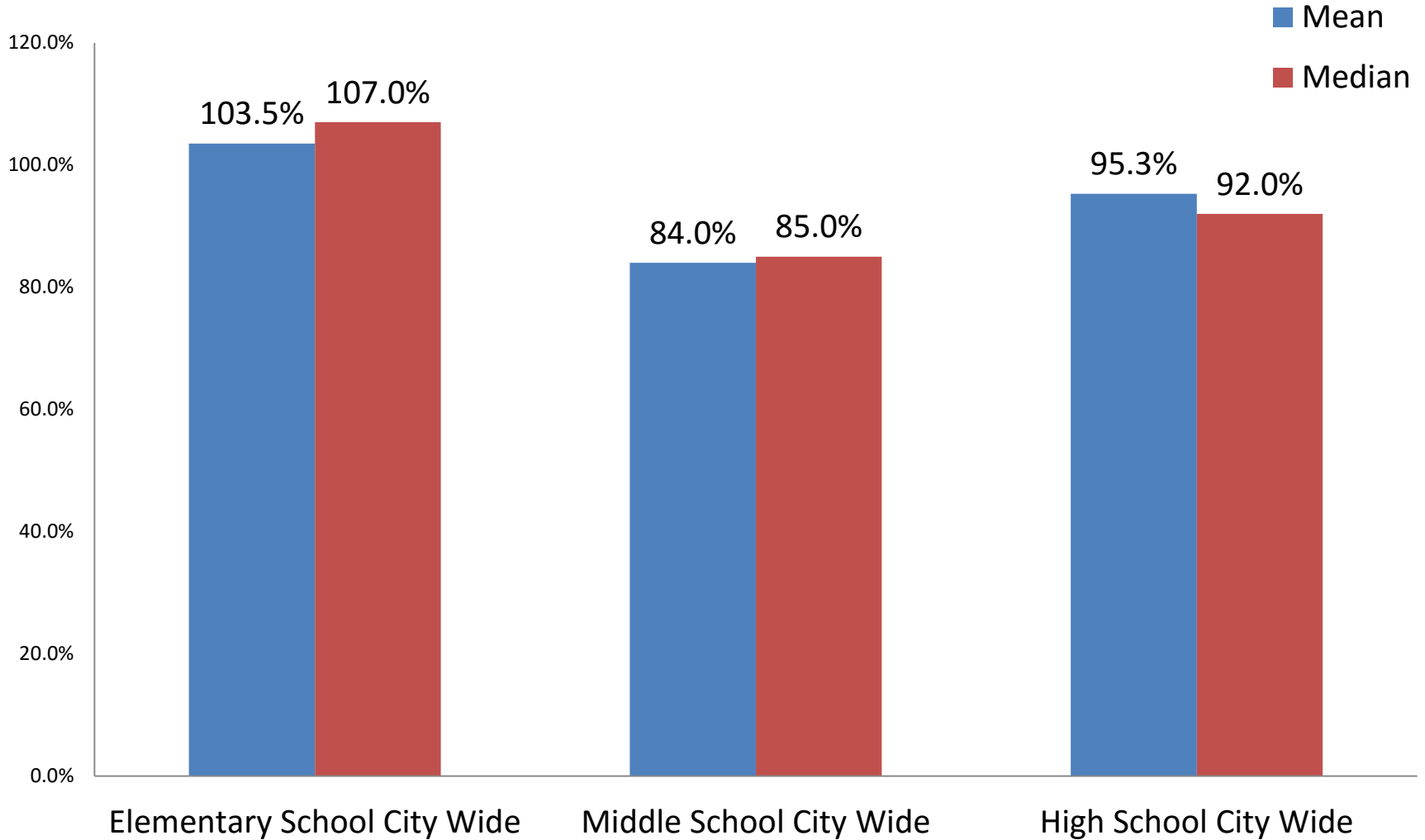
# Over-utilization in Manhattan school buildings

- All districts in Manhattan have Elementary and Middle school utilization averages are under 100%
- **HOWEVER**, 58 ES and MS school buildings in Manhattan are over-utilized. About 4,713 seats are needed for these buildings to reach 100% utilization.
- There are 19 Manhattan HS buildings over utilized. 3,539 seats are need to bring down these buildings to 100%.
- ***But current capital plan only funds 3,882 Manhattan K-8 seats and NO Manhattan HS seats.***



# Citywide School Utilization Averages

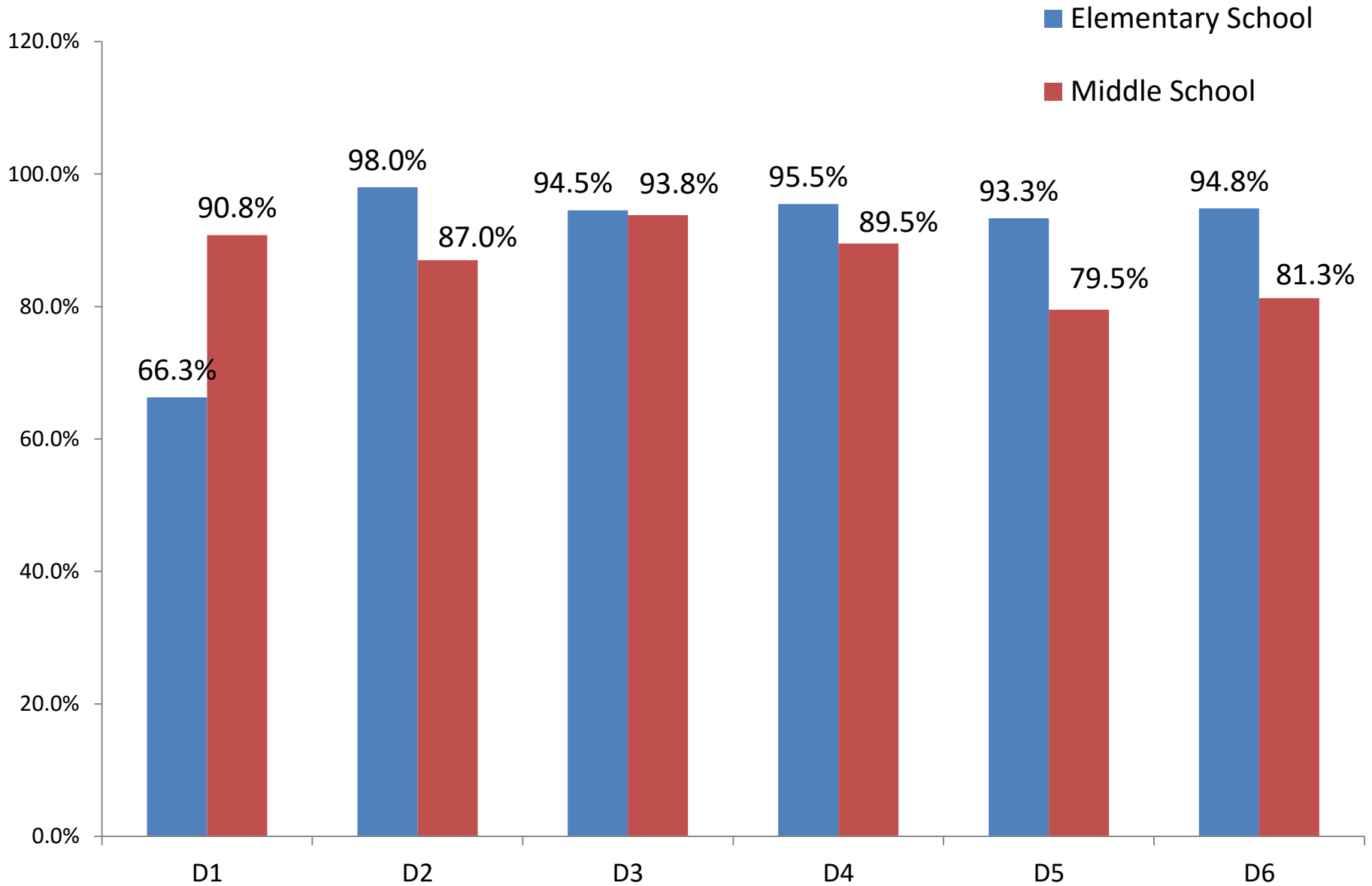
*Over 556,000 NYC Students are in overcrowded classes and about 53% are in overcrowded buildings*



\*IS/PS Schools are counted as Elementary Schools, and Secondary Schools are counted as Middle Schools

Source: 2014-2015 DOE Blue Book

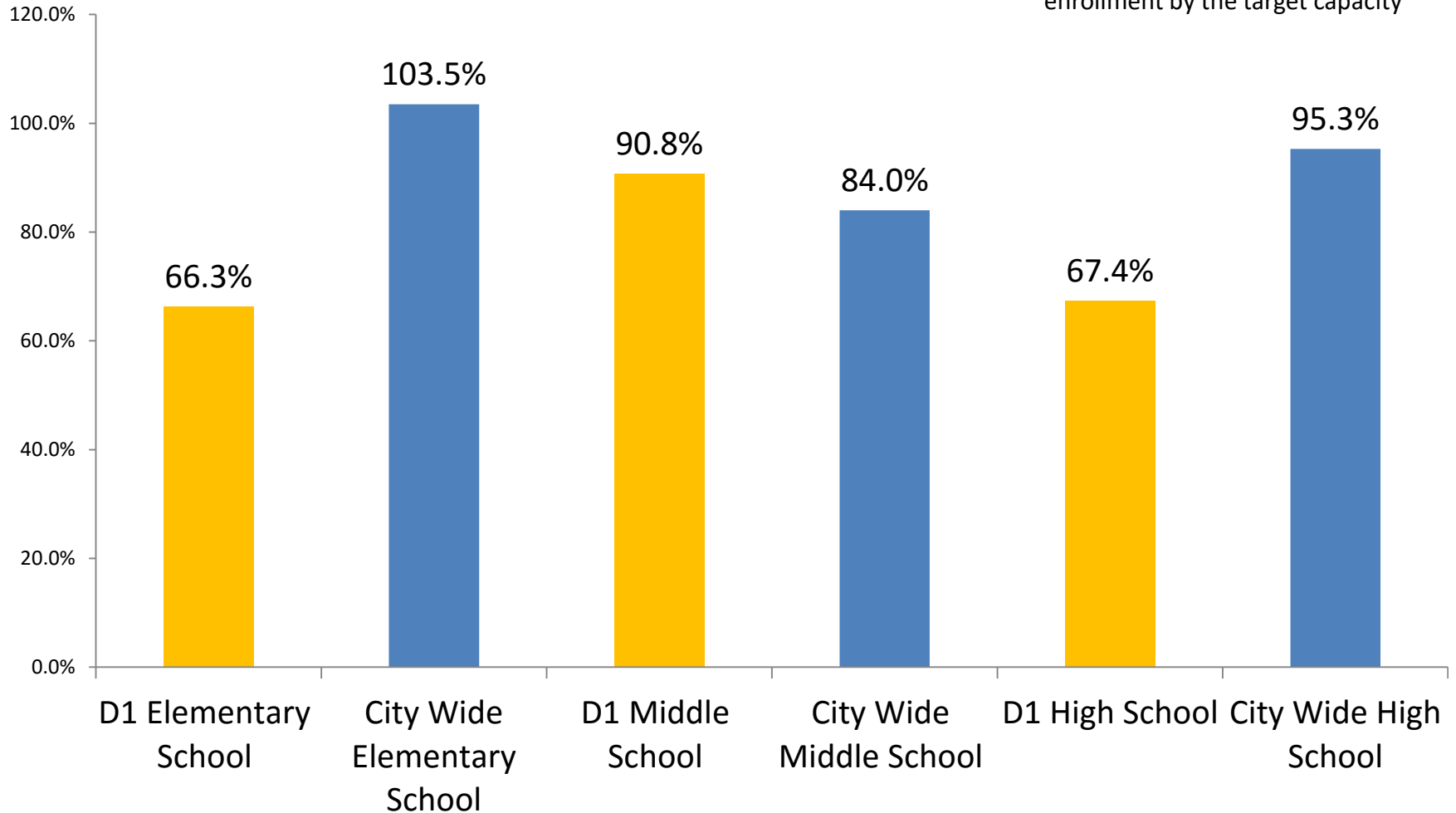
# Manhattan ES and MS School Building Utilization by District



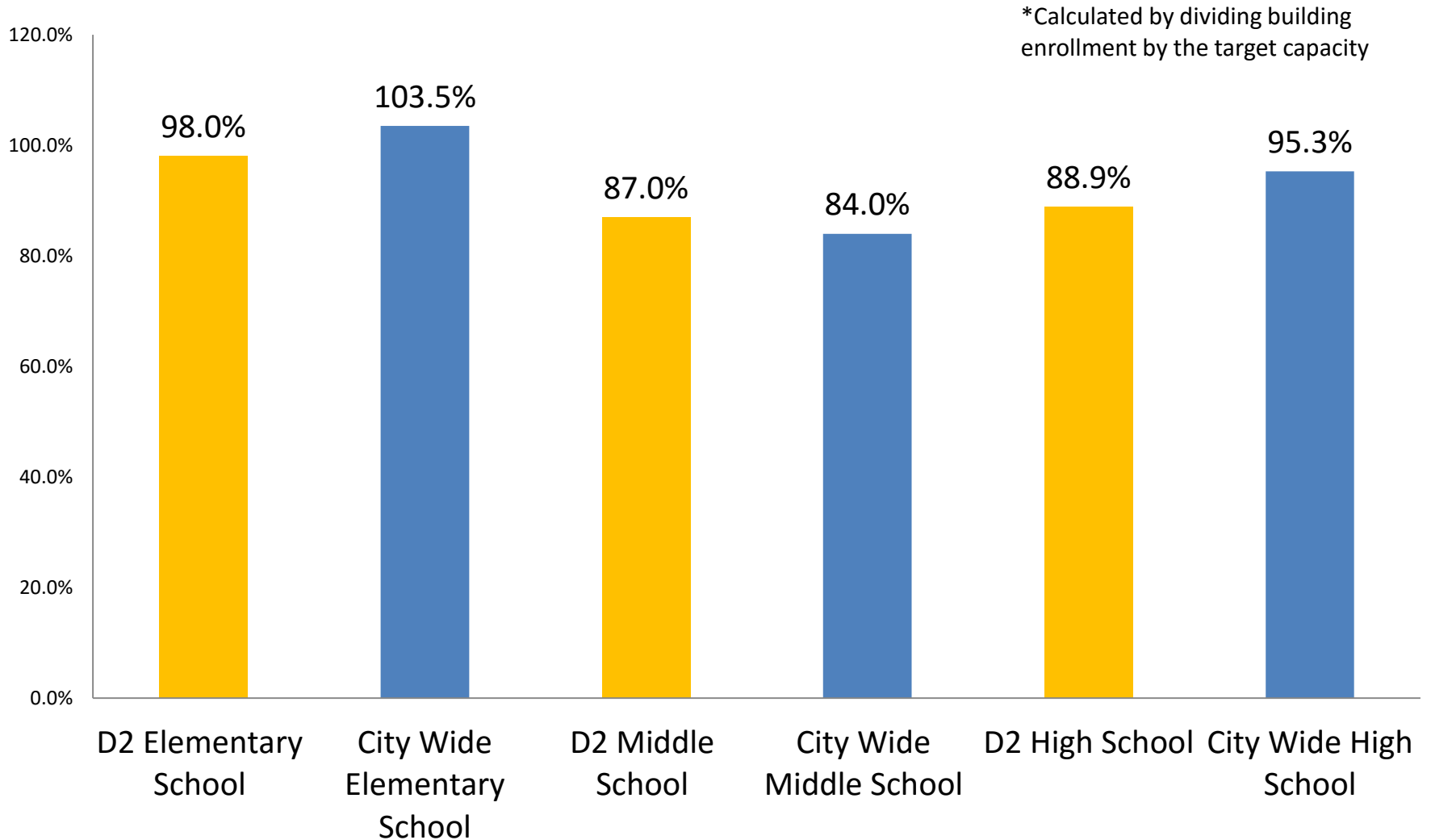
\*Calculated by dividing building enrollment by the target capacity ; Source: 2014-2015 DOE Blue Book

# Average Utilization Rates in D1 compared to City-Wide 2014-15

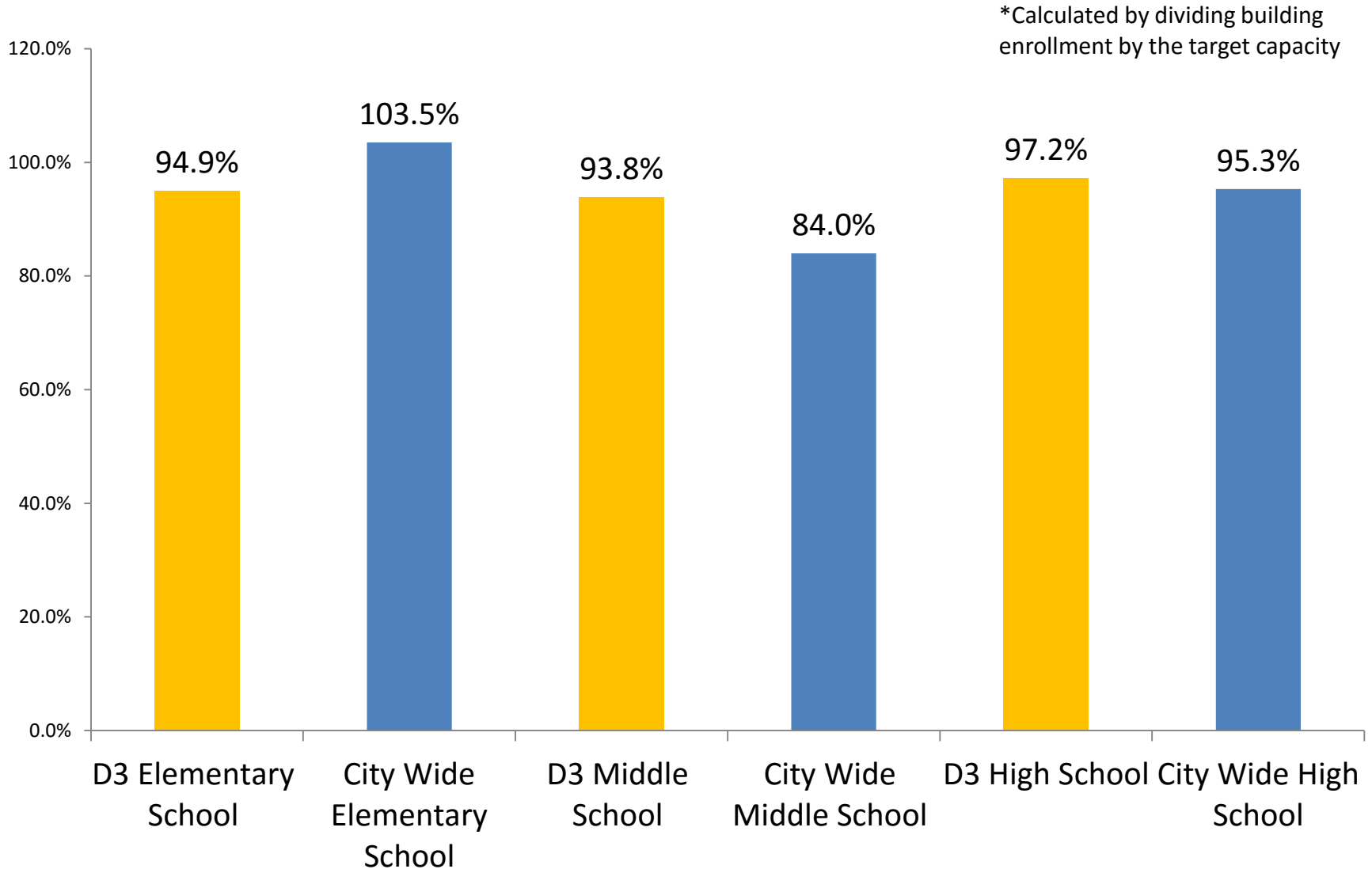
\*Calculated by dividing building enrollment by the target capacity



# Average Utilization Rates in D2 compared to City-Wide 2014-15

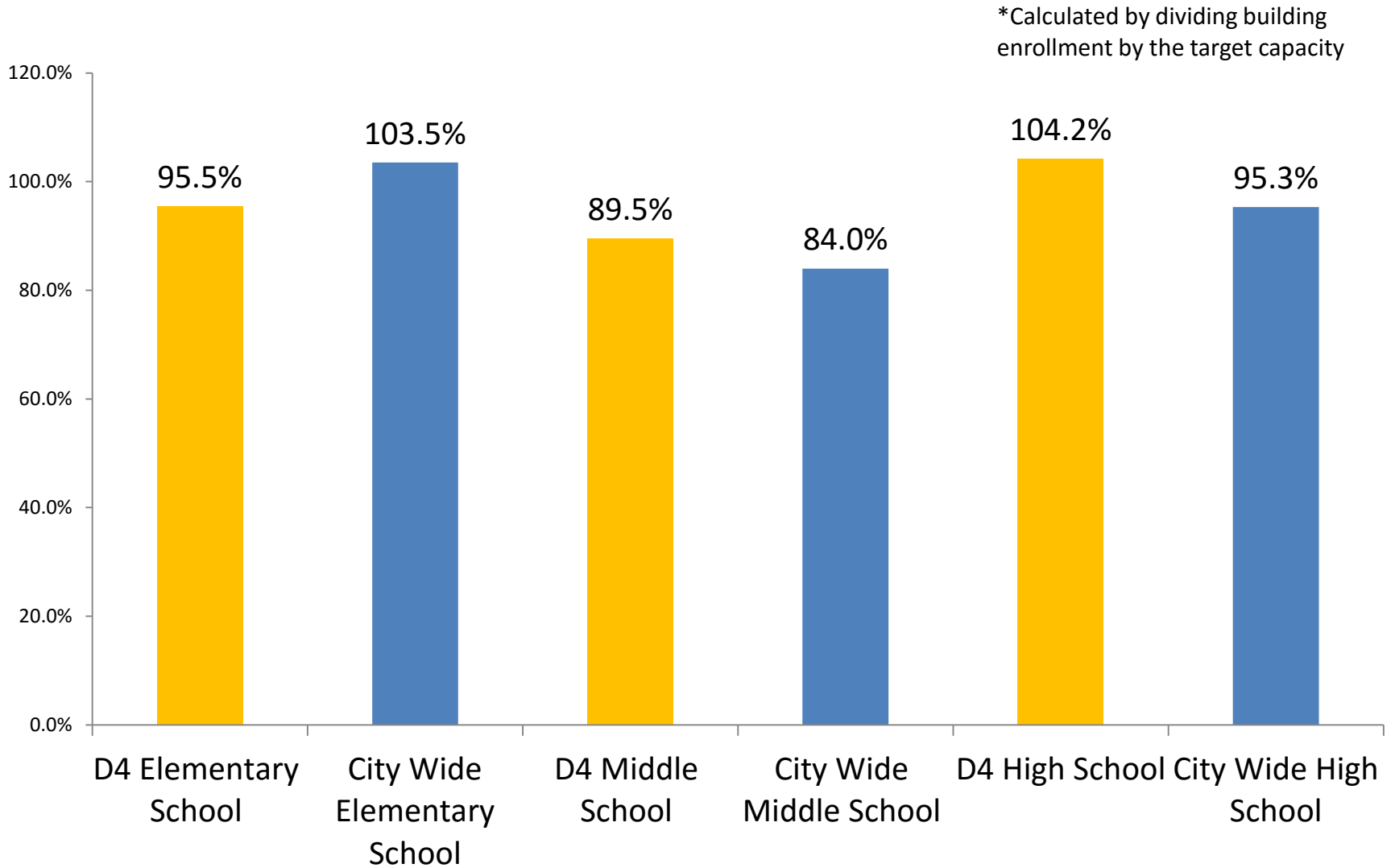


# Average Utilization Rates in D3 compared to City-Wide 2014-15

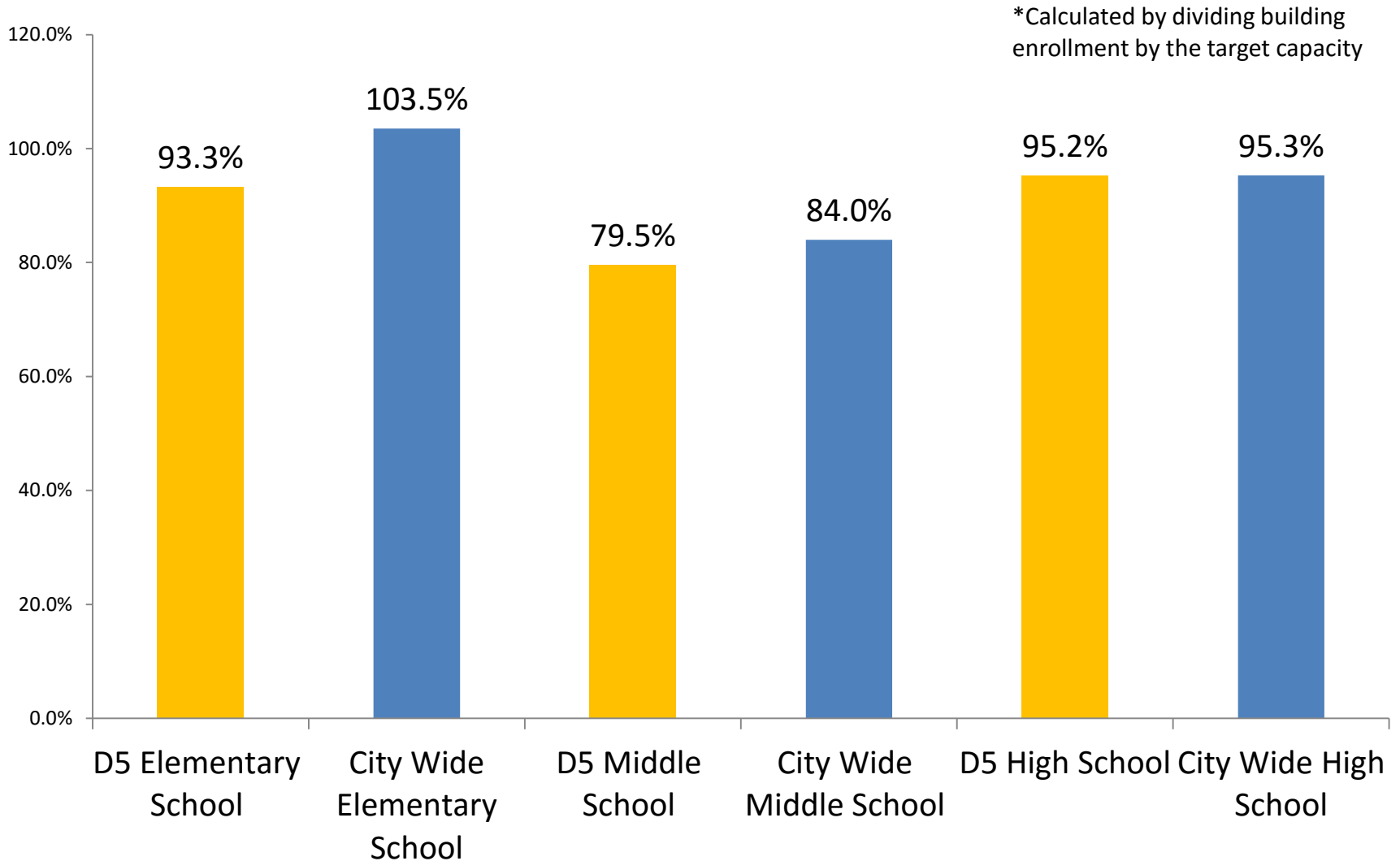


Source: 2014-2015 DOE Blue Book

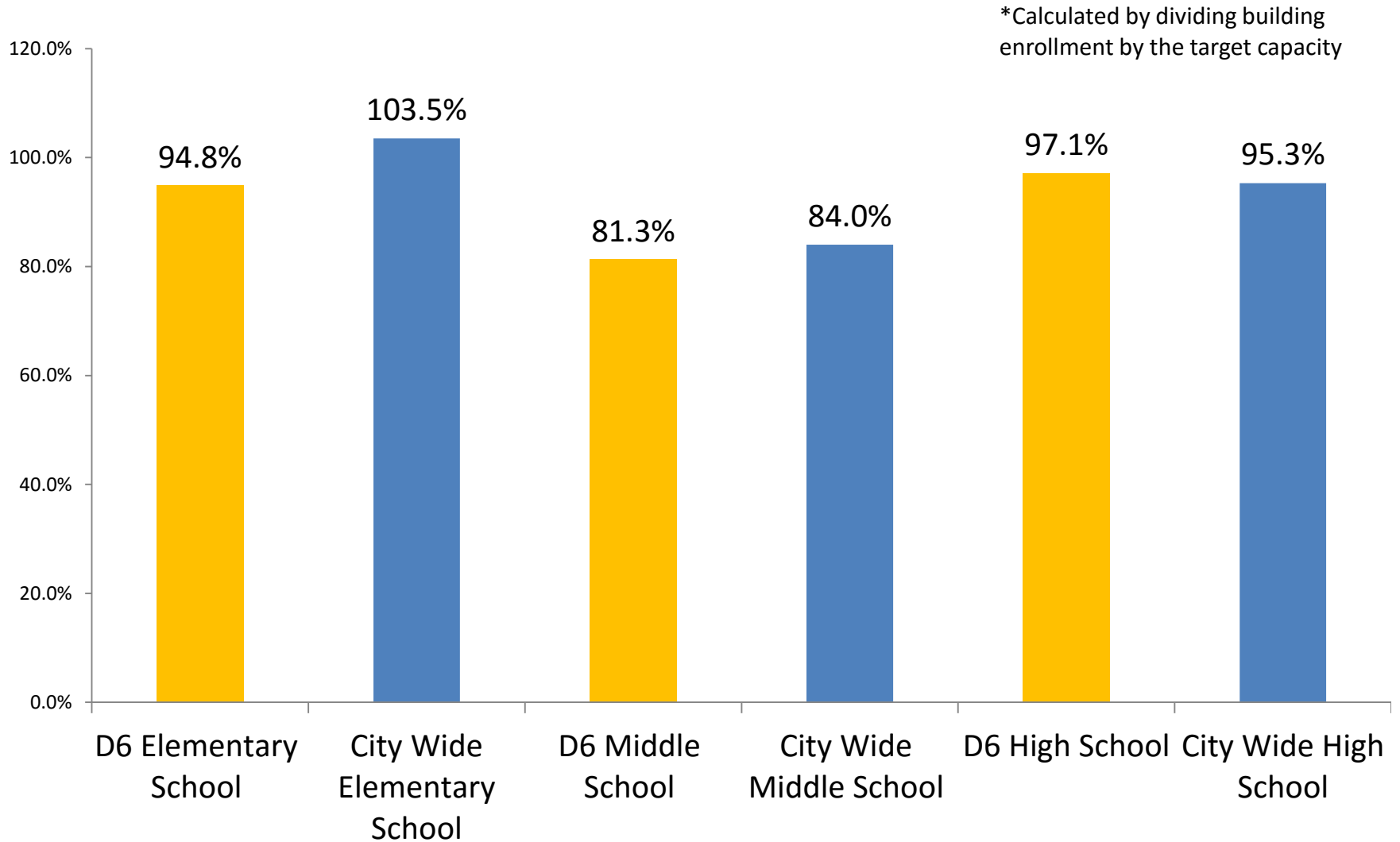
# Average Utilization Rates in D4 compared to City-Wide 2014-15



# Average Utilization Rates in D5 compared to City-Wide 2014-15



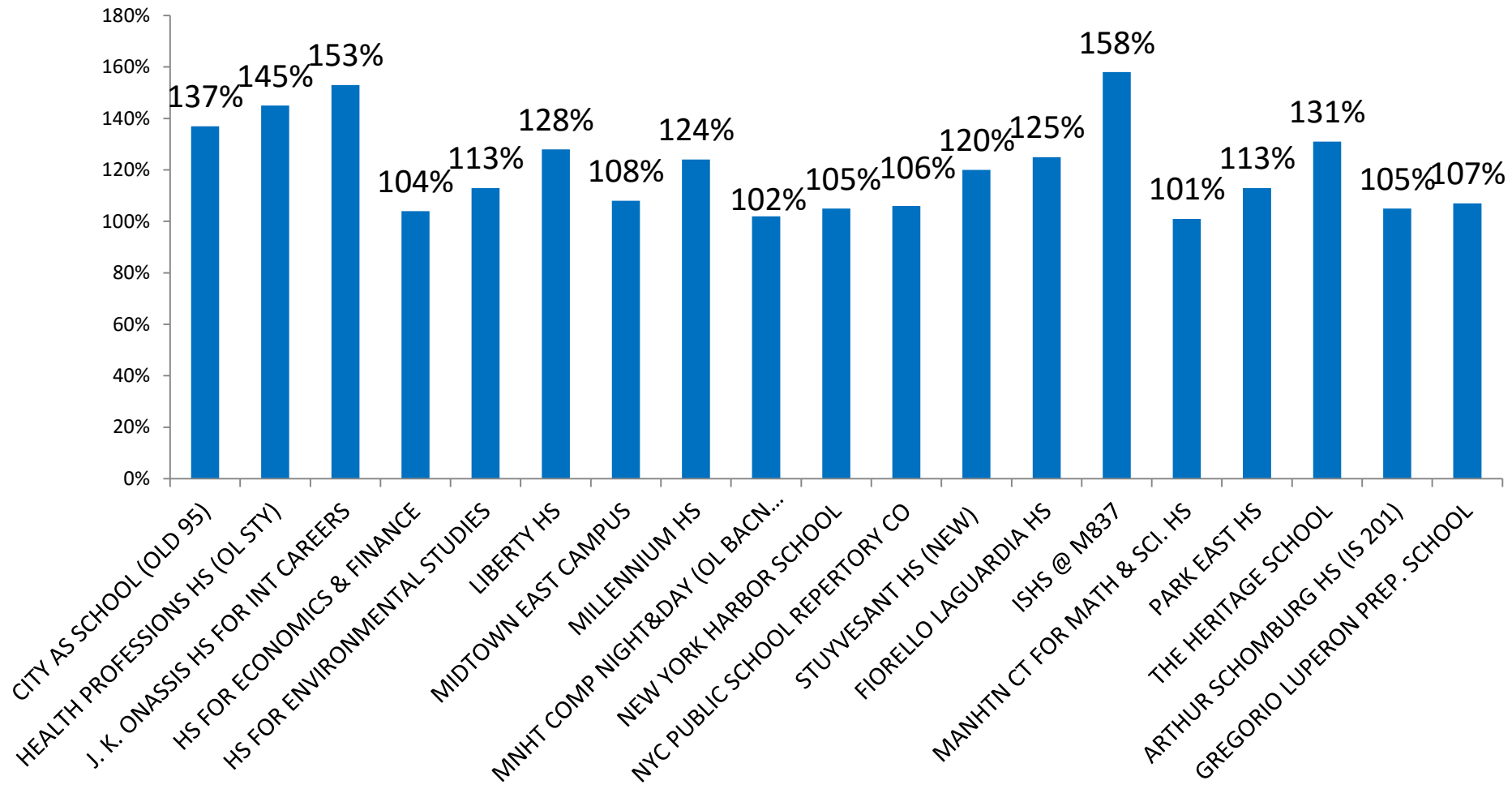
# Average Utilization Rates in D6 compared to City-Wide 2014-15





# 19 Manhattan HS buildings above 100% utilization

\*3,539 seats needed but NO HS to be built in Manhattan in cap plan

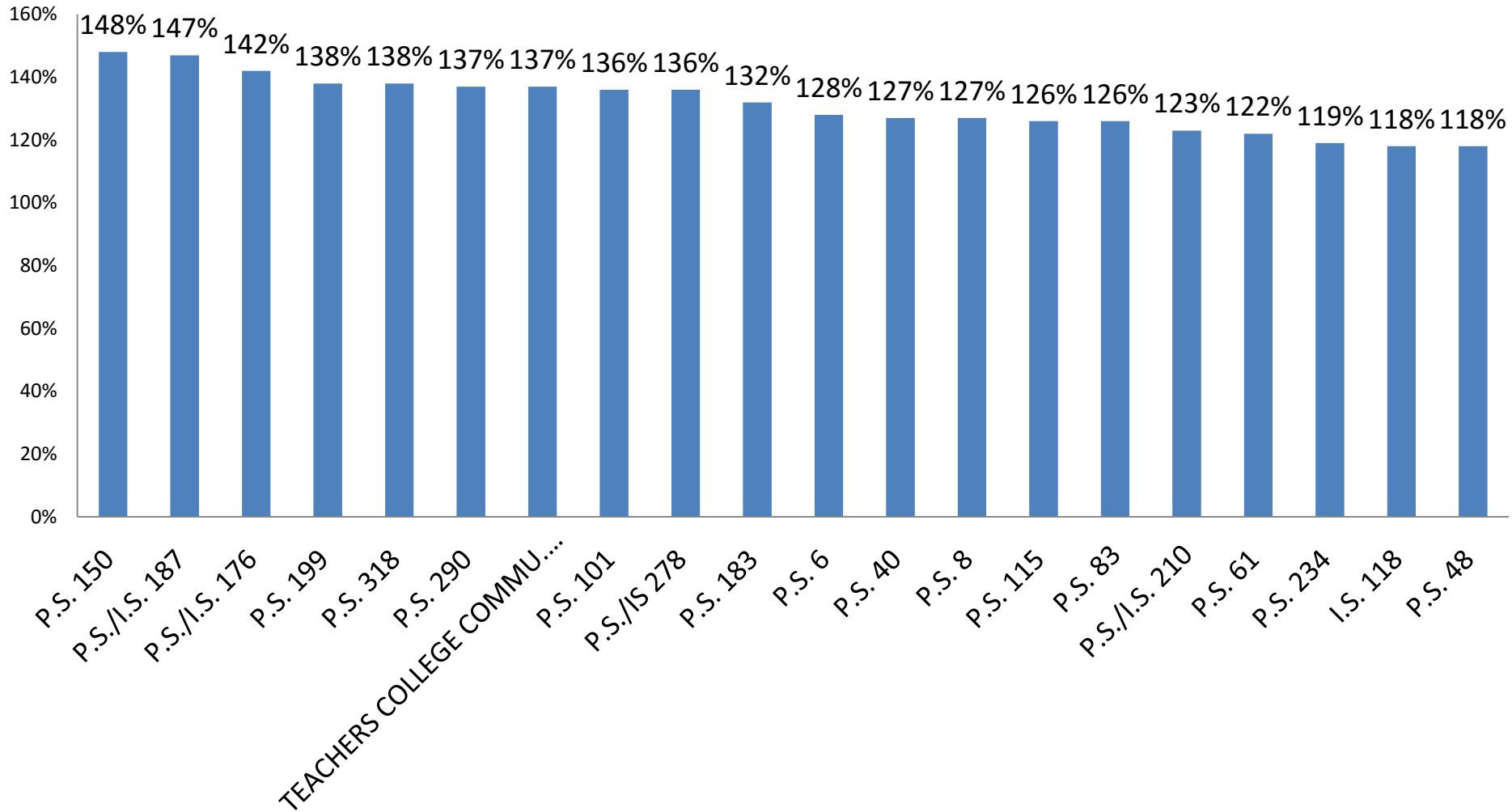


\*IS/PS Schools are counted as Elementary Schools, and Secondary Schools are counted as Middle Schools

Source: 2014-2015 DOE Blue Book

# Top 20 overcrowded ES and MS buildings in Manhattan

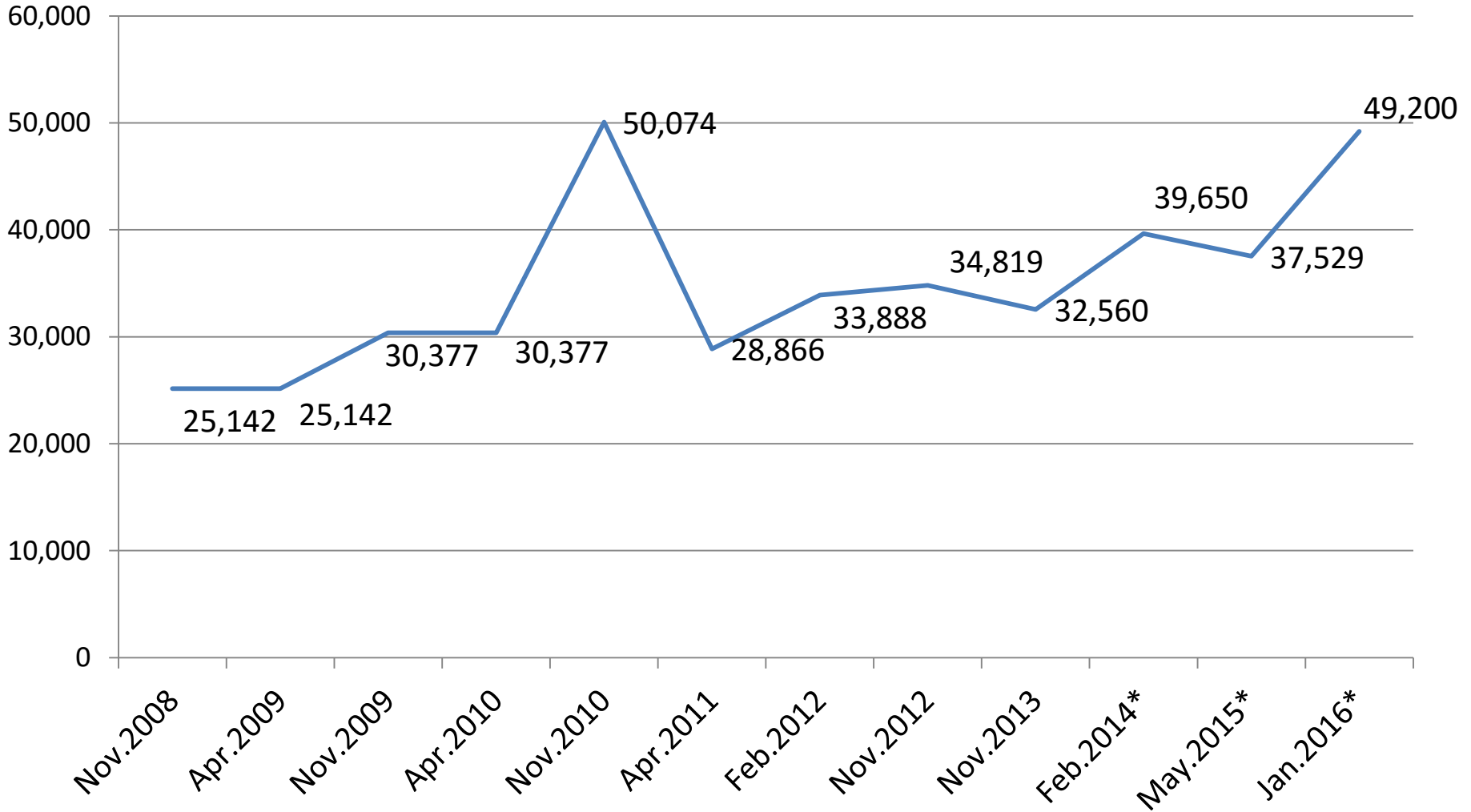
***58 overutilized buildings in total (including 3 trailers, 1 annex and 1 mini school)  
more than 4700 seats needed to bring these down to 100%***



\*IS/PS Schools are counted as Elementary Schools, and Secondary Schools are counted as Middle Schools

Source: 2014-2015 DOE Blue Book

# Trend of New Seats Funded in NYC School Capital Plan

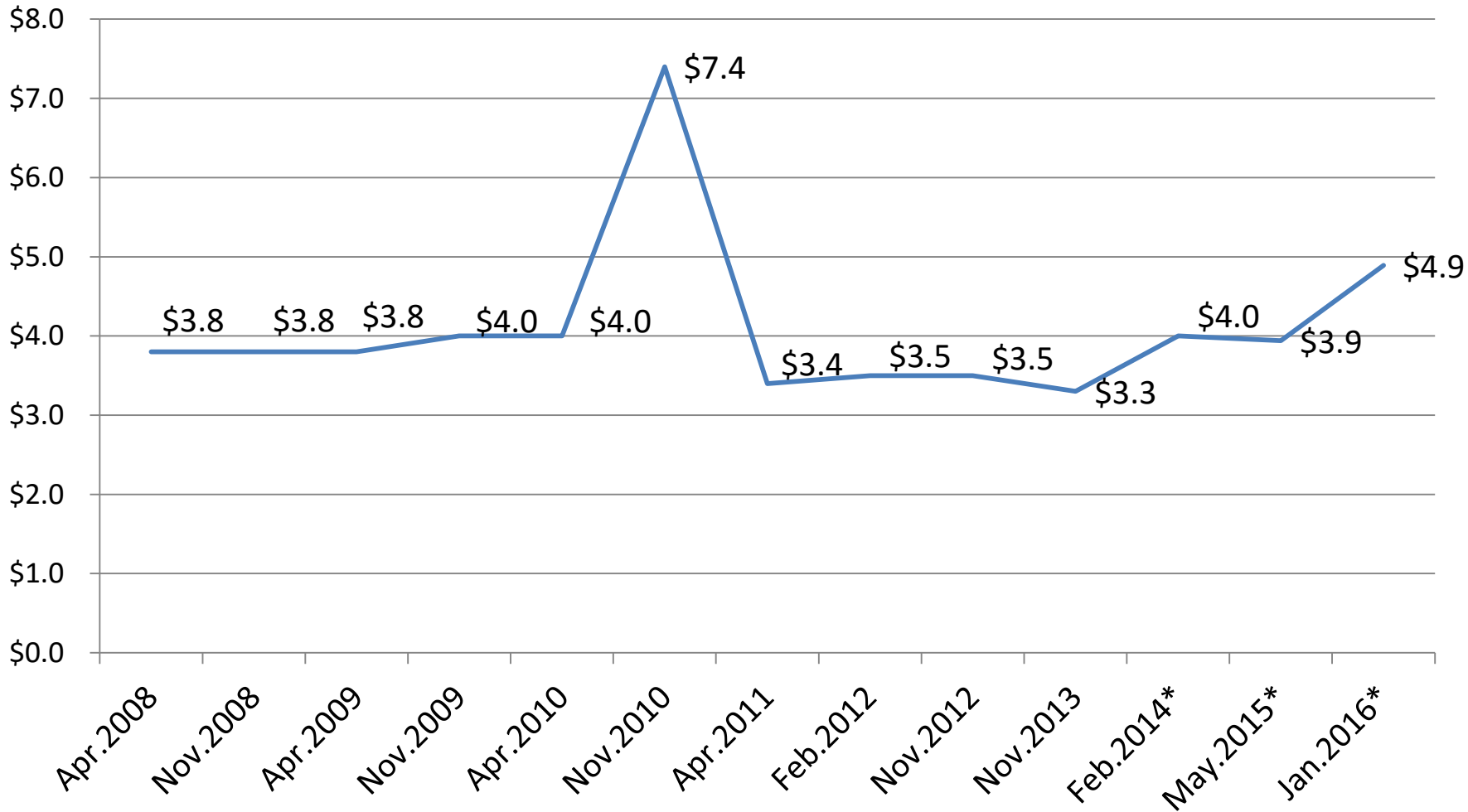


\*Includes K-12 'New Capacity Plan' Seats as well as 'Class Size Reduction' seats.

'Class Size Reduction' seats were not included in the Capacity Plan until 2014.

Source: DOE Capital Plan 2009-2016

# Trend of Spending on New Seats in Billions in NYC Capital Plan

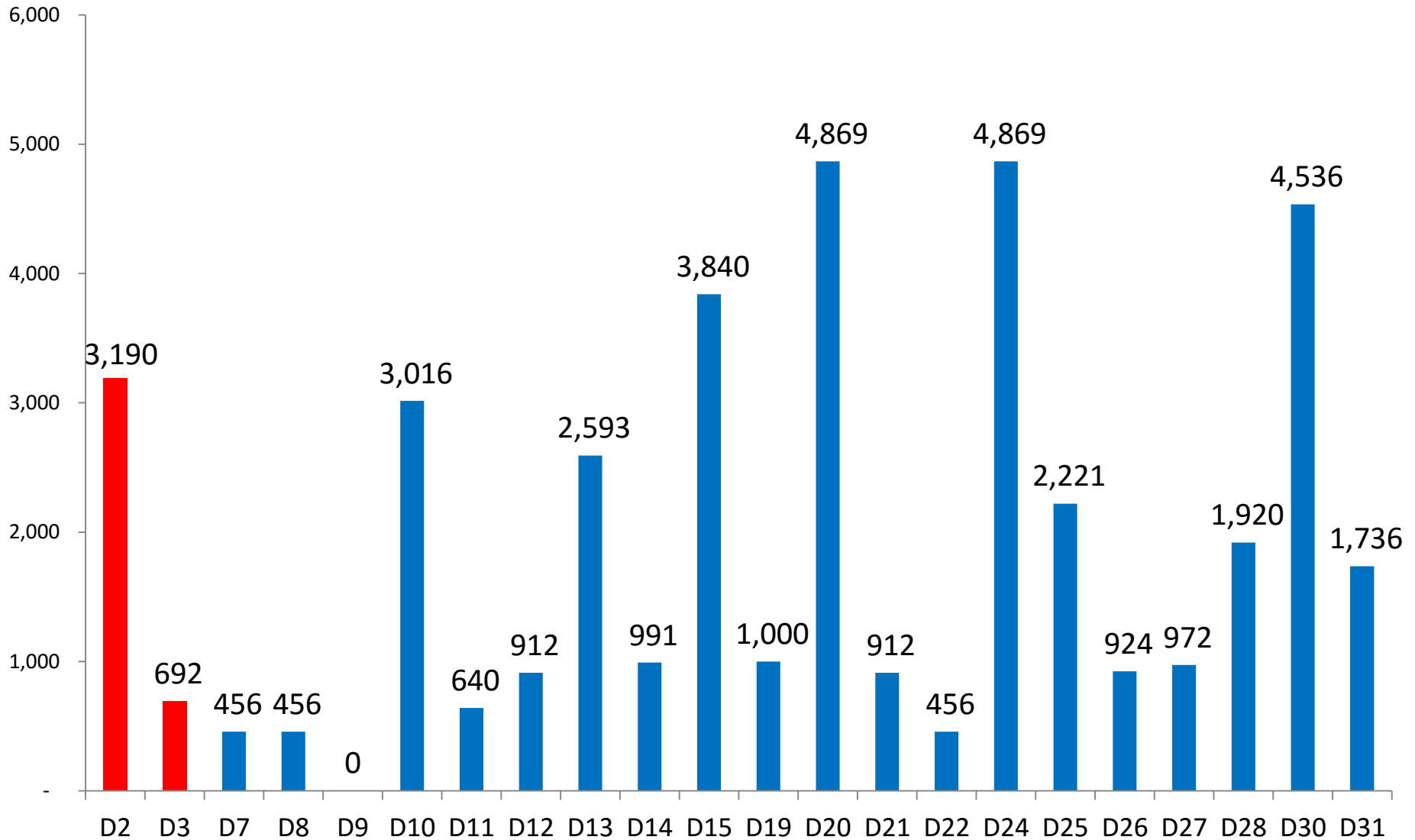


\*Includes K-12 'New Capacity Plan' Seats as well as 'Class Size Reduction' seats.

'Class Size Reduction' seats were not included in the Capacity Plan until 2014.

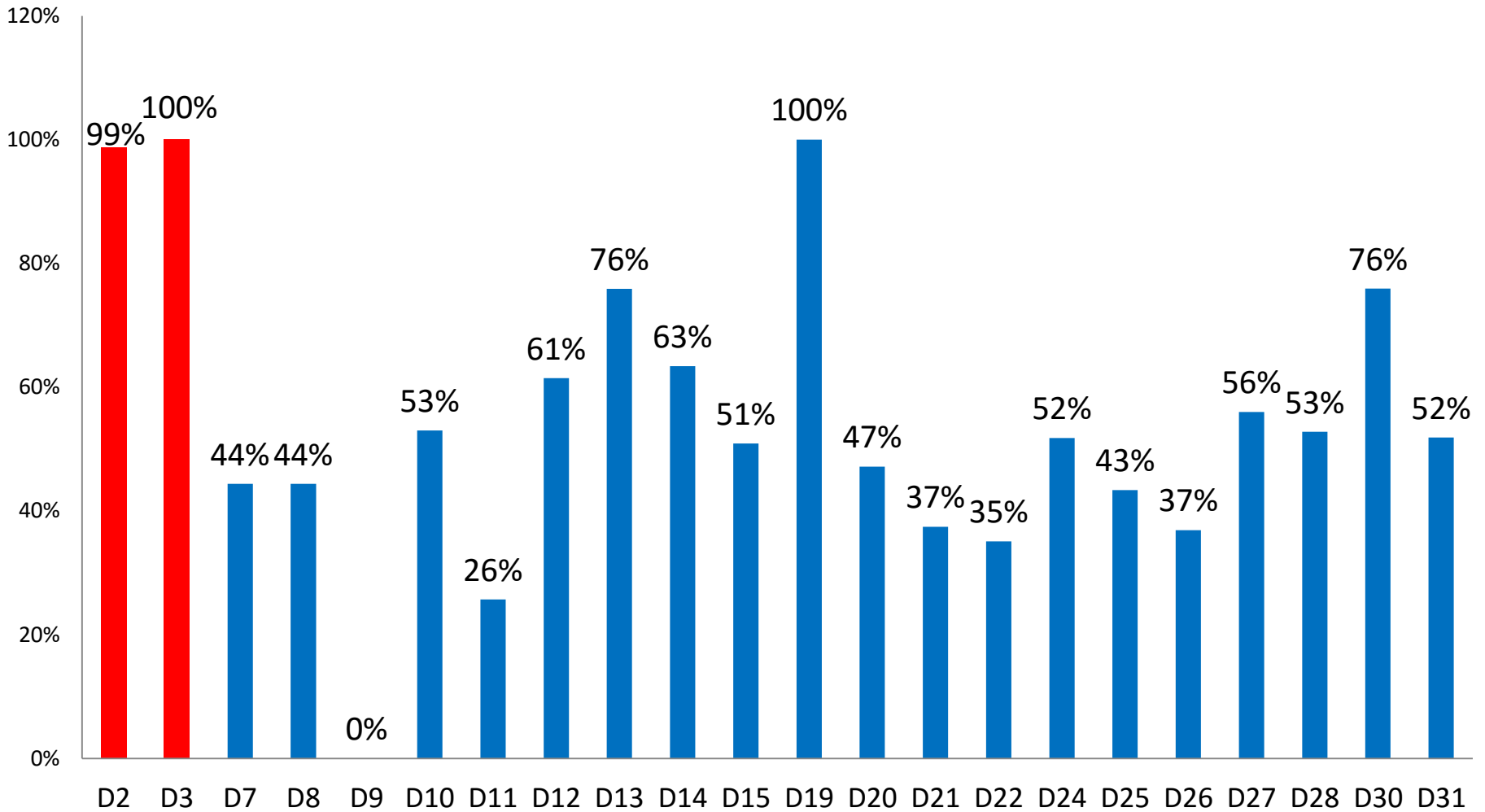
Source: DOE Capital Plan 2009-2016

# Total Funded K-8 Seats In January 2016 Capital Plan by District



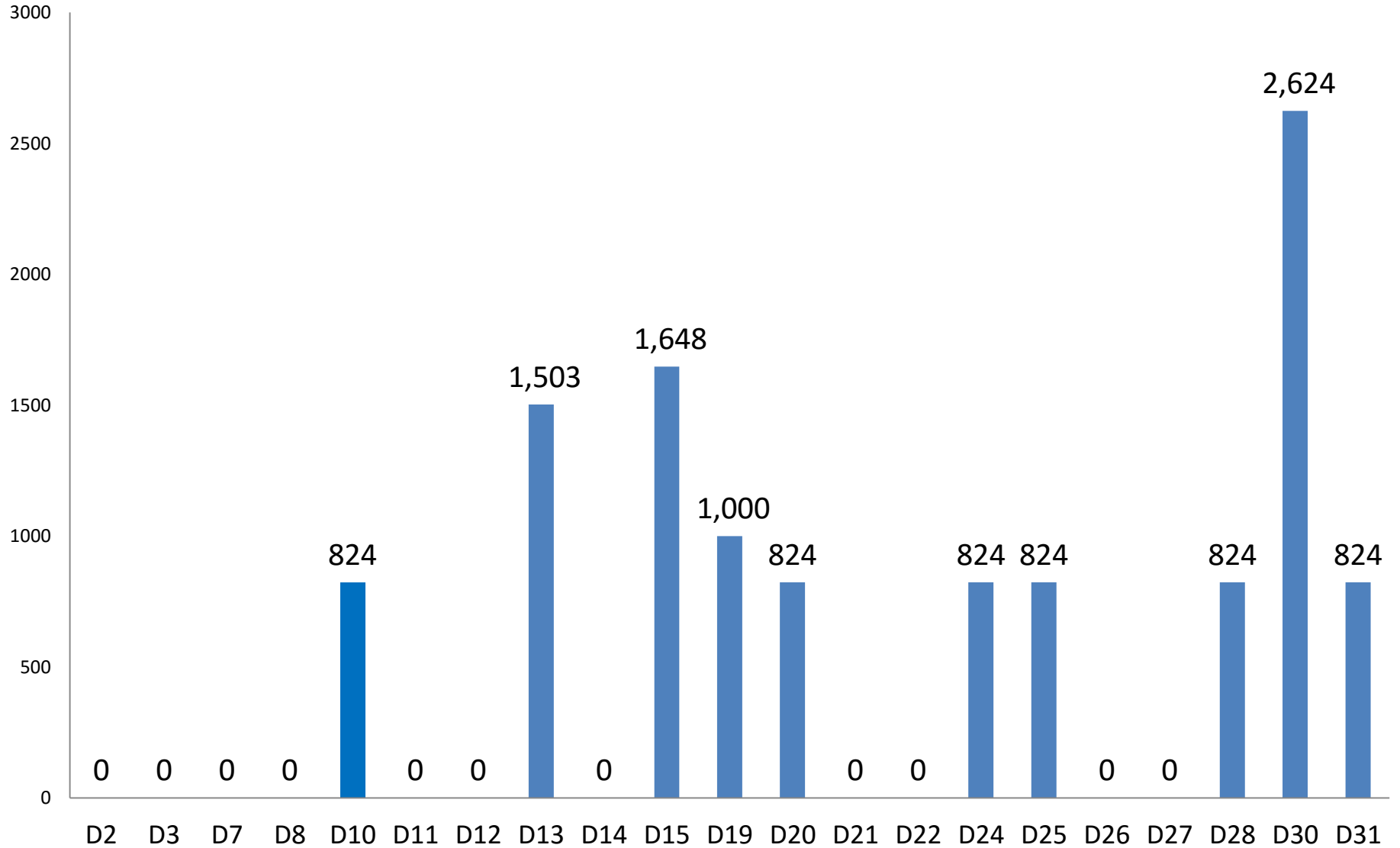
Data sources: Capital Plan updated January 2016

# Funded Seats in Jan. 2016 Capital Plan compared to DOE's Identified Need by District (K-8 Only)



Data sources: Capital Plan updated January 2016

# Added Seats in the January 2016 Capital Plan By District

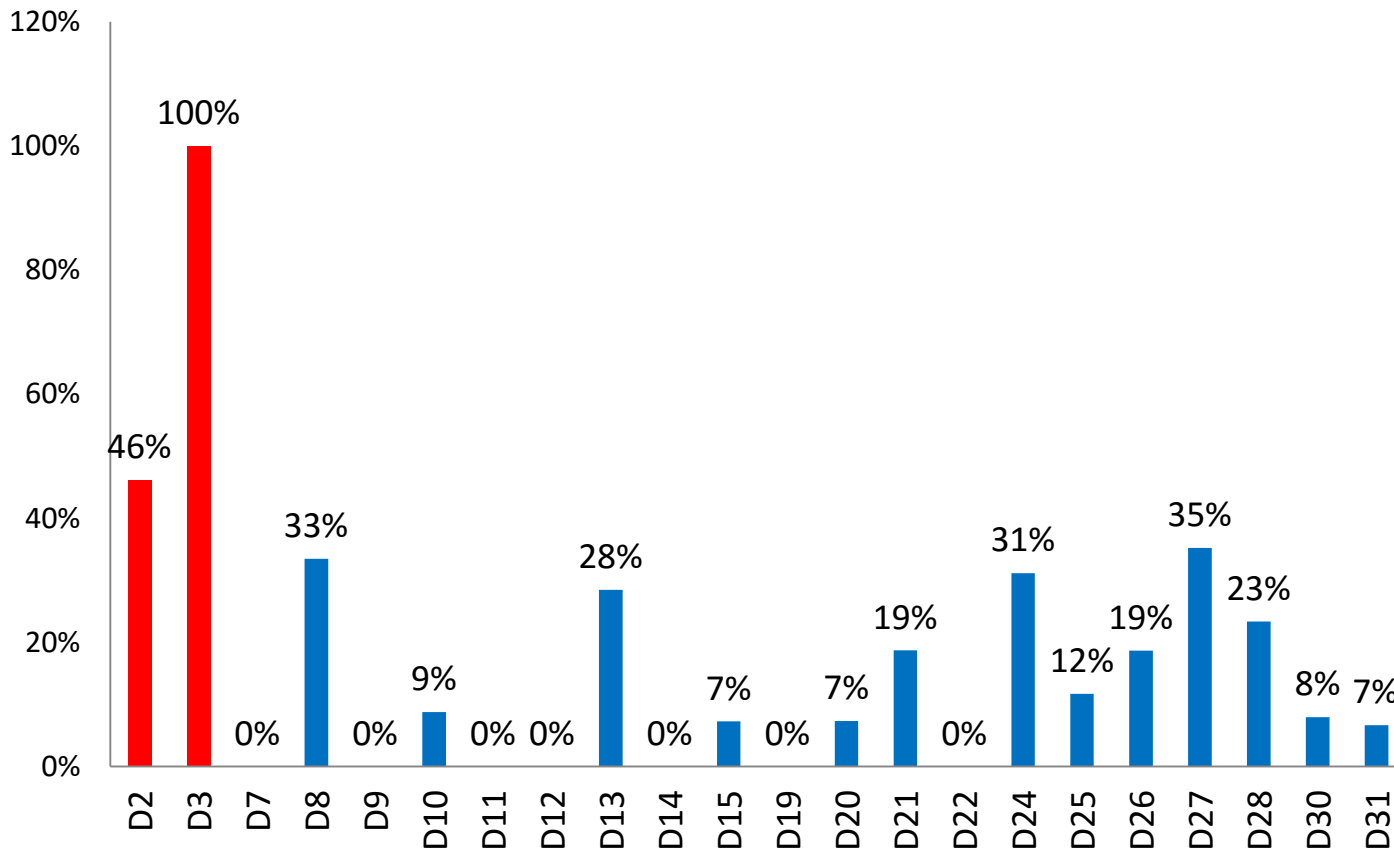


Data sources: Capital Plan updated January 2016

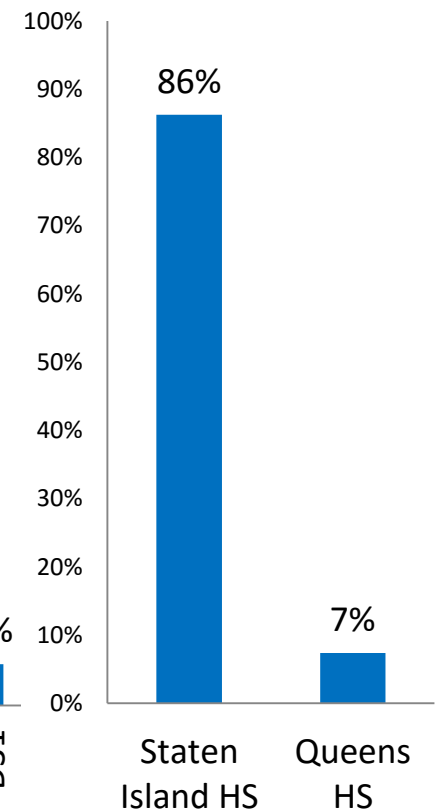
# Percent of Seats in Scope/Design\* compared to DOE Identified Need

*Only 15% of DOE's Identified need are in Scope and Design*

## K-8 Seats in Scope/Design versus DOE Identified Need by District



## HS Seats in Scope/Design versus DOE Identified Need by Borough

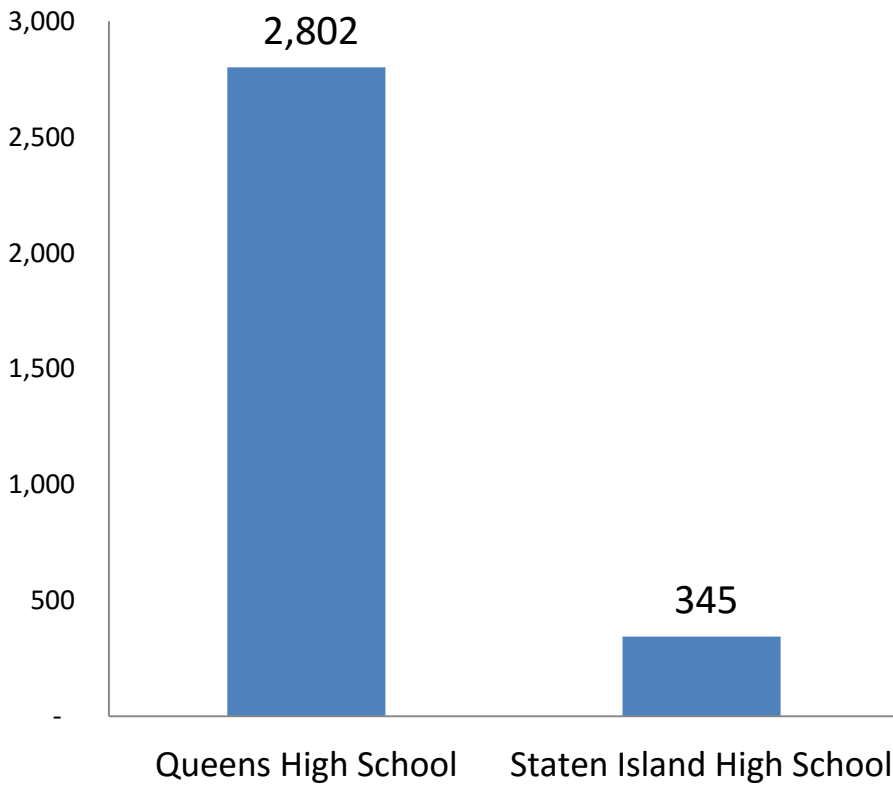


\*Scope/Design means that the seats are in the process of getting sited and constructed, as opposed to only being budgeted for  
 Data sources: Capital Plan updated January 2016

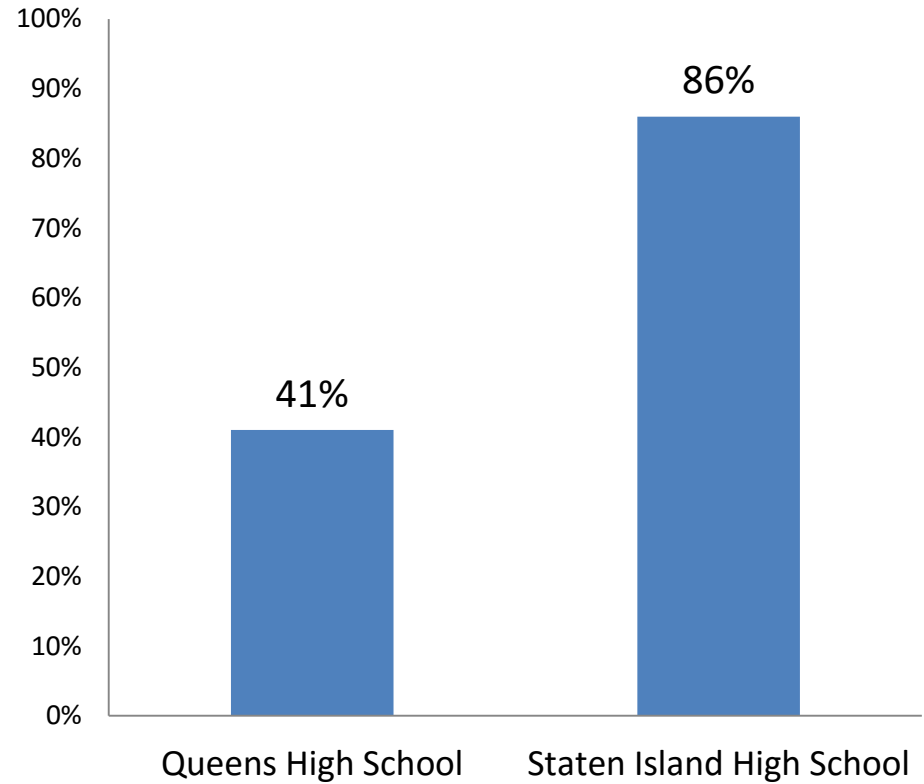


# High School Seats in the January 2016 Capital Plan by Borough

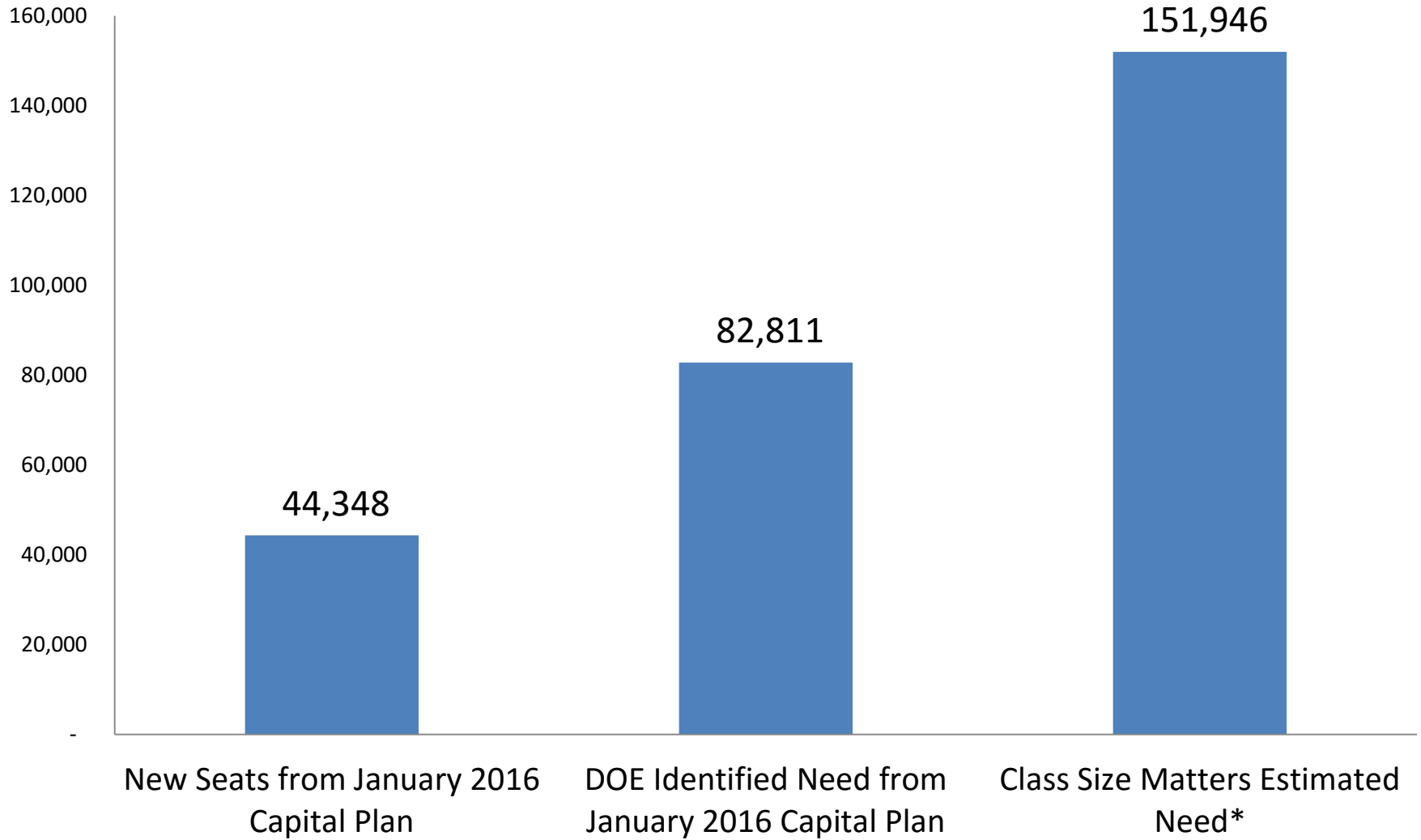
## Total Funded Seats in January 2016 Capital Plan



## Percent funded seats compared to DOE's Identified Need



# New Capital Plan Seats and DOE Seat Need vs Class Size Matters Estimated Need Citywide, Grades K-12



\*Class Size Matters Estimated Need derived from seats needed to bring district average down to 100% utilization plus Estimated Enrollment based on Housing Starts 2012-2021 and the average of consultant projections (Grier Partnership 2011-2021 and Statistical Forecasting 2011-2021.) Additional data sources: Capital Plan updated January 2016, Blue Book 2014-2015.

## **Yet even if fully funded, problems with DOE's capacity to site and build schools**

- After 2 years DOE still has not determined in which borough or district most of the 4900 seats in “class size reduction” category will be sited
- Several overcrowded neighborhoods have had schools funded in the capital plan for over a decade without DOE siting or building a single school
- SCA/DOE has real capacity problems in terms of efficient and accurate school siting and planning
- Overcrowding will grow worse if Mayor's rezoning plan to accelerate residential development is adopted
- NYC needs to come up with a better process to ensure schools are built along with new housing – instead of playing catch up perpetually.

# **NYC Council should create a Commission to improve efficiency and accuracy of school planning and siting**

- Among issues: do we need reforms to the zoning process – rezoning must increase overcrowding by 5% to trigger even consideration of new school to be built
- Whether the formula used to estimate impact of new housing on schools should be updated – as based on old census data
- Should the city require impact fees from developers and/or use eminent domain to site schools more frequently
- Should needs estimates be required including counting thousands of seats lost due to co-locations, charter expansion, grade truncation, school closings, lost leases and more
- Example: Brooklyn HS slated to lose over 8000 seats in future years due to these changes alone; leading to average 108% utilization rate yet no Brooklyn HS to be built in plan
- Without reforms to the planning process, overcrowding is likely to worsen, with school construction lagging years behind other development