

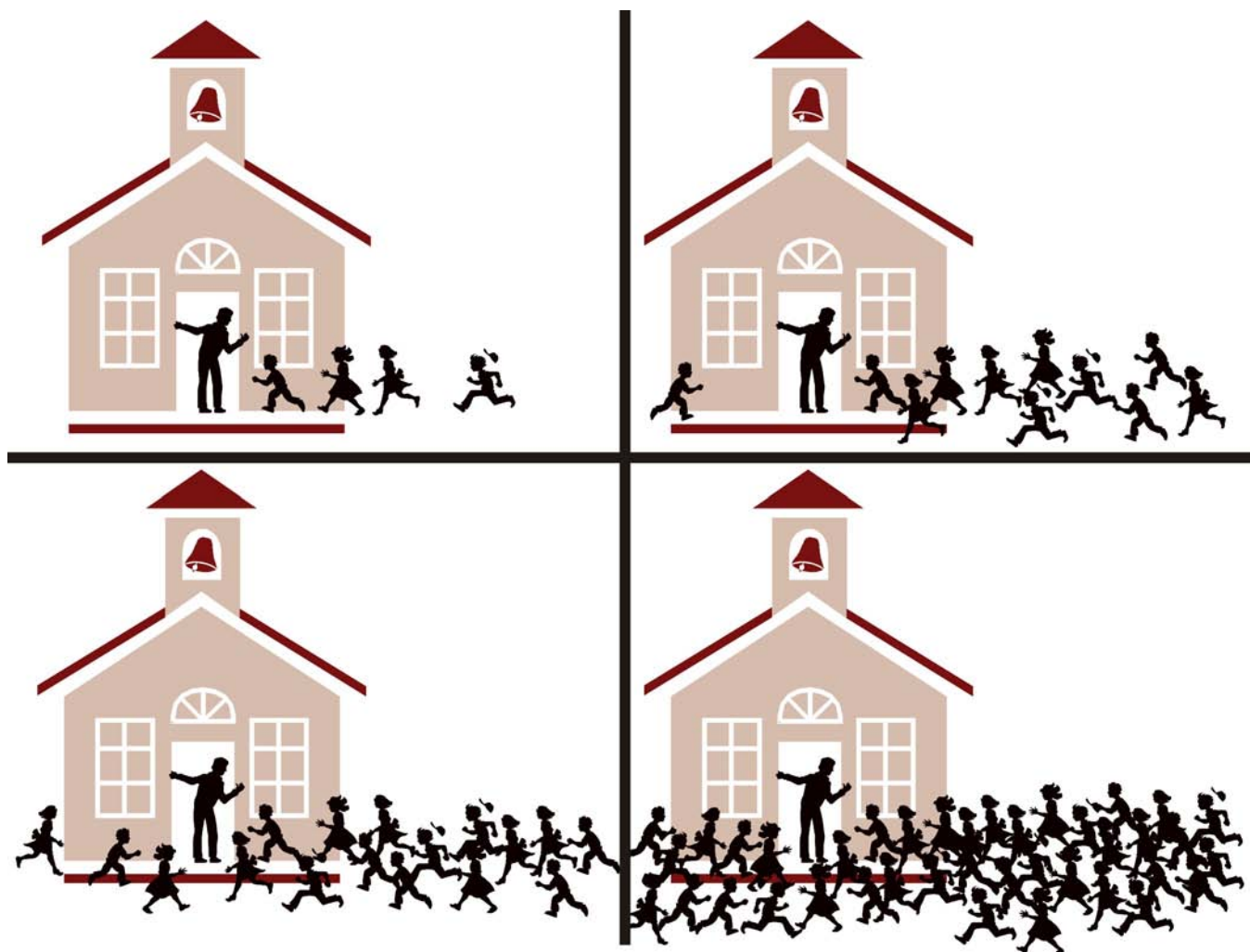
policy report

Office of the New York City Comptroller
Office of Policy Management

William C. Thompson, Jr., Comptroller

Underprepared for Overcrowding:

New York City Department of Education
School Construction, 2008–2017



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Executive summary

A study issued in May 2008 by the Office of the Comptroller, *Growing Pains: Reforming Department of Education Capital Planning to Keep Pace With New York City's Residential Construction*, identified communities across the city where population growth was causing or exacerbating public primary and middle school overcrowding. The study found that the planning process for the Department of Education 2005-09 Five-Year Capital Plan had failed to anticipate much of this growth despite clear evidence and that the resulting capital plan and its annual amendments were not keeping pace with expanding physical space needs. Much of this failure has disproportionately affected families in lower-income and recent immigrant communities.

In recent months, public attention has increasingly been drawn to New York City public school overcrowding, with news reports of parents having to place their children on wait lists to attend their neighborhood primary school. In light of that, and in order to evaluate the impact of the recently approved 2010-14 Capital Plan, we undertook a follow-up review of DOE capital planning for new classroom space. We assess the impact on school building utilization rates of the additional seats added to the city's primary schools since the release of *Growing Pains* and those that are planned for completion by 2017 under the 2000-14 Capital Plan. Our focus primarily is on elementary schools because the vast majority of elementary school age children typically must attend their zoned school and if the zoned school is over capacity, the alternatives are limited. For individual school enrollment and capacity data, we rely on the most recent DOE *Enrollment-Capacity-Utilization Report*, commonly known as the "Blue Book," issued in November 2008 and reporting data as of October 2007.

We identified communities in all five boroughs where new capacity provided in the 2005-09 and 2010-14 Capital Plans fails to end current overcrowding. We also found that in most communities with overcrowded schools throughout the city, the new capacity will be inadequate to reduce class sizes as required under the Campaign for Fiscal Equity lawsuit, provide sufficient numbers of science, art, computer and other "cluster" rooms and end the use of temporary class room units ("TCUs," or trailers) and temporary mini-schools installed on school grounds. Temporary facilities accommodated more than 22,000 primary and middle school students, predominantly and lower-income and recent immigrant communities.

More specifically, we found:

- DOE projects that it will have completed 29,324 new primary and middle school seats between 2008 and 2012—26,840 seats under the 2005-09 Capital Plan, which DOE expects to complete by 2012, and 2,484 seats under the 2010-14 Capital Plan. *The new capacity projected to be completed by 2012 will fall far short of the amount required to end overcrowding in primary and primary/intermediate schools in the following communities where enrollment exceeded capacity. Indeed, some of these communities will receive no new seats by 2012:*
 - Manhattan. The Upper West Side (District 3) is receiving no new capacity; Lower Manhattan, Greenwich Village, and Clinton (District 2) are receiving insufficient new capacity by 2012. The only new capacity planned for Murray Hill/Gramercy is earmarked for a proposed major residential development. New capacity on the Upper East Side (District 2) may be barely

sufficient to close the immediate seat deficit and some of it is in a short-term leased facility that will have to be replaced by permanent capacity.

- The Bronx. No new capacity is being added in Throgs Neck, Pelham Bay and Castle Hill (District 8); Morrisania (District 9); Riverdale, Fordham, Kingsbridge, Morris Heights, University Heights, East Tremont and Belmont (District 10); and Soundview (Districts 8 and 12). Insufficient new capacity is being added in Clason Point (District 8); Highbridge (District 9); Norwood/Van Cortlandt and Gun Hill (District 10); and Wakefield, Williamsbridge, Morris Park and Pelham Parkway (District 11).
- Brooklyn. No new capacity is being added in Bergen Beach, Ditmas Park, Flatlands and Mill Basin (District 22); Sunset Park (District 15); and Downtown Brooklyn (District 13). Insufficient new capacity is being built in Bensonhurst, Dyker Heights and Sunset Park (District 20).
- Queens. No new capacity is being added in Woodside and Maspeth (District 24); Fresh Meadows, Little Neck and Douglaston (District 26); Ozone Park and Howard Beach (District 27); St. Albans, Springfield Gardens and Queens Village (District 29); and Jackson Heights, Woodside and Sunnyside (District 30). Insufficient new capacity is being provided in Glendale/Ridgewood, (District 24); Bayside (District 26); Richmond Hill and Woodhaven (District 27); Rego Park, Forest Hills/Kew Gardens, Jamaica and Ozone Park/Richmond Hill (District 28).
- Staten Island. Among communities receiving no new capacity are Castleton, Dongan Hills, Midland Beach, New Dorp, Pleasant Plains, South Beach, Todt Hill, Tottenville and Westerleigh. New capacity being added in Graniteville is insufficient and additional relief in this part of the borough is also needed in New Brighton, Rosebank and St. George.

The potential for more fully utilizing under-capacity public schools by redrawing school attendance zone lines and redistributing students in these communities is limited because virtually all of their schools are close to, at, or above capacity.

- Between 2013 and 2017, an additional 19,971 primary and intermediate school seats are projected to be completed under the 2010-14 Capital Plan, including 7,772 seats carried forward from the 2005-09 Capital Plan. *When all of this new capacity becomes available, every borough will continue to have communities with overcrowded primary and primary/intermediate schools, even before complying with class-size reduction legal mandates, providing all schools with appropriate numbers of “cluster” rooms (art, science, music, computer rooms) and eliminating TCUs and temporary mini-schools.* These communities include:
 - Manhattan. District 2 is not receiving enough new capacity, especially south of 42nd Street and in Clinton where population is expanding rapidly. Because no new capacity is being planned on the Upper West Side, schools there will remain overcapacity indefinitely. Local “pocket” overcrowding in Washington Heights remains a concern.

- The Bronx. In District 8, the new capacity projected by 2017 will not end Blue Book-reported overcrowding, much less allow for class size reduction. (District 8 includes Castle Hill, Clason Point, Hunts Point, Morrisania, Pelham Bay, Soundview and Throgs Neck).

In Districts 9, 10 and 11, there may be enough new capacity to substantially address overcrowding as reported in the Blue Book, but much less than required to achieve class size reduction and end these three districts' very extensive use of TCUs and temporary mini-schools and to reduce class sizes as required. (District 9 covers Concourse, Highbridge, Morrisania, Morris Heights, Mott Haven, Mt. Eden and Tremont; District 10 includes Belmont, Fordham, Kingsbridge, Morris Heights, Norwood, Riverdale, University Heights, Van Cortlandt; District 11 encompasses Baychester, Co-Op City, Eastchester, Norwood and Wakefield.)

In Soundview in District 12, no new capacity is planned and schools may remain overcrowded indefinitely.

- Brooklyn. District 22 is not receiving enough capacity and will continue to have communities with overcrowded schools. (District 22 covers Bergen Beach, Ditmas Park, East Flatbush, Flatlands, Marine Park, Mill Basin, Midwood and Sheepshead Bay.) In District 20 enough new capacity may be provided to end the seat deficits reported in the Blue Book, but not enough to reduce class sizes as required. (District 20 includes Bay Ridge, Bath Beach, Bensonhurst, Borough Park, Dyker Heights, Fort Hamilton, Kensington and Sunset Park.)

Local "pocket" overcrowding will likely continue in neighborhoods elsewhere in the borough such as in East New York and Williamsburg.

- Queens. In Districts 24, 27 and 30 and possibly 28, added capacity may end overcrowding in most schools as reported in the Blue Book, but will not allow for class size reduction, elimination of TCUs or provide sufficient "cluster" rooms. (District 24 includes Corona, Elmhurst, Glendale, Maspeth, Middle Village and Woodside; District 27 includes Broad Channel, Howard Beach, Ozone Park, Richmond Hill and the Rockaway Peninsula; District 30 includes Astoria, Long Island City, East Elmhurst, Jackson Heights, Steinway and Woodside; District 28 includes Briarwood, Forest Hills, Jamaica, Kew Gardens, Rego Park and Richmond Hill.)

In District 26, insufficient capacity is being provided to end Blue Book-reported overcrowding. Some District 26 communities will therefore remain overcapacity. (District 26 includes Bellerose, Douglaston, Glen Oaks, Floral Park, Fresh Meadows, Hollis Hills, Jamaica Estates, Little Neck and Queens Village.)

In District 29, since no new capacity is being provided at all, overcrowding will likely continue in Springfield Gardens and Queens Village.

- On Staten Island, given current capacity needs and the expectation that the borough's population will continue to expand, the additional capacity projected by 2017 is likely to prove insufficient unless school attendance zone lines are substantially altered. Even then, it will be difficult to find space for mandated class size reductions.

Furthermore, although all 2010-14 Capital Plan new-capacity projects currently are projected to be completed by 2017, it is likely—considering the years-long delays in completing many of the 2005-09 Capital Plan projects—that some Capital Plan projects will not be completed until 2019 or 2020.

- The DOE 2005-09 Capital Plan promised to “end the reliance” on TCUs by 2012. Most TCUs are well past their expected lifetimes. Some of them leak. And DOE acknowledges that their overall utilization rate is 107 percent. According to our compilation of Blue Book data, 9,829 primary and intermediate school students were still being taught in TCUs. Because inadequate new capacity is being planned, *thousands of students will continue to be taught in TCUs long after 2012*. Unlike the 2005-09 Capital Plan, the DOE 2010-14 Capital Plan does not pledge to eliminate TCUs.

In addition, according to Blue Book data, 12,527 students were taught in temporary mini-schools and temporary classroom buildings, which typically occupy part of a school’s playground space. The 2005-09 Capital Plan pledged to eliminate mini-schools over 20 years old by 2012. It is highly unlikely that this goal will be reached by 2017, either.

- *The DOE Blue Book significantly understates the need for more seat capacity* because its target capacity for determining whether or not a school is overcrowded is based on 28 students per class in 4th through 8th grade rather than the 23-student average required under the Contracts for Excellence implemented pursuant to the Campaign for Fiscal Equity (CFE) lawsuit. Therefore, the shortage of primary school seats is more acute than the Blue Book indicates.
- *The Blue Book also understates the need for more seats because it counts as part of a school’s capacity most of the cluster rooms that the school had to convert to regular classroom use to accommodate surging enrollment.* Cluster rooms are necessary to teach art, music, computer skills, and some science curricula. The Blue Book allows for a minimal number of cluster rooms, generally three, four or five, dependent upon the enrollment of a school, in its computation of school capacity. In general, this results in a target of 145 students per cluster room. However, some Bronx and Brooklyn community school districts had over 400 students per cluster room and one Queens district had nearly 800. In some instances, very large primary schools with more than 1,000 students had no cluster rooms at all. Moreover, many if not most schools originally had many more than this minimal number of cluster rooms. As those rooms were converted to classroom use to alleviate what was hoped at the time to be temporary overcrowding, they were *permanently* counted as classroom space. Therefore, even a school that actually has its minimum number of cluster rooms is woefully short of cluster space.
- *In some communities, the new seats that are now being added could have been provided much sooner had DOE student enrollment projections not been seriously flawed.* As discussed in *Growing Pains*, enrollment projections made by the Maryland-based DOE consultant hired for this purpose did not take into account new housing permits. Their projections are based on past trends (a “cohort survival analysis”) that do not take into account many less tangible factors, including more interest by parents in staying in New York City and sending their children to public, rather than private, schools. *Our review of past district enrollment projections by the DOE consultant found that projections for 2009 made by the consultants in 2005 significantly underestimated enrollment growth in eight districts.* In another nine districts, the 2005 estimates significantly *over-projected* enrollment growth.

Thus, in over half of the 32 community school districts, the consultant's projections were off the mark. A new consultant was added this year; however, no information was publicly available as to the methodology used by the second consultant, and it is too soon to know whether these projections will prove any more accurate. Furthermore, as discussed in *Growing Pains*, projections are made on the district level and therefore do not consider that in some individual communities the number of school age children is expanding rapidly even while staying level or declining elsewhere in other communities in the district.

Flawed projections have led to flawed planning, the consequences of which are reflected in school enrollment caps and wait lists for children to attend their neighborhood zoned school.

- *The unreasonably slow pace of siting and completing new school buildings is delaying overcrowding relief in the many communities that have the most overcrowded schools.* Primary and middle school new-capacity projects with a total of 8,419 seats are being carried forward from the 2005-09 Capital Plan to the 2010-14 Capital Plan and their estimated completion dates are being extended by up to six years. Examples of communities where urgently needed new capacity is being delayed are:
 - DOE has indicated it will locate a 318-seat Early Childhood Center in Throgs Neck, but it has been delayed from 2011 to 2014.
 - There is serious overcrowding in District 27 in Queens, especially in Ozone Park, Richmond Hill and Woodhaven, but a 431-seat school designated for District 27 has been delayed from 2010 to 2015 and a 520-seat school from 2011 to 2013.
 - On Staten Island (District 31) a 416-seat school designated for the district has been delayed from 2011 to 2016. Overcrowding in schools in communities ranging from Tottenville and Eltingville to Dongan Hills and New Dorp will have to wait years longer for relief than had been expected.

The Comptroller proposes the following measures to address the shortcomings discussed above.

- *The City reallocate to the DOE Capital Budget over \$900 million that is to be spent on Department of Corrections projects including expansion of the Brooklyn House of Detention and a new jail in the Bronx.* This amount would be sufficient for over 8,000 new school seats, based on a cost of \$112,000 per seat and for potentially thousands more seats from State reimbursement.¹
- *End the use of TCUs and mini-schools more than 20 years old, as promised.* NYC parents should not have to tolerate having their children being taught in trailers year after year. In addition, the Blue Book reports that 10,469 students were taught in annexes. Students in many of the annexes -- whose classrooms are by definition separated from their main school building, for some schools by city blocks -- are at an educational and social disadvantage. In those places where local educational parent and community leaders indicate it needs to be done, DOE should consolidate schools under one roof.

¹ From 2010-14 Capital Plan. Total of 25,194 seats at a cost of \$2.8 billion. This does not include \$956 million for potential site-specific environmental costs.

- *Provide all schools with the appropriate number of cluster rooms.* In order to provide children with a comprehensive education, schools need cluster space where music, art, languages, computer skills, and other similar subjects can be taught.
- *Improve the School Construction Authority (SCA) school siting process.* SCA is the agency charged with developing and implementing the DOE Capital Plan. As recommended by A Better Capital Plan issued by Class Size Matters, the Manhattan Task Force on School Overcrowding, the United Federation of Teachers, and the Center for Arts Education, each district in which new capacity is being proposed should have capacity siting teams that include parents, community boards, and local elected officials.
- *Fix the enrollment projection methodology.* Enrollments should be projected on a community, rather than a district basis, to avoid the problem of “pocket” overcrowding in individual neighborhoods identified in *Growing Pains*. Moreover, the community projections should incorporate data on residential construction and actual birth data available from the Department of City Planning, and closely monitor trends in immigration. DOE should use parent surveys and more closely monitor pre-school enrollments, as well as private and parochial school capacity. It is clear that there is much room for improvement in the projection methodology.
- *Adopt a rolling five-year capital plan, rather than the fixed term five-year plan currently used.* The annual amendments that are made to the fixed, five-year capital plans now being used are essentially patches that do not look forward to new capacity needs five years hence. Capital planning should be conducted at least annually and with a five-year horizon.
- *Improve the transparency of and public access to the capital planning process.* It is essential that the enrollment projection methodology and the methodology by which SCA applies in determining where to site new capacity be made public. SCA should routinely include in its capital plan documents crosswalks between the prior capital plan and the current one; the adopted capital plan and any of the amendments; and the most recent prior amendment and the current one. In addition, SCA should ensure that all prior amendments to the current capital plan remain available on line. Moreover, SCA should provide on its website a project-by-project status report. Any member of the public should be able to go to the site, look up planned schools in his/her neighborhood, and ascertain the status of the project in detail.

I. FINDINGS

A. In communities where enrollment exceeds capacity, most overcrowded schools will continue to be overcrowded in 2012. Capacity projected for completion from 2013 to 2017 will also fall short of meeting needs in most of these communities.

The following section reviews the status and sufficiency of new school capacity being built under the DOE 2005-09 Capital Plan, which DOE expects to complete by 2012 and under the 2010-14 Five-Year Capital Plan, which DOE expects to complete by 2017.

Borough Summaries

Manhattan

School overcrowding is severe south of 96th Street. Because of rapid population growth, in Lower Manhattan the primary/intermediate school projects scheduled for September 2010 completion will not end overcrowding. No relief is in sight for Greenwich Village schools until at least 2014 and Murray Hill/Gramercy schools are receiving no relief at all.

On the Upper East Side, severe primary school overcrowding will be only partly relieved by a new middle school now under construction. When it opens, middle school students currently using a primary school will be relocated, freeing space for the primary school to expand. The leasing of a former parochial school for use beginning in September 2009 will help reduce overcrowding but a permanent facility is still required. It will not be until a new PS 59 building is completed on 57th Street, projected for 2012, that Upper East Side overcrowding as reported in the Blue Book may be substantially addressed. However, further residential growth could apply new pressure on capacity and concern remains -- as it does district-wide -- there will still be insufficient capacity to meet class size reduction mandates even after the un-sited capacity proposed in District 2 is completed.

Indeed, although an additional 3,300 District 2 primary and middle school seats are proposed in the new 2010-14 Capital Plan, a resolution passed by the District 2 Community Education Council in February 2009 called on DOE to more than triple this number to 9,700 seats.

On the West Side, in District 3, neither the 2005-09 nor the 2010-14 Capital Plans provide any new capacity. Upper West Side schools will remain substantially overcrowded for the indefinite future. Elsewhere, "pocket" overcrowding will persist because no new capacity is being provided; this is of particular concern in Washington Heights.

Bronx

The Bronx has long had some of the most severe school overcrowding in the city. The new capacity being built and proposed falls far short of satisfying the borough's capacity needs.

The Blue Book reports that there was a 5,600-seat primary and primary/middle school deficit in those communities where we calculate total enrollment exceeded capacity. Furthermore, schools borough-wide seated 6,506 students in temporary mini-schools and classroom buildings, a disproportionate 52 percent of the citywide total, and 2,785 students in temporary classroom units

(TCUs), 31 percent of the citywide total. There were 3,108 students in annexes, 28 percent of the citywide total.

Between 2008 and 2012, DOE projects that approximately 5,000 primary and intermediate school seats will be completed in the Bronx. Considering the Blue Book-reported deficit of more than 5,500 primary and primary/intermediate school seats in overcapacity communities and more than 9,000 students were taught in temporary facilities in the borough, and considering also that class size reduction legal mandates still have not been met, schools in many Bronx communities—from Fordham and Highbridge to Kingsbridge and Soundview—will continue to have severe seat shortfalls in 2012. Even after adding the approximately 2,300 seats projected to be completed in the borough between 2013 and 2017, total capacity will fall far short of meeting needs. There will not be nearly enough new seats to accomplish all of the goals of filling existing seat deficits, consolidating annexes, ending the use of TCUs and older mini-schools and reducing class sizes.

Brooklyn

The new capacity being added between 2008 and 2012 will leave many schools, from Bensonhurst to Flatlands, overcrowded. District-wide, approximately 5,400 seats are projected to be added in the borough between 2013 and 2017. Given the unfulfilled class size reduction legal mandate, the extensive use of temporary mini-schools and TCUs, and the need to provide all schools with appropriate numbers of cluster rooms, even this additional capacity will fall short. This is true particularly in District 22, where schools are overcrowded in Bergen Beach, Ditmas Park, Flatlands and parts of Sheepshead Bay; only one new school is proposed in this district and it will not be completed until 2015.

No new capacity has been proposed to accommodate rapid population growth expected in downtown Brooklyn where, in the PS 287 attendance zone, more than 3,000 housing units were either completed in the last two years or are nearing completion.

Queens

District 24 includes overcapacity communities such as Corona, Elmhurst, Glendale and Ridgewood. More than 2,600 seats are being added in District 24 between 2008 and 2012. However, it will not be until at least 2017 that serious overcrowding in District 24 will be substantially addressed, and even then there may not be enough space to reduce class sizes and to eliminate TCUs and older mini-schools. Parent leaders express particular concern that overcrowding may persist in Corona, and, to a lesser extent, Ridgewood and Woodside.

A similar situation prevails in Districts 27, which includes overcapacity communities such as Richmond Hill, Woodhaven and Ozone Park; in District 30, where Jackson Heights and Woodside schools are overcrowded, and in District 28, where Rego Park, Forest Hills, Richmond Hill and Jamaica schools are overcapacity.

In these districts, sufficient seats may be provided by 2017 to close the immediate seat gap as reported in the Blue Book, but not to reduce class sizes, provide enough cluster rooms and end the use of temporary facilities. Parts of District 30, particularly Jackson Heights, have some of the most

overcrowded schools in the city but families will have to wait until at least 2011 before even a modicum of new-capacity relief is provided.

In District 26, schools in Bayside, Douglaston and Little Neck are significantly overcrowded. Not enough new capacity is planned for completion by 2017 and some schools will remain overcrowded even without reducing class sizes. No new capacity is being provided anywhere in District 29, even though schools are overcapacity in Springfield Gardens and Queens Village.

Queens continues to gain population. In March 2009, the Department of City Planning projected that from 2007 to 2030, the population of Queens will increase by 8.32 percent (287,573).

Staten Island

The 1,862 primary and intermediate school seats added in 2008 and being added in 2009 do not close the primary immediate seat deficit in communities with overcapacity primary schools as reported in the Blue Book. Moreover, no additional seats are projected to be completed until 2014. From 2014 to 2016, completion of 1,248 primary and intermediate seats in three proposed schools are projected. These seats should be sufficient to address primary school overcrowding if combined with rezoning, parent leaders told Comptroller staff, although some “pocket” overcrowding could persist. However, Staten Island has some of the fastest-growing communities in the city. In March 2009, the Department of City Planning projected that from 2007 to 2030, the population of Staten Island will increase by 14.1 percent (68,522 people).

Findings by District

In the following section, communities whose primary and primary/intermediate schools were overcapacity according to the Blue Book are reviewed in detail. In these communities, the total number of students in excess of seat capacity in all of the primary and primary/intermediate schools exceeded the total number of seats available in all of the community's primary and primary/intermediate schools.

Communities are reviewed in their district's numerical order, starting with District 2 and ending with District 31. (In Districts 1, 4, 5, 6, 7, 13, 14, 16, 17, 18, 21, 23, 25, and 32, no communities where schools were overcapacity overall could be identified, although in nearly all of these districts there was "pocket" overcrowding of individual schools within specific communities.)

District 2, Manhattan

Summary

According to Blue Book data, communities with overcapacity schools in District 2 had 1,418 more primary and primary/intermediate school students than seats. As shown in Appendix Table 1, by 2010 a total of 2,376 primary and middle school seats are scheduled for completion in the district, by 2012 completion of another 666 seats is expected, and by 2017 another 3,296 seats are projected to be completed.

Despite this large new capacity infusion, a Resolution passed by the District 2 Community Education Council in February 2009 stated the 2010-14 Capital Plan fails to meet the district's capacity needs. In calling for the 2010-14 Capital Plan to provide 9,700 seats² for District 2, triple the number now included,³ the Resolution noted the recent rapid and continuing growth in the district's population and necessity of accounting for mandated class size reduction.⁴

During the next four years, severe primary overcrowding on the Upper East Side is being addressed by the construction of a new middle school, which will allow middle school students currently

² To determine this number, the CEC used birthrate projections for the neighborhoods in their CEC from the NYC Department of City Planning as well as the Community District profiles that look at total population and percentage change to determine demographic trends over the next ten years; Blue Book figures to determine the number of seats necessary to bring all schools down to 100 capacity utilization; a survey of principals to determine how many cluster spaces in each school had been converted into general classrooms; and the number of seats that would be required to achieve legal class size mandates of 20 students in K-3 and 23 in Grades 3-8.

³ When the Resolution was enacted, a total of 3,046 seats were in the proposed 2010-14 Capital Plan. As subsequently adopted, the 2010-14 Capital Plan provides 3,296 seats in District 2.

⁴ The Resolution states that according to housing start data, 40,000 new housing units are planned in the District 2 area over the next eight years, which will generate a need for approximately 5,600 new elementary school seats and 1,200 new middle school seats in addition to seats that are needed to relieve existing overcrowding "and reduce class sizes to the levels in the city's state-mandated class size reduction plan." The Resolution cites analyses of U.S. Census Bureau data that from 2000 to 2007 there was a 42 percent increase in households with children in Greenwich Village, Tribeca and Battery Park City, a 38 percent increase in households with children aged 5 to 17 on the Upper East Side, and a 30 percent increase in residents aged 35 to 44 in Chelsea and Clinton.

housed in the PS 158 building to relocate and make space available for PS 158 to expand; by the leasing of a former parochial school to house students from the former PS 151; and eventually by the opening of a larger home for PS 59 on 57th Street. The facility now temporarily occupied by PS 59 will become available for another school. These projects may be sufficient to resolve current seat deficits as reported by the Blue Book if the Upper East Side does not continue to gain population at a significant rate.

In Murray Hill/Gramercy, additional seats now planned for completion by 2012 would serve the proposed East River Realty Company development on the former Con Edison site and do not help existing overcrowding. In Greenwich Village, no new capacity to relieve severe overcrowding is in sight until at least 2014. In Lower Manhattan, because of rapid and ongoing downtown population expansion, the two K-8 projects estimated to be completed by September 2010 will be insufficient to relieve overcrowding and additional capacity will be needed.

Community analyses

Battery Park City, Civic Center, Chinatown, Tribeca, SoHo

Total primary school enrollment was 1,307.

School ⁵	Students above/below capacity	Utilization rate	Community
PS 234	93	118%	Tribeca
PS 234 Annex	23	119%	
PS 89	66	115%	Battery Park City
PS 150	-29	86%	Tribeca
PS 130	160	118%	Chinatown/SoHo
<i>Net total</i>	<i>313</i>		

Overflow from PS 234 and PS 89 is temporarily being housed at the Department of Education central administration building on Chambers Street until new schools are built.

As shown in Appendix Table 1, two new PS/IS schools, with a total of 1,582 seats, are scheduled for completion by September 2010.⁶ Although approximately 1,000⁷ primary school seats will become available in these buildings, primary school overcrowding will persist in Lower Manhattan because of the area's population explosion.⁸ *Growing Pains* reported that between 2000 and 2010, the population

⁵ Throughout this report, schools shown in utilization tables have Kindergarten through 5th grade unless the table states otherwise.

⁶ Delays that were experienced in construction of the 76-story tower for which the Beekman School serves as the base could postpone its opening beyond September 2010. Whether or not the school can open in 2010 will depend on an assessment of the safety of opening the school while construction work continues above.

⁷ This number depends on the proportion of the total 1,580 seats that are set aside for middle school students. In June 2009, CEC officers stated that they did not yet know this ratio.

⁸ It is also possible that a limited number of primary school seats will be provided in leased space at 26 Broadway, formerly occupied by the Sports Museum of America. According to the *Downtown Express*, there will be enough space for 1,000 students at 26 Broadway, including 250 seats for a high school (the Urban Assembly School of Business for Young Women), and possibly 250 seats for the Greenwich Village Middle School, leaving 400 seats that could be used for primary, middle or high school students. See: Julie Shapiro, "First and goal for school space in Sports Museum," *Downtown Express*, June 19-25, 2009.

of Lower Manhattan is expected to increase by 15,076. The number of births has soared⁹ and the proportion of Lower Manhattan households with children increased by nearly a third from 2004 to 2007, to 25 percent. The growth in public school enrollment is also being fueled by the favorable reputation of the existing Lower Manhattan schools, which has encouraged parents and prospective parents to move to Lower Manhattan and to choose public school for their children.

Greenwich Village, Gramercy, Murray Hill

All four primary schools that serve these communities were overcapacity. The two Greenwich Village schools had total enrollment of 1,327 and the two Murray Hill-Gramercy Park schools had 1,675 students.

School	Students above/below capacity	Utilization rate	Community
PS 3	72	114%	Greenwich Village
PS 40	15	103%	Gramercy Park
PS 41	23	103%	Greenwich Village
PS 116	124	119%	Murray Hill
<i>Net total</i>	<i>234</i>		

In June 2008, to make more space available, PS 116 relinquished its Pre-K, and in September the school ended the gifted program that served PS 116 and students from other zones. In May 2009, DOE announced that it would eliminate or relocate Pre-K programs at PS 3 and PS 41.

CEC officers told Comptroller staff that PS 41 in Greenwich Village is “in the worst spot” because it continues to attract more students and has a long wait list. Yet no relief is in sight for Greenwich Village primary schools before 2014 when seats are expected to become available at the New York Foundling Hospital building at 17th Street and 7th Avenue.¹⁰ In Murray Hill/Gramercy, the 2010-14 Capital Plan includes a 612-seat PS/IS at 35th Street and 1st Avenue, which the Plan estimates will be completed in 2012. However, it would be built only to serve the proposed large East River Realty Company Development on the former Consolidated Edison site and will likely not reduce overcrowding at nearby schools.

Upper East Side

The Blue Book reports that Upper East Side schools enrolled 3,133 students. All of the school buildings were substantially overcapacity.

⁹ As reported in “Five Year-Olds at the Gate,” *New York Magazine*, May 24, 2009. The magazine also reported that four in ten childless couples in lower Manhattan said they were “very likely” or “extremely likely” to have children within three years; that births in lower Manhattan climbed from 565 in 2003 to 760 in 2006 and 824 in 2007; and that lower Manhattan preschool enrollment had swelled from 630 in 2003 to 1,315 in 2008.

¹⁰ Although the 2010-14 Capital Plan projects a completion date of January 2017 for a 563 seat school to be located at the New York Foundling Hospital, CEC members told Comptroller staff that they have been informed that it will be available in 2014.

School	Students above/below capacity	Utilization rate	Community
PS 6	162	125%	Upper East Side
PS 59	68	125%	East Side
PS 77	119	150%	Upper East Side
PS 158	81	134%	Upper East Side
PS 183	134	130%	Upper East Side
PS 198 (K-6)	77	130%	Upper East Side
PS 290	231	153%	Upper East Side
<i>Net total</i>	<i>872</i>		

In June 2008, PS 59 eliminated its Pre-K program in order to free up space. A recent *New York Magazine* article quoted a PS 290 parent leader saying that a reading class in this school meets in a former bathroom and that during a tour of PS 6 parents saw four kindergarteners around a single desk for group math in “what looked like a janitor’s closet.”¹¹

A 544-seat building to house the East Side Middle School is under construction and expected to open in September 2010 at First Avenue and 91st Street. This new facility will enable the approximately 360 East Side Middle School students to move out of their current location in the PS 158 building at York Avenue and 76th Street. This, in turn, is expected to provide space for PS 158 to grow from 350 to 540 seats.

In addition, nearby on East 91st Street, a building that formerly housed a parochial school, Our Lady of Good Counsel, has been leased and will become the new PS 151, which was closed in 2001 and demolished.¹² DOE reports that it will start by accepting 100 kindergartners in September 2009 and will add one grade a year, freeing up seats in PS 158 and other nearby schools. Together with the new PS 158 seats, the leased space will help relieve Upper East Side primary school overcrowding. However, the lease for the parochial school building only is for three years and a permanent home will be needed.

PS 59, the Beekman Hill International School, is currently located in a temporary home on East 63rd Street. A new facility for PS 59 is to be built in a mixed-use structure on East 57th Street and be paid for by private developers as part of a partnership with the DOE Educational Construction Fund. There will be a net increase of 330 seats for PS 59. The project is projected to be completed by September 2012. The building PS 59 now occupies will eventually be used for a 500-seat school, according to a DOE news release.

Community and/or parent leaders told Comptroller staff that whether or not all the additional seats in the pipeline for the Upper East Side will be sufficient to end overcrowding as reported in the Blue Book depends on whether the population in this area continues to grow. Using available space in existing intermediate schools to accommodate primary school students as the new space is built over the next several years is not a viable option.

¹¹ Jeff Coplon, “Five Year-Olds at the Gate,” *New York Magazine*, May 24, 2009.

¹² Since PS 151 was closed in 2000, children who live in the PS 151 zone have been placed in other overcrowded Upper East Side schools through a lottery process. In 2008-09, because of rising demand, there was not enough space in the other schools. In February 2009, PS 151 zone parents were informed that the lottery was being ended and students would be sent to this new location in September 2009.

“Pocket” overcrowding and anticipated growth in Clinton/Hell’s Kitchen

School	Students above/below capacity	Utilization rate	Community
PS 51	58	121%	Clinton/Hell’s Kitchen
PS 111	-205	74%	Clinton/Midtown West
PS 212	5	101%	Clinton/Hell’s Kitchen

A study issued by State Senator Thomas Duane and Community Board 4 in August 2009 analyzed Environmental Impact Statements for pending residential development in Chelsea-Hell’s Kitchen and found that 26 different projects will create 11,259 new residential units. These units will be home to an additional 1,350 primary school students. The only new capacity being built or planned in this community is a 336-seat addition to PS 51, expected to be complete in 2012. Even with this new facility, the report concluded, more than 1,000 primary school students may be without seats by 2019.

District 3, Manhattan**Summary**

Substantial residential construction continues on the Upper West Side, yet most primary schools already are overcrowded. Overcrowding could worsen, inasmuch as no new capacity is being added anywhere in District 3.

Community analyses*59th Street to 96th Street (Upper West Side)*

The Blue Book reports that the primary and primary/intermediate schools below had 6,080 students in their main buildings and 84 students in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 9	128	134%	Upper West Side
PS 75	176	128%	Upper West Side
PS 84	-46	90%	Upper West Side
PS 87	73	109%	Upper West Side
PS 163	-14	98%	Upper West Side
PS 163 TCU	43	205%	Upper West Side
PS 166	6	101%	Upper West Side
PS 191	-112	82%	Upper West Side
PS 199	88	118%	Upper West Side
PS 333 (K-8)	12	102%	Upper West Side
PS 333 (K-8)	87	120%	Upper West Side
<i>Net total</i>	<i>441¹³</i>		

According to a CEC officer, PS166 had a wait list of zoned children, and both PS 87 and PS 199 were planning to open extra kindergarten classes to meet demand. Finding space to accommodate them will be difficult and the addition of kindergarten classes may result in the loss of a music room at PS 87.

¹³ District 3 also includes a PS 199 Annex. However, it houses the Special Music School and is not part of PS 199. A CEC official stated that the PS 199 Annex will likely be given its own school number in the next year.

The CEC officer told Comptroller staff, “The high numbers of kindergartens cannot be sustained over time.” There is not enough space in middle schools to accommodate overflow from primary schools.

“Pocket” overcrowding in District 6, Manhattan

Although there were no individual communities in District 6 in which primary and primary/intermediate schools were overcapacity overall, there were several areas with neighborhood “pocket” overcrowding.

Inwood

School	Students above/below capacity	Utilization rate	Community
PS 5	-45	96%	Inwood
PS 5 TCU	21	136%	
PS 188	77	121%	Inwood
PS 98	-241	68%	Inwood
PS 92 mini	-7	84%	
PS 311	34	109%	Inwood
PS 314	85	144%	Inwood
PS/IS 278	40	109%	Inwood

Inwood schools were slightly below capacity overall, but this was attributable almost entirely to one school, PS 98, which would have been considerably closer to capacity without its 117-seat temporary mini-school. Parent leaders hope that the 600-seat PS/IS 263, expected to open in 2010, will provide sufficient relief. However, a recent past CEC officer told Comptroller staff that some space in the new building may be utilized by a charter school whose students may not necessarily reside in adjacent neighborhoods.

Washington Heights (181st Street to Dyckman Street)

School	Students above/below capacity	Utilization rate	Community
PS 48	-82	85%	Washington Heights
PS 48 SPED	6	127%	
PS 48 TCU	28	141%	
PS 132	-74	91%	Washington Heights
PS 132 Annex	-57	91%	
PS 152	-104	90%	Washington Heights
PS 173	-231	78%	Washington Heights
PS 178	34	109%	Washington Heights
PS 187	198	193%	Washington Heights
PS 189	-117	90%	Washington Heights

Although the schools in this area were under-capacity overall, there was significant “pocket” overcrowding at PS 187, which is adjacent to PS 48, and PS would have been overcrowded had 97 students not been accommodated in TCUs (trailers). Only one school in this area, PS 173, was significantly under-capacity, according to the Blue Book. Nonetheless, no new capacity has been proposed.

Washington Heights (150th Street to 181st Street)

School	Students above/below capacity	Utilization rate	Community
PS 4	40	107%	Washington Heights
PS 8	107	121%	Washington Heights
PS 28	77	108%	Washington Heights
PS 128	-329	69%	
PS 128 mini	-4	95%	Washington Heights
PS 115	-106	89%	Washington Heights
PS 173	-231	78%	Washington Heights
PS/IS 210	14	114%	Washington Heights
PS 368	13	130%	Hamilton Heights

Overall, this community's primary schools were under-capacity. However, five schools south of 168th Street—PS 4, PS 8 and PS 28 (the PS 28 building also includes PS 368) and PS/IS 210—were overcapacity. No new capacity is planned to relieve these five primary schools. Rezoning is not likely to provide much relief because all of these schools are overcapacity or utilize a mini-school. The nearby middle school, IS 164, was close to capacity.

“Pocket” overcrowding elsewhere in Manhattan

Lower East Side and adjacent Chinatown schools were under-capacity overall according to the Blue Book. However, there were several exceptions:

School	Students above capacity	Utilization rate	Community
PS 42	30	104%	Chinatown
PS 110	54	113%	Lower East Side
PS 124	70	108%	Chinatown

It would require significant school rezoning or new capacity to alleviate overcrowding at these three schools. No new capacity is planned. Similarly, in Central Harlem two schools were overcrowded:

School	Students above capacity	Utilization rate	Community
PS 175	77	125%	Central Harlem
PS 242	33	101%	Central Harlem

The substantial residential construction in Central Harlem in the last few years may result in additional enrollment increases not reflected in the most recent Blue Book.

District 8, Bronx**Summary**

Although primary and primary/intermediate schools were slightly under-capacity district wide, schools in Throgs Neck, Soundview, Clason Point and Pelham Bay were very overcrowded and had a combined deficit of 1,088 seats. A total of 493 students were taught in TCUs and 333 students in mini-schools in District 8. District-wide there were 377 students for each cluster room, substantially more than the 290 students per cluster room citywide and citywide target of 145.

Despite the urgent need for additional space to alleviate overcrowding, eliminate TCUs and provide enough cluster rooms, the 154 seats opened in September 2008 at PS 69 in Clason Point are the only

new capacity District 8 will receive until at least 2014, when the completion of another 318 seats is anticipated at a site yet to be determined. No more capacity is proposed for after 2014.

Community analyses

Throgs Neck, Pelham Bay

The four schools below had a total enrollment of 3,324 and another 208 students were taught in TCUs.

School	Students above capacity	Utilization rate	Community
PS 14	34	108%	Throgs Neck
PS 14 TCUs	37	186%	
PS 71 (K-8)	195	116%	Pelham Bay
PS 71 TCU	79	267%	
PS 72	43	105%	Throgs Neck
PS 304	48	110%	Throgs Neck
<i>Net total</i>	<i>436</i>		

Project #1 in the 2005-09 Capital Plan, which was to have been completed by 2011, has been carried forward to the 2010-2014 Capital Plan and its completion delayed until 2014. The 2010-14 Capital Plan narrative indicates that this 318-seat project will be built in the Throgs Neck community.

Soundview, Clason Point, Castle Hill

Enrollment in the schools below totaled 4,956 and another 331 students were taught in temporary facilities.

School	Students above/below capacity	Utilization rate	Community
PS 36	-126	84%	Castle Hill
PS 69	118	140%	Clason Point
PS 69 mini	34	125%	
PS 93	-164	61%	Soundview
PS 100 ¹⁴	45	106%	Soundview/Clason Pt
PS 107	-154	78%	Soundview
PS 119 ¹⁵	282	182%	Soundview
PS 119 TCU	47	189%	
PS 138	382	159%	Castle Hill
PS 138 TCU	21	154%	
PS 182	41	104%	Clason Point
<i>Net total</i>	<i>752</i>		

As shown in Appendix Table 2, the 2005-09 Capital Plan included two new primary school facilities in District 8. One of these, the PS 69 Annex, with 154 seats, opened in 2008 in Clason Point. Since PS 69 was short 118 seats and accommodated 171 students in a temporary mini-school, the

¹⁴ PS 100 Pre-K and Kindergarten classes are held in the IS 131 building. It had an enrollment of 100 and capacity of 156.

¹⁵ The PS 119 1st grade is located in the IS 125 building. It had an enrollment of 182 and capacity of 152.

addition did not end the need for more capacity at PS 69 nor alleviate overcrowding in other schools in the community. The overall shortfall in this area is still acute.

Growing Pains cited a Bronx Community Board 9 official who told Comptroller staff that the highest priority for capacity expansion in District 8 is in Soundview/Castle Hill because of extensive residential development that was occurring there. The official stated that the Board has urgently requested DOE to address capacity shortages at PS 119. Nonetheless, no new capacity is sited or in advanced planning in these communities.

District 9, Bronx

Summary

The Blue Book reports that schools in the Highbridge/Morrisania area were significantly overcapacity and accommodated an unusually large proportion of their students in mini-schools. New seats expected to be added by 2012 will not be sufficient to relieve immediate primary school overcrowding and allow for elimination of the District 9's seven mini-schools accommodating a total of 1,343 students and its TCUs with 331 students. No seats are proposed for completion in District 9 after 2012.

Community analyses

Morrisania, Concourse, Mott Haven

Primary and primary/intermediate schools¹⁶ had a total of 5,006 students in their main buildings and another 888 students in five mini-schools.

School	Students above/below capacity	Utilization rate	Community
PS 35	205	143%	Concourse
PS 53	-197	81%	Morrisania
PS 53 mini	140	201%	
PS 53 mini	36	118%	
PS 70	40	103%	Morrisania
PS 70 mini	-6	96%	
PS 88	38	114%	Mott Haven
PS 90	158	119%	Morrisania
PS 90 mini	-98	69%	
PS 170 (K-2)	82	146%	Morrisania
PS 199	-82	90%	Mt. Eden
PS/IS 218 (K-8)	32	104%	South Bronx
<i>Net total</i>	<i>348</i>		

Two new schools are under construction or planned in this area. PS/IS 338 in Mt. Eden will have 642 seats and is expected to be completed in September 2010 and the Settlement Housing PS/IS/HS in Mt. Eden, with 715 K-12 seats, is expected to be completed in September 2012.

¹⁶ Does not include intermediate school buildings in which the only primary school students were in 5th grade. There were five such schools in District 9.

Highbridge

Highbridge primary schools had a total of 3,569 students in their main buildings, 95 students in TCUs and another 114 students in a mini-school.

School	Students above/below capacity	Utilization rate	Community
PS 11 (1-5)	-37	92%	Highbridge
PS 11 Annex	37	116%	
PS 64	33	104%	Highbridge
PS 64 TCU	41	176%	
PS 73	40	103%	Highbridge
PS 73 mini	32	139%	
PS 114 (K-4)	144	122%	Highbridge
PS 126 (K-6)	-66	93%	Highbridge
<i>Net total</i>	<i>224</i>		

The 2010-14 Capital Plan includes a 389-seat grades 4 to 8 school in Highbridge. As noted in *Growing Pains*, Highbridge parent and community leaders have long pressed DOE for a middle school in their community. Highbridge has five public primary schools and one charter primary school, but middle school students take two buses to either IS 219 on Third Avenue or PS/IS 218 on Gerard Avenue. Some students go even farther and take three buses. Highbridge is geographically separate, bordered by the Cross Bronx and Major Deegan Expressways.

But parent leaders told Comptroller staff that this project will provide only about half the number of middle school seats actually needed in Highbridge. Local elected officials assert that at least 1,000 middle school seats are warranted. Parent and community leaders also told Comptroller staff that primary school seats will continue to be needed in Highbridge.

“Pocket” overcrowding in other communities

Several schools north of the Cross Bronx Expressway were overcapacity:

School	Students above capacity	Utilization rate	Community
PS 163	120	136%	Tremont
PS 163 TCU	32	117%	
PS 204	26	110%	Morris Heights
PS 204 Annex	26	146%	
PS 236	62	197%	Morris Heights

Officers of Community Boards 4 and 5 and a parent leader informed Comptroller staff that 400 housing units were recently built in this area and expressed concern that PS 163, PS 204 and PS 236 will not receive any relief through new capacity construction. It was noted that older students at PS 236 are being bused to another building.

Comptroller staff was also told that a plan to relocate PS 204—a highly regarded school currently located in an old synagogue building—to underutilized space in MS 232 may provide some relief, but that this is not a long term solution to overcrowding.

District 10, Bronx**Summary**

Overcrowding in District 10 is severe. The Blue Book reports that primary schools were at 112 percent of capacity and primary/intermediate schools were at 103 percent. In communities with overcapacity schools, there was an immediate shortage of more than 2,000 seats. District 10 primary schools accommodated 2,566 students in temporary mini-schools and classroom buildings, the most of any other district, 296 students in TCUs, and 1,164 students in annexes, also the most of any district.

New-capacity projects estimated by DOE to be completed by 2010 will provide approximately 1,400 primary school seats,¹⁷ falling far short of ending the immediate deficit.¹⁸ There will be significant primary school relief in Norwood. But overcrowding relief in Riverdale, Kingsbridge, Kingsbridge Heights, Fordham, University Heights, Morris Heights, East Tremont or Belmont will have to wait at least until 2016, when the 2010-14 Capital Plan projects that two new schools—a 416-seat school and a 738-seat school—will be completed, assuming both schools are sited in these communities.

Considering class size reduction legal mandates, the extensive use of temporary facilities and the shortage of cluster rooms in the district, even when all of the new capacity is presumably completed by 2017 as projected, district schools will continue to need additional capacity. As a community newspaper reported, District 10 families testified at the DOE public hearing on the 2010-14 Capital Plan that 1,154 seats in the Plan for District 10 are not enough.¹⁹

Community analyses*Riverdale/Kingsbridge*

Primary and primary/intermediate schools enrolled 3,589 students. Four of the six schools were overcapacity and enrollment in the other two exceeded 90 percent of capacity.

School	Students above/below capacity	Utilization rate	Community
PS 7	-33	95%	Kingsbridge/Marble Hill
PS 24	57	109%	Riverdale
PS 37 (K-8)	-41	93%	Riverdale/Kingsbridge
PS 81	207	142%	Riverdale
PS 207 (K-3)	111	129%	Kingsbridge
PS 340 (K-7)	26	105%	Kingsbridge
<i>Net total</i>	<i>327</i>		

The 2005-09 Capital Plan provided no relief in Riverdale. Separately, the 150-seat Whitehall Annex is being returned to PS 24 by relocating elsewhere a borough-wide middle school, the Bronx Early College Academy, which had occupied the annex. Nevertheless, parent and community leaders told

¹⁷ An additional 612 seats are being added in an addition to PS 79 addition, but these will be used by a middle school.

¹⁸ 515 of the 1,400 seats, in the addition to PS 94, merely replace an annex and TCUs.

¹⁹ Kate Pastor, "City offers plan for new schools," *Riverdale Press*, December 18, 2008.

Comptroller staff that PS 24 still requires additional capacity.²⁰ Local middle schools do not have extra space to accommodate primary school overcrowding.²¹ The 2010-14 Capital Plan narrative identifies a need for a new school in Spuyten Duyvil/ Riverdale/Fieldston/North Riverdale, but does not specifically site one in this area.

In Kingsbridge, community leaders have unsuccessfully pressed for several years for a new school to be included in the Kingsbridge Armory redevelopment.

Fordham

Total enrollment in primary school main buildings was 5,899 and another 480 students were taught in TCUs and mini-schools.

School	Students above/below capacity	Utilization rate	Community
PS 9	-165	77%	Fordham
PS 9 TCU	5	103%	
PS 33	171	128%	Fordham
PS 33 Annex	131	189%	
PS 46	30	104%	Fordham
PS 46 Annex	18	113%	
PS 46 mini	83	170%	
PS 54	-4	99%	Fordham
PS 85	49	106%	Fordham/Belmont
PS 85 mini	101	157%	
PS 159	56	132%	Fordham Univ
PS 209 (K-2)	18	109%	Fordham Univ
PS 246 (K-6)	198	132%	Fordham
<i>Net total</i>	<i>691</i>		

Notwithstanding the substantial seat deficit and extensive use of temporary facilities, no new capacity is under construction, sited or in advanced planning in Fordham.

University Heights, Morris Heights

Enrollment in primary and primary/intermediate schools totaled 4,590 and 104 students were accommodated in a mini-school.²²

School	Students above/below capacity	Utilization rate	Community
PS 15 (K-8)	52	110%	Univ Hgts
PS 15 SPED	-17	87%	
PS 91	35	106%	Univ Hgts
PS 91 mini	17	120%	
PS 226	65	127%	Univ Hgts
PS 226 (Van Carpenter)		76%	

²⁰ In addition, according to a CEC officer, the lease for the Whitehall Annex expires at the end of 2010. A permanent facility will be needed.

²¹ IS 244, was at 108 percent of capacity, MS/HS 368 was at 105 percent of capacity. Only MS/HS 143 had some space; it was at 85 percent of capacity.

²² In addition, 5th grade students attended IS 254 in Morris Heights.

PS 279 (K-8)	57	107%	Morris Heights
PS 279 Annex	7	108%	
PS 291	161	139%	Univ Heights
PS 306	-32	96%	Burnside
PS 315 (K-8)	-20	92%	Morris Heights
PS 396 (K-4)	-51	84%	Morris Heights
<i>Net total</i>	<i>274</i>		

No new capacity is under construction, sited or in advanced planning.

Kingsbridge Heights

Total enrollment was 3,746 and 420 students were taught in mini-schools.

School	Students above/below capacity	Utilization rate	Community
PS 86 (K-6)	330	128%	Kingsbridge Hghts
PS 86 mini	69	146%	
PS 310	-203	71%	Kingsbridge Hghts
PS 310 mini	30	116%	
PS 340 (K-7)	26	105%	Kingsbridge
PS 360 (K-6)	4	101%	Kingsbridge Hghts
<i>Net total</i>	<i>256</i>		

No new capacity is under construction, sited or in advanced planning.

Norwood/Gun Hill/Van Cortlandt

Total enrollment was 6,264. A total of 648 students were taught in TCUs and mini-schools.

School	Students above/below capacity	Utilization rate	Community
PS 8	272	138%	Norwood
PS 8 mini	81	186%	
PS 20 (K-8)	-106	91%	Norwood
PS 20 (SPED)	-11	91%	
PS 20 Temp	21	115%	
PS 51	118	174%	
PS 56	88	135%	Norwood Hghts
PS 56 mini	126	229%	
PS 94	4	101%	Gun Hill
PS 94 mini	72	154%	
PS 94 Annex	24	129%	
PS 95 (K-8)	-110	91%	Van Cortlandt
PS 95 Annex	-41	82%	Norwood
PS 280 (K-8)	145	126%	
PS 280 TCU	-45	65%	
<i>Net total</i>	<i>638</i>		

PS 8 in Norwood illustrates the impact of District 10 overcrowding. A PS 8 teacher recently wrote to the Chancellor that Special Education and ESL students are being taught in “windowless closets without proper ventilation” and students “in need of physical therapy will continue to receive their services in a stairwell.” Starting in 2009, students will be bused from PS 8 to PS 382, which is in another neighborhood.

A District 10 CEC officer told Comptroller staff that the 515-seat PS 94 ECC project in Norwood, expected to be completed in 2010, “does not even scratch the surface of the need in that neighborhood” and it merely replaces TCUs and an annex. The officer also noted that the 461-seat PS 95 addition, also set for opening in 2010, “won’t do a lot to alleviate the overcapacity schools in Van Cortlandt.” This addition will house the AmPark School, which gives priority to students residing in the Amalgamated-Park Reservoir Cooperatives and then to students from throughout District 10.²³ The officer stated, “We need growth in net capacity.”

An additional school not included in the 2005-09 or 2010-2014 Capital Plans was recently approved by SCA for 3177 Webster Avenue in Norwood/Bedford Park. It is expected to have 612 PS and IS seats and to relieve overcrowding at PS 56 in Norwood Heights.²⁴ It is expected to open in September 2010.

Rezoning of seven schools, approved by the District 10 CEC in January 2009, including PS 8 in Norwood-Bedford Park and PS 56 in Norwood Heights, will also help to alleviate the overcrowding that has resulted in capped enrollments and school wait lists, CEC officers stated. However, one community leader called the rezoning a “band-aid, at best, that simply moves students around. It is not a long term solution.”

East Tremont/Belmont

Enrollment in school main buildings was 4,342 and another 157 students were taught in a mini-school.

School	Students above/below capacity	Utilization rate	Community
PS 3 (K-8)	-97	83%	E Tremont
PS 23 (K-3)	110	124%	Belmont
PS 32	0	100%	Belmont
PS 32 mini	33	127%	
PS 59 (K-3)	-132	77%	E Tremont
PS 50 Annex	8	111%	
PS 79	70	107%	Tremont
PS 205A	55	110%	Belmont
PS 205B	18	109%	Belmont
<i>Net total</i>	65		

Construction of a 662-seat addition to PS 79 has been started. However, DOE has determined that this addition will accommodate middle school students.

²³ As reported in the *Riverdale Press*, PS/MS 95 parents circulated a petition opposing construction of the addition: “They are concerned about losing a playground, but they are particularly furious that most of the new classrooms won’t serve their children. Instead, three of the four floors in the new building will house students of the AmPark Neighborhood School, an alternative school founded last year by a committee of parents and educators at the Amalgamated-Park Reservoir Housing Cooperatives. See: Kate McNeil, “Parents petition to nix construction,” *Riverdale Press*, November 1, 2007.

²⁴ PS 56 was 83 seats over capacity in the main building and 64 seats overcapacity in a 170-seat mini-school.

Impact of un-sited new capacity projects on overcrowding

The 2010-14 Capital Plan includes two un-sited projects, with a total of 1,154 seats, projected for completion in 2016. If one of these is located in the Riverdale/Spuyten Duyvil/Fieldston area, as suggested in the 2010-14 Capital Plan narrative, only one additional school will be available to address overcrowding in the remainder of the district.

District 11, Bronx

Summary

District 11 primary school seat needs are acute. According to the Blue Book, the primary schools and primary/intermediate schools in the communities with overcrowded schools, listed below, had an immediate shortage of 1,388 seats. District-wide, 1,291 students were taught in TCUs,²⁵ 1,641 students in temporary classroom buildings (similar to TCUs) and there were 418 students per primary school cluster room, the 4th highest cluster room ratio among all 32 districts. A District 11 CEC officer told Comptroller staff that overcrowding will be exacerbated, especially at PS 16 in Wakefield and PS 41 in Pelham Parkway, by the City's plan to relocate kindergarten students from day care centers that contract with the Administration for Children's Services to local public schools.

The approximately 1,000 primary and primary/intermediate school seats expected to be completed in the district by September 2010 will be entirely insufficient to meet immediate capacity needs. One of these projects, a 911-seat primary/intermediate school on Van Nest Avenue in Bronxdale, will address overcrowding in the southern part of the district, but not sufficiently to end overcrowding at five schools in this area that serves Morris Park and Parkchester. The other project, the 416-seat PS 169, opening in 2009, will alleviate but not resolve overcrowding in Norwood, Williamsbridge and Wakefield in the northern half of the district.

The 2010-14 Capital Plan includes two additional schools, projected to have a total of 1,476 primary and intermediate school seats and to be completed by 2017. Given current overcapacity, the large number of students taught in TCUs and temporary classroom units, mandated class size reductions and the severe shortage of cluster rooms, District 11 capacity needs will remain unmet even after these seats are completed. District 11 parent leaders are especially concerned that the district's TCUs will not be dismantled.

Community analyses

Wakefield, Norwood, Williamsbridge, Edenwald

A total of 5,805 students were taught in school main buildings and 320 were taught in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 16	-57	88%	Wakefield
PS 16 TCU	35	173%	
PS 16 TCU	17	127%	
PS 19 (K-8)	147	142%	Norwood
PS 21	160	124%	Williamsbridge/Wakefield

²⁵ PS-only school buildings accommodated 15,471 students.

PS 41	50	106%	Williamsbridge
PS 68	-18	97%	Wakefield
PS 68 Temp	21	114%	
PS 78	50	108%	Eastchester Hghts
PS 87	-50	87%	Wakefield-Woodlawn
PS 87 TCU	31	125%	
PS 103	-26	97%	Wakefield
PS 103 Temp	95	149%	
PS 112	53	110%	Edenwald
<i>Net total</i>	<i>508</i>		

Each of the schools above should have at least three to five cluster rooms but all except PS 68 had only one or no cluster rooms.

One of the two 2005-09 primary school new-capacity projects in District 11 is PS 169, a 416-seat school on Boston Road in Baychester, which is expected to open as the Baychester Academy in September 2009. (See Appendix Table 5) Its opening should allow for retirement of the temporary facilities at PS 16 and PS 87 and relieve overcrowding at PS 112. But according to parent leaders, PS 169 will lack a science room or library and schools elsewhere in these communities will remain overcapacity.

Morris Park, Pelham Parkway, Parkchester

A total of 4,497 students were taught in the main school buildings, 743 were taught in TCUs and temporary classroom buildings and 763 in an annex.

School	Students above/below capacity	Utilization rate	Community
PS 105 (K-6)	176	119%	Morris Park
PS 105 Temp	114	142%	
PS 106	147	120%	Parkchester/Castle Hill
PS 106 (TCU)	6	104%	
PS 106 (5 th gr) ²⁶	85	162%	
PS 108	1	100%	Pelham Parkway
PS 108 TCU	103	188%	
PS 83 (K-8)	-21	98%	Morris Park
PS 83 Annex	173	98%	
PS/IS 194 (K-8)	231	122%	
<i>Net total</i>	<i>901</i>		

PS/IS 194, a large, 1,264-student school, became overcrowded as soon as it opened in 2003. A local Community Board official told Comptroller staff that there has been substantial new housing development in the PS 105 zone, which the Blue Book reports had 176 students more than its capacity.

The 911-seat PS/IS under construction on Van Nest Avenue (See Appendix Table 4) will not end overcrowding in these communities. Three hundred seats in this school will be set aside for a charter school and the school will also have a special education component, leaving approximately 550 seats for the K-8th grade public school. Of these, only approximately 350 to 400 seats will be available for elementary school students. In sum, the new school will fall short of meeting the community's needs,

²⁶ Housed in the IS 127 building.

considering the necessity to provide sufficient cluster rooms, end the use of TCUs, and reduce class sizes on all grades to mandated levels.

Impact of un-sited projects on overcrowding

A CEC officer told Comptroller staff that the CEC has no specific information about the two projects, totaling 1,500 seats, proposed for District 11 in the 2010-14 Capital Plan. If two-thirds of these seats are designated for primary school students, they may still fall short of meeting the total primary school need, considering the extensive use of temporary facilities, the shortage of cluster rooms, class size reduction mandates, and the continuation of residential construction and population growth in the area. A District 11 CEC officer noted, many of the district neighborhoods are “great places to live” and “many young families are choosing to come here.”

District 12, Bronx

Summary

No relief is planned for overcrowding in Soundview.

Community analyses

Soundview, the one community in District 12 in which total primary school enrollment exceeded school capacity according to the Blue Book, enrolled a total of 2,635 students in its primary schools. Temporary facilities accommodated nearly 1,000 students.

School	Students above/below capacity ²⁷	Utilization rate	Community
PS 47	303	137%	Soundview
PS 195 (2-5)	-10	98%	South Bronx
PS 196 (2-5)	65	115%	South Bronx
PS 197 (K-1)	-11	93%	South Bronx
PS 197 temp	62	144%	
PS 197 temp	70	156%	
<i>Net total</i>	<i>479</i>		

No new capacity is being added in District 12 under either the 2005-09 or 2010-14 Capital Plans. Soundview schools are geographically separated from the rest of the district by the Cross Bronx Expressway to the north and the Bronx River Parkway to the west, making it difficult to rezone in order to redistribute students and alleviate overcrowding. There is no intermediate school in the Soundview section of the district.

District 15, Brooklyn

Summary

No relief is in sight for the overcrowded schools in Sunset Park until at least June 2013, assuming that a currently un-sited new capacity project projected to be completed by that date is sited in

²⁷ Not including the Bronx Little School, which relocated to the PS 102 building in 2008.

there. Park Slope overcrowding should be alleviated when a new school opens on Butler Street, which is projected for November 2012.

Community analyses

Sunset Park

Sunset Park primary schools had an enrollment of 4,563. A total of 128 students were accommodated in a mini-school.

School	Students above/below capacity	Utilization rate	Community
PS 1	51	106%	Sunset Park
PS 1 Annex	36	126%	
PS 1 mini	-7	95%	
PS 24	17	102%	Sunset Park
PS 94	-92	92%	Sunset Park
PS 169	41	104%	Sunset Park
PS 172	98	122%	Sunset Park
<i>Net total</i>	<i>144</i>		

Staff and/or officers of the local Community Board, the District 15 CEC, and of elected officials told Comptroller staff that PS 1, PS 24 and PS 69 are “tremendously overcrowded” and there is “no imminent sign of relief,” although SCA has committed to try to find a site in the community for an additional school. Comptroller staff was informed that PS 169 holds some classes in a corridor because of space constraints.

The 2005-09 and 2010-14 Capital Plans do not specifically site any new capacity in Sunset Park. Although no site has been selected, it is possible that a proposed 721-seat school could be located in Sunset Park. This project had been included in the 2005-09 Capital Plan, with a projected completion in 2011, but it has been carried forward to the 2010-14 Capital Plan and its estimated completion has been extended to 2013.

Park Slope

Park Slope primary schools had an enrollment of 2,771. All of the primary schools were overcapacity and 213 students were taught in a mini-school.

School	Students above capacity	Utilization rate	Community
PS 39	45	115%	Park Slope
PS 107	90	124%	
PS 124	3	101%	
PS 321	203	124%	
PS 321 mini	24	113%	
<i>Net total</i>	<i>365</i>		

A site for 2005-09 Capital Plan Project #1 has been selected. A new school building will be erected on the playground of PS 133, a District 13 school, at 375 Butler Street. PS 133 will share its new building with the new District 15 school; 535 of the 900 seats will be for the new District 15 school and the balance will be for PS 133 and District 75 (Special Education) students. The District 15 and District 13 schools will have separate entrances. Completion is projected for November 2012.

“Pocket” overcrowding in other communities

Elsewhere in District 15, four primary schools were at or above capacity:

School	Students above/below capacity	Utilization rate	Community
PS 130	0	100%	Windsor Terrace/Kensington
PS 146	57	112%	Red Hook
PS 154	0	100%	Windsor Terrace/Kensington
PS 261	11	105%	Boerum Hill
PS 261 TCU	11	144%	

No new capacity will be provided in these areas unless Project #1 in the 2010-14 Capital Plan is located nearby.

District 19, Brooklyn**Summary**

New capacity being completed in 2009 and 2010 should relieve overcrowding in Cypress Hills. However, “pocket” overcrowding and the utilization of TCUs in some East New York neighborhoods may continue after the new capacity has been completed. A total of 1,055 students in District 19 were taught in temporary facilities.

Community analyses

Cypress Hills was the one community in District 19 in which total primary and primary/intermediate school enrollment exceeded capacity overall. The schools below enrolled 3,198 students and 366 students were accommodated in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 7	39	105%	Cypress Hills
PS 7 SPED	2	149%	
PS 7 TCU	15	112%	
PS 65	-19	94%	Cypress Hills
PS 65 Annex	75	139%	
PS 89 TCU	12	113%	Cypress Hills
PS 89 (K-8)	-22	87%	Cypress Hills
PS 108	42	105%	
PS 108 Annex	10	120%	
PS 290	-10	98%	Cypress Hills
PS 290 TCU	3	106%	
Net total	147		

As shown in Appendix Table 7, the 2005-09 Capital Plan provided for two new schools in Cypress Hills with a total net increase of 1,030 seats. However, “Pocket” overcrowding may persist elsewhere in District 19, including at PS 214 (East New York), which has 52 seats in its main building but 332 seats in TCUs; PS 224 in East New York, which was at 101 percent of capacity; and PS 260 in East New York, which was at 108 percent of capacity.

District 20, Brooklyn**Summary**

The Blue Book reported that District 20 primary schools and primary/intermediate schools were at 110 percent of capacity. TCUs accommodated 371 elementary school students and 327 students were in annexes. The district had 444 students per cluster room, the third highest ratio among the 32 community school districts and far in excess of 290 students per cluster room citywide and the DOE target of 145 students per cluster room.

Between 2008 and 2012, approximately 2,800 primary and intermediate school seats will be added in District 20.²⁸ This primary school capacity will be barely sufficient to accommodate the excess enrollment in communities with overcapacity primary and primary/intermediate schools as reported in the Blue Book.

Another approximately 2,200 primary and intermediate school seats are projected to be completed by 2017. Parent leaders told Comptroller staff they are grateful for this additional capacity, although they are concerned that much of it will not be available for another six or seven years. They also remain concerned that given the district's urgent need for more cluster rooms, class size reduction and TCU elimination, even the capacity projected for completion by 2017 may still be insufficient.

Community analyses***Bay Ridge, Sunset Park***

Bay Ridge/Sunset Park schools had a primary school enrollment of 6,371. All of the Bay Ridge primary schools and the two Sunset Park schools in District 20 were overcapacity. A total of 88 students were taught in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 69	217	136%	Bay Ridge
PS 102	67	106%	Bay Ridge
PS 104 (K-8)	108	163%	Bay Ridge/Fort Hamilton
PS 104 SPED	15	163%	
PS 170	92	112%	Bay Ridge
PS 170 TCU	38	180%	Bay Ridge
PS 185	180	132%	
PS 185 Annex	19	161%	
PS 503 (PK-5)	-41	95%	Sunset Park
PS 506	82	112%	Sunset Park
Net total	777		

PS 69 overcrowding has been of particular concern. According to a District 20 CEC officer, PS 69, which is in Brooklyn's Chinatown, was overcrowded as soon as it opened in 2001. It has experienced a large increase in kindergarten applicants in the last few years. In fall 2008, 200 children applied for

²⁸ A total of 3,473 seats if all 1,154 seats at the new PS/IS 237 are counted. However, 576 seats are reserved for a K-8 citywide "gifted and talented" school and 75 seats for a District 75 program.

kindergarten in the school's zone.²⁹ Thus, PS 69 now has “overflow” sites at PS 180 in Borough Park and PS 127 in Dyker Heights.

PS 185 is another Bay Ridge concern, according to parent leaders. Kindergarten students residing in the PS/IS 204 zone (Dyker Heights) and from PS 185 are being sent to an annex in the district office. PS 185 has only one cluster room for its 743 students.

Bay Ridge overcrowding is being addressed by three projects, with a total of 1,214 seats. These include 476-seat PS 264, projected to open in September 2012; the 327-seat PS 310, with completion projected for May 2013; and 680-seat PS 441, which is projected to be completed in 2013. (See Appendix Table 8 for District 20 new capacity projects.) Although these three projects altogether will eventually accommodate current excess enrollment in Bay Ridge, there may be insufficient to accomplish all of the mandated grade class reductions, and the use of TCUs, provide the necessary number of cluster rooms and accommodate future growth.

A Community Board 10 official and staff for a local elected official told Comptroller staff that although the community is grateful for the new capacity, PS 185, which is overcapacity, is located a significant distance from where two of the new schools are to be built. In addition, the Blue Book reports that PS 104 was at 163 percent of capacity, is “packed to the rafters,” and its enrollment is growing because of new housing built at the nearby Fort Hamilton army base.

In the Sunset Park portion of the district overcrowding is being addressed by the new 378-seat PS 971, scheduled for July 2010 completion. A community leader cautioned that since PS 971 will be only an Early Child Center, it will not fully resolve overcrowding in Sunset Park.

Dyker Heights, Fort Hamilton, Bensonhurst

Total enrollment was 4,821. All of the schools were overcapacity and 40 students were taught in TCUs.

School	Students above capacity	Utilization rate	Community
PS 105	241	123%	Fort Hamilton
PS 112	96	128%	
PS 112 TCU	17	174%	
PS 127	79	127%	Dyker Heights
PS 176	170	170%	Dyker Heights/Borough Park
PS 204	12	12%	Dyker Heights
PS 229 (K-6)	233	233%	Bensonhurst/Dyker Heights
<i>Net total</i>	<i>848</i>		

PS/IS 204 is a major concern of parent leaders. Kindergarten students residing in the PS/IS 204 zone are being sent to an annex.

²⁹ In December 2008, the principal of PS 69 was quoted, “Right now we are in desperate need of a temporary solution. We have 28 to 32 students in each kindergarten to fifth grade. We had 445 students in 2001 and have 830 in 2008.” Harold Egein, “City Looks at 2 More Schools for SW B’klyn,” *Brooklyn Eagle*, November 19, 2008.

Primary school overcrowding is being addressed by the 1,154 seat PS/IS 237, set to open in September 2009 on Avenue P in Bensonhurst and the 650-seat addition to PS 229, projected to be completed in September 2009 in Dyker Heights. A 433-seat IS 259 addition is to open in September 2010. (See Appendix Table 8)

However, only 503 of seats in the new PS 237 building will be available for local primary and intermediate school students. The rest of the seats are being set aside for PS/IS 686, the Brooklyn School of Inquiry, which is a citywide gifted and talented program, and for a District 75 special education program. In the PS 229 addition to open in September 2010 only 351 of the 650 seats will be available for primary school students, with the rest reserved for middle school students. These two projects will therefore fall short of filling the current primary school seat shortfall.

Bensonhurst, Bath Beach

The schools listed below had total enrollment of 4,783. Five of them were overcapacity and 75 students were taught in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 48	102	120%	Bensonhurst
PS 163 (PK-5)	-90	82%	Bath Beach
PS 163 TCU ³⁰	-4	95%	
PS 186	36	104%	Bath Beach
PS 200	143	114%	Bath Beach/Bensonhurst
PS 205	-114	89%	Bensonhurst
PS 247	28	104%	Bensonhurst
<i>Net total</i>	<i>101</i>		

District parent leaders told Comptroller staff that they know of no new capacity under construction, sited or in advanced planning in these communities.

“Pocket” overcrowding in Borough Park

School	Students above/below capacity	Utilization rate	Community
PS 160 (PK-5)	187	132%	Borough Park
PS 164 (PK-5)	-202	71%	Borough Park
PS 164 SPED	4	106%	
PS 180 (PK-8)	25	103%	Borough Park
PS 180 SPED	-11	91%	
PS192 (PK-8)	2	100%	Borough Park
PS192 SPED	-24	74%	

The 2010-2014 Capital Plan includes a 382-seat PS 160 annex, to be completed in June 2012.

Impact of un-sited new capacity projects on overcrowding

Two additional new capacity projects are proposed for District 20, both carried forward from the 2005-09 to the 2010-14 Capital Plans. They are identified as Project #8, a school building with 738

³⁰ According to a community leader, TCUs were eliminated subsequent to October 2007, which is the measurement date in the Blue Book released in 2009.

seats, projected to be completed in July 2014, a delay from December 2011; and Project #3, a school building with 772 seats, not to be completed until at least January 2017, a delay from its original projected completion in November 2010.

District 22, Brooklyn

Summary

Schools in Flatlands, Marine Park, Bergen Beach, Midwood, and Ditmas Park were overcapacity. The only proposed new capacity in District 22 is a 738-school projected to be completed in 2015, which will be insufficient.

Community analyses

Flatlands, Bergen Beach

Primary school main buildings had total enrollment of 2,759.

School	Students above/below capacity	Utilization rate	Community
PS 203 (PK-5)	-77	92%	Flatlands
PS 251 (PK-5)	133	102%	Flatlands
PS 326 (PK-1)	115	165%	Flatlands
PS 312 (PK-5)	8	101%	Bergen Beach
<i>Net total</i>	<i>179</i>		

Midwood, Ditmas Park

Primary school main buildings had a total enrollment of 5,327, the annex had 271 students and TCUs accommodated another 133.

School	Students above/below capacity	Utilization rate	Community
PS 119 (2-5)	22	105%	Midwood
PS 139 (PK-5)	301	136%	Ditmas Park
PS 152 (PK-5)	-77	87%	Midwood
PS 152 Annex	70	135%	
PS 152 TCU	19	150%	
PS 193 (PK-5)	-53	94%	Midwood
PS 193 TCU	4	106%	
PS 197 (PK-5)	-74	86%	Midwood
PS 217 (PK-5)	126	112%	Ditmas Park
PS 315 (PK-5)	202	135%	Midwood
<i>Net total</i>	<i>540</i>		

No additional capacity will be provided in Midwood or Ditmas Park unless the currently un-sited Project #1, with 738 seats projected to be completed in September 2015, is located there. According to the CEC officer and staff of a local elected official, “for years” Community Board 14 has been advocating for a new primary school to alleviate overcrowding in PS 139 and PS 217.

“Pocket” overcrowding in other District 22 communities

There was “pocket” overcrowding in Gerritson Beach, Manhattan Beach and Sheepshead Bay.

School	Students above/below capacity	Utilization rate	Community
PS 195	41	112%	Manhattan Beach
PS 198	-3	99%	East Flatbush
PS 198 TCU	24	137%	
PS 206	0	100%	Sheepshead Bay
PS 222 (PK-5)	8	101%	Marine Park
PS 236	-6	99%	Mill Basin
PS 236 TCU	24	147%	
PS 254	16	103%	Sheepshead Bay
PS 255	10	101%	Sheepshead Bay
PS 277 (PK-5)	13	103%	Gerritson Beach

A District 22 CEC officer told Comptroller staff that even though the Blue Book reports that PS 236 in Mill Basin had a 99 percent utilization rate in its main building, the school’s zone has had substantial new residential construction, much of which replaced one-family homes with apartment buildings, and therefore additional capacity is needed in Mill Basin. Staff for a local elected official said there is considerable concern about the PS 236 TCUs, which are overcapacity, overage and in poor condition. There is no new capacity in either the 2005-09 or the 2010-14 Capital Plans to relieve overcrowding and eliminate TCUs at any of the schools listed directly above.

Impact of un-sited projects on school overcrowding

According to the District 22 CEC officer and staff of a local elected official, the 738-seat project in the 2010-14 Capital Plan will not be enough to meet capacity needs in the northern as well as southern parts of the district.

“Pocket” overcrowding elsewhere in Brooklyn

Downtown Brooklyn/Fort Greene, District 13. The 2010-14 Capital Plan narrative states that a new school building is needed in the DUMBO/Navy Yard/Fort Greene Area. However, the Plan includes only a 416-seat school on Dock Street in DUMBO, to be completed in 2014. Since it will be only a middle school, it will not address the expanding need for primary school seats resulting from the imminent addition of over 2,500 housing units in residential towers now nearing completion in Downtown Brooklyn/Fort Greene including Toren (240 units), Avalon Fort Greene (628 units), 111 Lawrence Street (491 units) 80 DeKalb Avenue (369 units), 277 Gold Street (510 units), and 388 Bridge Street (360 units), all of which will join the recently completed Oro (303 units) and BellTel lofts (240 units). It was recently announced that the City Point project on the former Albee Square Mall site will proceed, with 260 units, of which 120 will be affordable to middle income families. Altogether, 3,300 units have recently been added or are forthcoming in the PS 287 attendance zone. According to the formula applied by the Department of City Planning, these units will generate 891 elementary school students.³¹

³¹ This is based on the City Environmental Quality Review ratio of 0.27 students per unit, the applicable ratio for high-income Brooklyn neighborhoods. If the high-income Manhattan ratio of 0.10 is applied, these units will generate 330 elementary school students.

An additional District 13 project, not listed in the 2010-14 Capital Plan, is the 172-seat addition to PS8 in Brooklyn Heights, expected to open in 2012. However, it will not serve the new Downtown Brooklyn/Fort Greene towers.³²

Greenpoint, Williamsburg, District 14. District 14 had the lowest utilization rates of any district. However, several schools are overcapacity including PS 34 in Greenpoint (133 percent utilization, 53-seat deficit), PS 132 in Williamsburg (144 percent utilization, 117-seat deficit) and PS 319 (218 percent utilization, 92-seat deficit). Population along the waterfront continues to rise sharply as major residential projects are completed. The 2010-14 Capital Plan narrative acknowledges the need for an additional school there, and includes a 738-seat school projected to be completed by January 2013.

Flatbush, East Flatbush, District 17. Although the Blue Book reports that District 17 schools were somewhat under-capacity overall, schools in the Flatbush and East Flatbush sections of the district were above or moderately below capacity. No new capacity is being built or planned anywhere in District 17.

School	Students above/below capacity	Utilization rate	Community
PS 6	-24	96%	East Flatbush
PS 109	-146	84%	Kensington
PS 181	-136	90%	East Flatbush
PS 249	48	107%	Flatbush
PS 399	142	146%	Flatbush

Bensonhurst, Bath Beach, District 21. District 21 primary schools were at 89 percent of capacity and primary/middle schools were at 85 percent of capacity.³³ However, there were several significantly overcapacity schools in Bensonhurst and Bath Beach: PS 97 (118 percent utilization, 208-seat deficit), PS 101 (140 percent utilization, 237-seat deficit; and PS 177 (104 percent utilization, 36 seat deficit). No new capacity is being built or planned in District 21.

Bushwick, District 32. Primary, primary/intermediate and intermediate school utilization was low district-wide. However, three adjacent schools in an area experiencing substantial residential development were overcrowded: PS 86 (119 percent utilization, 86-seat deficit), PS 116 (110 percent utilization, 47-seat deficit) and PS 123 (104 percent utilization, 41-seat deficit). Another adjacent school, PS 376, was at 98 percent of capacity. No new capacity is being planned to address the overcrowding in this area.

District 24, Queens

Summary

District 24 has long had some of the most severe schools overcrowding in the city. The Blue Book reports that its primary schools were at 118 percent of capacity and its primary/middle schools

³² The addition is not located near the new Downtown towers. Moreover, it is needed to relieve PS 8 overcrowding. The Blue Book reported that PS 8 was at 129 percent of capacity, with 110 excess students. TCUs have recently been added so that the school can continue its Pre-K program.

³³ District 21 has no stand-alone middle schools.

were at 116 percent of capacity. The communities discussed below had a combined deficit of 3,500 primary and primary/intermediate school seats, according to Blue Book data. Total primary and primary/middle school enrollment was 26,666.

Furthermore, District 24 had 797 students per cluster room, the most of any district, and more than five times the DOE target of 145 students per cluster room. Temporary classroom units accommodated 775 students and mini-schools and temporary classroom buildings held 1,450 students.

Between September 2008 and September 2010, a total of 4,153 new PS/IS seats have been, or will be, completed under the 2005-09 Capital Plan.³⁴ The 2010-14 Capital Plan provides for an additional 2,632 PS/IS seats, which are projected to be completed between July 2012 and January 2017. Considering the legal mandate to reduce 4th through 8th grade class sizes, the virtual or total absence of cluster rooms in some schools, and the extensive use of TCUs, mini-schools and annexes, even these additional seats could prove insufficient. Parent and community leaders told Comptroller staff they believe they are receiving a reasonable number of new seats, considering the City's difficult fiscal situation, but that some communities will still have overcrowded schools, especially Corona. They are also concerned about Woodside and Ridgewood.

Community analyses

Communities in which total primary school enrollment exceeded total school capacity, according to the Blue Book, were as follows.

Ridgewood/Glendale

Primary school main buildings had a total enrollment of 5,878, another 246 students were taught in annexes and 166 were accommodated in TCUs. All seven schools were overcapacity.

School	Students above/below capacity	Utilization rate	Community
PS 68	63	108%	Ridgewood
PS 71	23	103%	Ridgewood
PS 81	92	111%	Ridgewood
PS 81 Annex	12	108%	
PS 81 TCU	34	133%	
PS 88	-55	5%	Ridgewood
PS 88 Annex	20	133%	
PS 91	20	102%	Glendale
PS 113 (K-6)	191	159%	Glendale
PS 239	129	123%	
PS 239*	53	202%	Ridgewood
PS 239 SPED	14	135%	
<i>Net total</i>	<i>596</i>		

*In the PS 88 Annex

In 2008, the opening of PS 305 in Ridgewood, the Learner and Leaders ECC, with 143 students in Pre-K to K, provided a modicum of overcrowding relief. Still, the need for additional capacity

³⁴ In September 2008, 1,437 primary and middle school seats were completed in District 24, in September 2009 another 1,572 seats are to be completed, and in September 2010, 1,710 more seats will be completed, for a total of 4,719 new seats.

remains acute in Ridgewood; as shown above, simply to achieve full utilization, PS 239 requires 129 more seats, PS 81 requires 92, and PS 68 requires 63.

Additional relief will be provided in September 2009 when the 446-seat PS 113 addition opens. However, not all 446 seats will be available to relieve primary school overcrowding inasmuch as PS 113, which was 191 students above capacity, will add 7th and 8th grades.³⁵ Together, the PS 305 and PS 113 new facilities will provide barely enough seats to close the immediate seat deficit but not to reduce class sizes as required to end the use of TCUs.

Middle Village

Middle Village primary and primary/intermediate school main buildings enrolled 1,350 students and an additional 159 students were taught in an annex. All three Middle Village schools were overcapacity.

School	Students above/below capacity	Utilization rate	Community
PS 49 (K-8)	120	132%	Middle Village
PS 87 (K-8)	7	101%	Middle Village
PS 128 (K-6)	140	246%	Middle Village
PS 128 Annex	-4	98%	
<i>Net total</i>	263		

A new 497-seat school to replace the current PS 128, which had a Blue Book capacity of only 96, is opening in September 2009. However, many of its 497 seats will not be available for primary school students because, in addition to adding a middle school, the new facility will consolidate the 163-seat annex and provide seats for a District 75 program. A 441-seat extension to PS 49 will also open in September 2009. Only 205 of its seats will be available for the primary school.

Parents of students enrolled in PS 87 have asked for an addition to their school. They note that the school's gym is in the basement, which also doubles as the lunch room, the school has three lunch periods, starting at 10:10 AM, because of overcrowding, and on the first two floors there are only four toilets for 300 students.³⁶ The school added middle school grades several years ago.

Woodside/Maspeth

Woodside/Maspeth primary school main buildings had 4,316 students.³⁷ In addition, 94 students were taught in TCUs and 187 students were taught in annexes.

School	Students above/below capacity	Utilization rate	Community
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³⁵ Four of the new capacity projects now under construction in District 24 are primary school additions. A District 24 CEC officer told Comptroller staff that while these facilities are very helpful, the additions allow these schools to "barely keep their heads above water" because the local population continues to grow and the primary schools are being joined by new middle schools, resulting in a smaller net gain in primary school seats than the total new seat count indicates.

³⁶ As reported in the *Queens Ledger*, July 28, 2009, "PS 87 addition popular, but still not in the works."

³⁷ In addition, IS 125, The Woodside School, enrolled 5th grade students.

PS 12	324	137%	Woodside
PS 58 (K-6)	27	103%	Maspeth
PS 58 SPED	-20	80%	
PS 153 (K-6)	305	129%	Maspeth
PS 199 (K-4)	137	124%	Maspeth-Long Island City
PS 199 Annex	-13	87%	
PS 199 Annex	31	147%	
PS 199 TCU	11	11%	
<i>Net total</i>	<i>802</i>		

Parent leaders told Comptroller staff that PS 12 is so overcrowded that some students are being bused to another site. Yet none of the new capacity projects completed in 2008 or projected to be completed before 2015 addresses overcrowding in Woodside and Maspeth schools.

Corona

Corona primary school main buildings had 5,289 students, another 366 students were taught in TCUs, and another 484 were accommodated in temporary mini-schools.

School	Students above/below capacity	Utilization rate	Community
PS 14 ³⁸	2	100%	Corona
PS 16	263	124%	Corona
PS 19	315	127%	
PS 19 TCU	57	130%	
PS 19 mini	28	111%	
PS 28 (PK-2)	104	129%	Corona
PS 143	82	110%	Corona
PS 143 TCU	18	117%	
PS 143 mini	10	105%	
<i>Net total</i>	<i>879</i>		

In September 2008, the new 996-seat, Kindergarten-to-5th grade PS 307 (Pioneer Academy) opened on 100th Street in Corona. Although seven classrooms are set aside for Special Education students, the new school will provide sufficient new capacity to absorb the overflow from adjacent PS 19 and PS 16 once it is fully occupied. In addition, a 220-seat PS 14 annex (at the former St. Bartholomew School) is to open in September 2009. District parent leaders said that they hope schools overcrowding in Corona will be substantially reduced, but they expressed concern about continued population growth.

Elmhurst

Elmhurst primary school main buildings had 4,557 students and another 232 students were accommodated in a temporary mini-school.

School	Students above/below capacity	Utilization rate	Community
PS 7 (K-4)	241	121%	Elmhurst
PS 13	454	174%	Elmhurst

³⁸ For several years, PS 14 Kindergarten students were bused to a school out of the district. In September 2009, Kindergarten students will no longer be bused, although they will not be back at PS 14 either. Instead, they will be housed in a leased parochial school in Elmhurst.

PS 89	221	116%	Elmhurst
PS 102 (K-7)	209	155%	Elmhurst
PS 102 mini ³⁹	70	143%	
<i>Net total</i>	<i>1,195</i>		

A 707-seat PS13 addition and a 950-seat PS 102 addition are expected to open in September 2010. These additions will absorb excess students from their adjoining schools.

Impact of un-sited new-capacity projects on overcrowding

An additional 418 seats in a school building identified as Project #8 are projected to be completed in 2012, a delay from the 2010 completion projected in the 2005-09 Capital Plan. This project has been carried forward into the 2010-14 Capital Plan. A District 24 CEC officer told Comptroller staff that Project #8 (see Appendix Table 10) is of concern because the need for it is acute and a site has still not been identified; the Capital Plan projects its completion in 2012. An area with particularly pressing need is Corona, Comptroller staff was informed.

The 2010-14 Capital Plan includes another 2,214 seats to be completed between 2013 and 2017. Parent leaders told Comptroller staff that it is unfortunate that it will take so many years for the severe overcrowding that has long plagued District 24 to be substantially addressed. They also expressed concern that all of the additional capacity will not allow TCUs to be eliminated, nor ensure that all schools have the appropriate number of cluster rooms, nor allow for the court-mandated reduction in class size in 4th to 8th grades. There is also concern regarding the failure to anticipate the continuing expansion in the school-age population in District 24. It has been projected that from 2009 to 2014, the population of the ZIP code areas that overlap District 24 will increase by between 0.22 percent and 0.49 percent.⁴⁰

District 26, Queens

Summary

The 2005-09 Capital Plan provided minimal overcrowding relief in Oakland Gardens/Queens Village and no relief in Bayside, where the schools had 579 students more than their official capacity. An un-sited 416-seat project has been carried over to the 2010-14 Capital Plan and its expected completion has been extended from 2011 to 2016. It will be insufficient.

Community analyses

Bayside

The Blue Book reported that Bayside primary school main buildings had 4,435 students. In addition, one school accommodated 85 students in TCUs. Seven of the eight primary schools were

³⁹ The mini-school was subsequently closed to make room in the schoolyard for construction of the PS 102 addition.

⁴⁰ As shown in a New York City map titled "Fastest-Growing NYC ZIP Codes," in *Crain's New York*, June 29, 2009.

overcapacity. A District 26 CEC officer told Comptroller staff that PS 162 and PS 203 are especially in need of relief.

School	Students above/below capacity	Utilization rate	Community
PS 31	87	119%	Bayside
PS 41	20	106%	Bayside
PS 41 TCU	20	131%	
PS 46	55	116%	Bayside
PS 130 (K-3)	71	127%	Bayside
PS 159 (K-6)	34	107%	Bayside
PS 162	267	157%	Bayside
PS 203	54	108%	Bayside
PS 205	-12	96%	Oakland Gardens/Bayside
PS 213	-31	92%	Bayside
PS 213 (SPED)	14	156%	
<i>Net total</i>	<i>579</i>		

A 211-seat ECC that is expected to open in September 2009 is located in the southern portion of Bayside.⁴¹ (See Appendix Table 12) According to a District 26 CEC officer, since the new ECC is to function primarily as an annex to PS 188 in Oakland Gardens, Bayside schools will remain substantially overcapacity.

Little Neck, Douglaston

Primary school buildings in Little Neck and Douglaston served 1,260 students. All three schools were overcapacity.

School	Students above/below capacity	Utilization rate	Community
PS 94	49	116%	Little Neck
PS 98	44	120%	Douglaston
PS 221	13	102%	Little Neck
<i>Net total</i>	<i>106</i>		

No new capacity is under construction, sited or in advanced planning in these communities.

Fresh Meadows, Jamaica Estates, Hollis Hills

Primary and primary/intermediate schools in these communities had a total enrollment of 2,275 students. The two Fresh Meadows schools were overcapacity.

School	Students above/below capacity	Utilization rate	Community
PS 26	23	104%	Fresh Meadows
PS 173	32	104%	Fresh Meadows
PS 178 (K-8)	-10	98%	Jamaica Estates
PS 188	-12	97%	Hollis Hills
<i>Net total</i>	<i>33</i>		

⁴¹ *Growing Pains* reported, "In the estimation of both the Community Board official and CEC officer, the 250-seat Early Childhood Center (ECC) to be located at American Martyrs (a former parochial school at Union Turnpike and Bell Boulevard) does not address current needs in this area; it is in the southern end of Bayside and it is a small project with only 250 seats."

No relief is under construction or planned.

Impact of un-sited new capacity on overcrowding

The only project that could offer significant relief is the 416-seat Project #1 that DOE estimates will be complete in 2016. Given the Blue Book deficit of 718 primary school seats in the communities above and “pocket” overcrowding elsewhere in the district, this additional capacity will not be sufficient to end District 26 overcrowding, even including the 211 seats opening in 2009. Furthermore, as noted by a District 26 CEC officer, throughout the district many single-family homes have been replaced by multi-family dwellings in recent years and the number of children in the district has been rising.

District 27, Queens

Summary

In the communities discussed below—Richmond Hill, Woodhaven, Ozone Park, Howard Beach—the Blue Book reports a total shortage of 1,573 primary and primary/intermediate school seats. There also was overcrowding in some of the schools on the Rockaway Peninsula. A total of 337 primary school students in District 27 were taught in TCUs. The district had 785 students per cluster room, the second highest ratio among the 32 community school districts and more than five times as many as the target of 145 students per cluster room.

Only 789 additional seats are estimated to be completed when 2005-09 Capital Plan is projected to be finished in 2012. These seats will fall far short of ending the current seat deficit. The projected completion of another 951 seats in two 2010-14 Capital Plan projects between 2013 and 2015 may relieve seat shortages as reported in the Blue Book, assuming no significant population growth, but will be insufficient to allow for additional legally mandated grade class size reductions, TCU elimination, and to ensure there is the appropriate numbers of cluster rooms in schools throughout the district.

Community analyses

Richmond Hill, Woodhaven

Schools in Richmond Hill and Woodhaven had total enrollment of 5,143 in their main buildings in addition to 76 students in TCUs and 230 students in a temporary mini-school.

School	Students above/below capacity	Utilization rate	Community
PS 51 ECC	107	170%	Richmond Hill
PS 56	28	107%	Richmond Hill
PS 56 TCU	-16	67%	
PS 60	88	111%	Woodhaven
PS 60 mini	76	139%	
PS 62	81	102%	Richmond Hill
PS 66	72	123%	Richmond Hill
PS 66 TCU	15	152%	
PS 90	68	109%	Richmond Hill
PS 97	195	195%	Woodhaven
PS 254	63	112%	Richmond Hill
<i>Net total</i>	<i>777</i>		

A 379-seat Early Childhood Center is expected to open at 88-01 102nd Street in September 2010. *Growing Pains* reported that these 379 seats will be insufficient and Richmond Hill schools will continue to be overcapacity. Only if most of the 951 seats in the two schools proposed in the 2010-14 Capital Plan are sited in Richmond Hill/Woodhaven would overcrowding be alleviated.

Ozone Park, Howard Beach

Primary and primary/intermediate schools in Ozone Park and Howard Beach had a combined Blue Book enrollment of 5,955 students.

School	Students above/below capacity	Utilization rate	Community
PS 63	170	116%	Ozone Park*
PS 64	229	150%	Ozone Park*
PS 65	172	144%	Ozone Park*
PS 108	82	107%	Ozone Park
PS 232 (K-8)	201	135%	Howard Beach
PS 146 (K-8)	79	115%	Howard Beach
PS 207 (K-8)	-137	85%	Howard Beach
<i>Net total</i>	796		

No additional capacity is under construction, sited, or in advanced planning in the Ozone Park or Howard Beach sections of District 27.

Effective September 2008, the three schools asterisked above and PS 60 and PS 97 in Woodhaven and PS 97 in Richmond Hill were rezoned in an effort to redistribute students and alleviate the most severe overcrowding. A District 27 CEC officer told Comptroller staff that the rezoning has “eased the problem a bit,” but is “clearly not a long-term solution to the overall problems of capacity need.” To finally end overcrowding, all 951 seats in the 2010-14 Capital Plan would need to be sited here.

“Pocket” overcrowding on the Rockaway Peninsula

Rockaway Peninsula schools that were overcrowded or at or close to capacity were as follows:

School	Students above/below capacity	Utilization rate	Community
PS 42 (K-8)	-33	96%	Arverne
PS 43 (K-8)	-22	98%	Far Rockaway
PS 43 TCU	20	120%	
PS 43 Annex	13	113%	
PS 47	62	133%	Broad Channel
PS 105 (K-8)	1	100%	Far Rockaway
PS 106	-26	87%	Far Rockaway
PS 106 mini	54	130%	
PS 114 (K-8)	204	133%	Belle Harbor
PS 183 (K-8)	-131	83%	Rockaway Beach
PS 225 (K-8)	-45	93%	Rockaway Park

Another 410 seats in an addition to PS 42 are expected to be added in Arverne by September 2011. A Community Board 14 official told Comptroller staff that the Arverne community continues to expand. Concern was also expressed about the lack of school capacity to accommodate additional students from the possible construction of 300 units of low-income housing at Arverne East.

In adjacent Far Rockaway, schools were under-capacity overall. However, local leaders stated that PS 43 is at capacity, is a very large school, and has TCUs and an annex. The PS 106 main building is at 87 percent capacity, but it has an overcapacity temporary mini-school. A Community Board 14 official said that this area, between Beach 26th and Beach 35th Streets, needs additional capacity.

District 28, Queens

Summary

According to the Blue Book, District 28 primary schools were at 105 percent of capacity and primary/middle schools were at 102 percent of capacity. District-wide, 796 students were taught in TCUs, 536 students in temporary mini-schools and 397 in two annexes. The schools in the communities below had a combined deficit of 1,167 seats. A local community leader told Comptroller staff that District 28 is “bottom heavy” in that demand is increasing for seats in the younger grades.

Between September 2008 and September 2012, 1,344 new primary and intermediate school seats are projected to be added in District 28. Specifically, these consist of a net increase of 200 seats in PS/IS 48 in South Jamaica, a 263-seat addition to PS 196 in Forest Hills and the 665-seat PS/IS 277 in Jamaica Estates/Queens Village. These additional seats may be barely sufficient to accommodate current overflow and certainly not sufficient to end the extensive utilization of temporary facilities, to reduce class sizes as legally required, or to ensure that all schools in the district have the appropriate complement of cluster rooms. The 2010-14 Capital Plan provides for one 500-seat school to be built by 2016. Even with the eventual completion of this school, District 28 capacity will fall short of ending current overcrowding and ending the especially extensive use of temporary facilities, not to mention closing annexes as requested by parent leaders.

Community analyses

Rego Park

Rego Park primary schools had total enrollment of 2,494 in their main buildings and another 64 students in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 139 (K-6)	108	115%	Rego Park
PS 174 (K-6)	0	100%	Rego Park
PS 175	-4	99%	Rego Park
PS 206	105	122%	Forest Hills/Rego Park
PS 206 TCU	64	97%	
<i>Net total</i>	<i>273</i>		

There is no new capacity under construction, sited or in advanced planning to relieve overcrowding in Rego Park schools.

Forest Hills, Kew Gardens

Forest Hills and Kew Gardens schools had total enrollment of 2,813 in main buildings and another 155 in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 99 (K-6)	-54	89%	Kew Gardens
PS 101 (K-6)	110	122%	Forest Hills
PS 144 (K-6)	24	104%	Forest Hills
PS 196	157	136%	Forest Hills
PS 196 TCU	26	140%	
PS 220	-73	87%	Forest Hills
<i>Net total</i>	<i>190</i>		

New capacity under construction or planned for completion by 2012 will fall well short of closing the primary school seat deficit.

A Community Board 6 official and members of elected official staffs told Comptroller staff that PS 101 in Forest Hills (and PS 206 in Rego Park) are considered to be especially overcrowded, but neither school will get any relief unless Project #4, which is currently un-sited and which SCA estimates will not be completed until 2016 (see Appendix Table 14) is sited there. The official said that although it is recognized that suitable sites on which to build a new school are difficult to find, SCA has not reached out to the Forest Hills and Rego Park communities for siting assistance.

In Forest Hills, a 263-seat addition to PS 196 is projected to be completed in 2011. But because eliminating the school's TCUs and remedying overcrowding in the main building will require 248 more seats, the addition should be adequate⁴² for PS 196 but not significantly relieve overcrowding in adjacent primary schools.

In September 2008, PS 303 opened at 108-55 69th Avenue in Forest Hills. However, because it is an application-only Pre-K to 3rd grade school that focuses on the arts, PS 196-zoned children are not assured of admission to this school, although they are given preference. A Community Board 6 official told Comptroller staff, "It is a band-aid at best."

Jamaica

Jamaica schools had total enrollment of 2,685 in their main buildings and another 397 students in annexes.

School	Students above capacity	Utilization rate	Community
PS 82	20	105%	Jamaica
PS 82 Annex	52	167%	Jamaica
PS 86 (3-6)	64	108%	Briarwood
PS 117	84	108%	
PS 182 (K-2)	98	123%	Jamaica
PS 182 Annex	33	120%	
<i>Net total</i>	<i>351</i>		

Although PS 117 is a large school, with more than 1,100 students, it had only one cluster room. Neither the PS 82 Annex nor the PS 182 annex had any cluster rooms. A Community Board official told Comptroller staff that their community board district is among the fastest growing in the city and that Jamaica, in particular, is gaining population at a significant rate.

⁴² If it provides the school with at least two more cluster rooms. Currently, PS 196 has only one cluster room and 612 students.

Completion of the 665-seat PS/IS 277 in Jamaica is expected in September 2012. Community leaders told Comptroller staff they do not know how many of its seats will be for middle school students and how many for primary school students. If two-thirds of the seats are for primary school students, it will provide some relief for PS 182, which local leaders describe as very small and very overcrowded. A parent leader told Comptroller staff that the new facility is too far from PS 117 to be of assistance in reducing its overcrowding.

Comptroller staff was also told that the community would like to consolidate the two annexes—the PS 82 Annex and the PS 182 Annex—with the rest of their schools. The annexes are too far from the main buildings, especially the PS 82 Annex, to which students are bussed several miles.

Ozone Park, Richmond Hill

The Ozone Park and Richmond Hills schools below had total enrollment of 2,338 in their main buildings and another 341 students in TCUs and mini-schools.

School	Students above/below capacity	Utilization rate	Community
PS 54	68	122%	Richmond Hill
PS 54 mini	38	129%	
PS 55 (K-6)	10	103%	Richmond Hill
PS 55 mini	21	112%	
PS 55 TCU	51	155%	
PS 121 (K-6)	-40	85%	Ozone Park
PS 121 TCU	69	184%	
PS 161 (K-6)	125	119%	Richmond Hill
<i>Net total</i>	<i>342</i>		

These four schools are geographically separated from the rest of the district by the Van Wyck Expressway.

The 611 seat PS /IS 48 shown in Appendix Table 14, estimated to be completed in 2011, replaces an existing building with 379 seats. The structure will do little to relieve overcrowding in the schools listed above because there will be only a small, approximately 200-seat increase in capacity. In addition, the new school is located a considerable distance and on the opposite side of the Van Wyck Expressway from the four schools above.

District 29, Queens

Summary

No new capacity is under construction or planned in District 29. Therefore, no relief is in sight for overcrowding in the 19 primary and primary/intermediate schools in Springfield Gardens, St. Albans, and Queens Village that were overcrowded. Many of the TCUs in which 778 students and were taught as of September 2007 will have to remain in use, as will the mini-schools that accommodated 542 students.

Community analyses*St. Albans, Cambria Heights, Springfield Gardens*

The schools directly below had 3,041 students in their main buildings, 180 students in a mini-school and 175 students in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 15 (1-5)	46	112%	Springfield Gardens
PS 36	80	136%	St. Albans
PS 36 mini	37	126%	
PS 132	-79	80%	Springfield Gardens
PS 132 TCU	39	164%	
PS 136	-13	98%	St. Albans
PS 147 (K-8)	-155	82%	Cambria Heights
PS 176	44	109%	Cambria Heights
PS 176 TCU	8	112%	
PS 251 (K-3)	8	134%	Springfield Gardens
<i>Net total</i>	<i>15</i>		

No new capacity is being built or proposed in this area.

Queens Village, Hollis

Schools serving Queens Village and Hollis enrolled 4,307 students in their main buildings, 176 students in a mini-school and 55 students in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 33	73	107%	Queens Village
PS 34	-85	75%	Queens Village
PS 34 mini	-76	70%	
PS 34 TCU	-33	66%	
PS 35 (PK-5)	119	123%	Hollis
PS 118	-39	84%	Hollis
PS 134	-168	73%	Hollis
PS 135	174	117%	Queens Village
<i>Net total</i>	<i>-35</i>		

“Pocket” overcrowding in other District 29 communities

School	Students above capacity	Utilization rate	Community
PS 95	149	115%	Jamaica
PS 95 TCU	32	149%	
PS 116 (PK-8)	13	102%	South Jamaica
PS 116 TCU	17	131%	
PS 195 (PK-6)	112	119%	Rosedale

In addition, several under-capacity schools utilized TCUs.

District 30, Queens

Summary

The Blue Book reports that District 30 primary schools were at 103 percent of capacity and its primary/middle schools were at 102 percent of capacity. The Blue Book reports a total deficit of 1,580 seats in primary and primary/intermediate schools in Jackson Heights, Woodside, and Sunnyside, the communities with the most severe overcrowding. A total of 696 students were taught in TCUs in District 30 and 404 students in mini-schools. Yet no significant new capacity will be added anywhere in District 30 until 2011, when completion of the 387-seat IS 230 Annex in Jackson Heights is projected.

In 2012, the 738-seat PS/IS 312 expected to be completed in Queens West. It will accommodate students from this fast growing area.

From 2013 to 2017, another 2,272 seats are projected to be added in four projects, all of which are currently un-sited. When all of these projects are completed, there may be sufficient capacity to end overcrowding as reported in the Blue Book, although parent leaders stated that it is not certain that TCUs will be eliminated or that there will be space to reduce class sizes to mandated levels.

Community analyses

Jackson Heights

Jackson Heights primary schools are severely overcrowded. The Blue Book reports that the main buildings enrolled 5,446 students and another 98 students were taught in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 2	12	102%	Jackson Heights
PS 69	208	123%	Jackson Heights
PS 69 TCU	47	192%	
PS 148	209	122%	Jackson Heights
PS 149	102	110%	Jackson Heights
PS 212	237	147%	Jackson Heights
PS 222 (K-2)	98	146%	Jackson Heights
PS 228 (K-2)	213	231%	Jackson Heights
<i>Net total</i>	<i>1,126</i>		

No new primary school capacity is under construction, in advanced planning or sited in Jackson Heights. Because all of the schools are overcrowded, rezoning attendance lines would not provide relief, and because all three middle schools are at or above capacity, relocating some of the primary school students to middle schools also would not help.⁴³ A 387-seat IS 230 annex expected to open in 2011 will help alleviate Jackson Heights middle school overcrowding but will be of no help to primary schools. The District 30 CEC seeks a new stand alone primary school in Jackson Heights.

⁴³ In April 2008, for example, the *Queens Chronicle*, reported that IS 230 has nearly 1,000 students in a building designed for a maximum of 756, has no outdoor play area, and quoted the principal saying that the halls are so crowded students cannot get to class on time, lunch periods start at early as 10 AM and "traveling teachers" move from class to class with carts of materials.

Woodside, Sunnyside

School main buildings accommodated a total enrollment of 3,394, an additional 357 students were taught in TCUs, 245 students were taught in a mini-school, and 259 students in an annex.

School	Students above/below capacity	Utilization rate	Community
PS 11 (K-6)	52	108%	Woodside
PS 11 mini	57	130%	
PS 11 TCU	68	158%	
PS 150 (K-6)	29	103%	Woodside/Sunnyside
PS 150 Annex	97	160%	
PS 151	-218	65%	Woodside
PS 151 SPED	19	140%	
PS 151 TCU	61	155%	
PS 152 (K-6)	289	120%	Woodside
<i>Net total</i>	<i>454</i>		

No additional capacity is under construction, sited or in advanced planning in these communities.

“Pocket” overcrowding in other District 30 communities

School	Students above/below capacity	Utilization rate	Community
PS 78 ECC	22	110%	
PS 84 (PK-6)	53	116%	Corona
PS 92 (PK-5)	62	109%	Corona
PS 112 (PK-5)	26	105%	Long Island City
PS 122 (PK-8)	136	111%	Astoria
PS 127 (PK-8)	58	105%	East Elmhurst
PS 166 (PK-5)	19	102%	Long Island City
PS 234	85	114%	Astoria

In Hunterspoint, a 61-seat PS 78 annex should relieve overcrowding at that school in 2009.

District 31, Staten Island**Summary**

Primary and primary/intermediate schools on Staten Island had a capacity utilization rate of 101.4 percent, according to Blue Book data. Communities where the primary schools were overcapacity overall had an immediate shortage of approximately 1,700 seats and taught 133 students in TCUs. Between 2008 and 2013, approximately 1,800 seats are to be completed borough-wide. Of these, about 1,000 are primary school seats, which will fall short of filling the primary school seat gap. Moreover, the new primary school seats address overcrowding in only the northern part of the borough and not in fast-growing communities such as Tottenville and the South Shore overall.

A District 31 CEC officer told Comptroller staff that new school construction underway or being planned by 2012 will not provide sufficient relief. Parent leaders have also urged construction of a new primary school on the West Shore.

Between 2014 and 2016 another 1,200 seats are to be added. The number of primary or intermediate school seats in these projects has not been determined. However, even if the overwhelming majority of

these are primary school seats, there would continue to be primary school overcrowding on Staten Island, considering the mandate to reduce class sizes, the necessity of providing the appropriate amount of cluster rooms district-wide, and the DOE commitment to end the use of TCUs. Parent leaders told Comptroller staff that a major rezoning might substantially alleviate most overcrowded conditions, in combination with the new capacity, but that this may not be a realistic possibility.

In addition, although the Blue Book reported that Staten Island intermediate schools overall were at 91 percent of capacity, there are few or no available intermediate seats in most communities. Local leaders seek a new intermediate school near PS 48 in Todt Hill, which is not served by a middle school. Intermediate schools in the southern part of the borough are close to or in excess of capacity. There are no new intermediate school seats under construction or in advanced planning to accommodate growth in this fast expanding area.

Community analyses

Tottenville, Pleasant Plains, Huguenot

The primary schools in these communities had a total of 3,540 enrollees in their main buildings and another 396 students in annexes. Five of the seven schools were overcapacity and the other two were near to capacity.

School	Students above/below capacity	Utilization rate	Community
PS 1	37	111%	Tottenville
PS 1 Annex	55	150%	
PS 3	-29	95%	Pleasant Plains
PS 3 Annex	14	105%	
PS 5	-3	99%	Pleasant Plains
PS 6	208	130%	Tottenville
PS 55	158	129%	Eltingville
PS 56	27	104%	Rossville
<i>Net total</i>	<i>467</i>		

A Community Board official noted that PS 1 was built in 1878 and is antiquated, the PS 3 annex is located more than a mile from the school's main building, PS 5 is "tiny" and cannot add any more students, and PS 55 is very overcrowded and has no science lab. No new capacity to relieve overcrowding in these schools is under construction, sited, or in advanced planning.

South Beach, Midland Beach, Dongan Hills, New Dorp

The primary schools listed below had a combined total of 3,147 enrollees in their main buildings and another 35 students in a TCU. Seven of the eight schools were overcapacity.

School	Students above/below capacity	Utilization rate	Community
PS 11	3	101%	Dongan Hills
PS 23 (PK-5)	248	125%	Richmondton
PS 38	12	104%	Midland Beach
PS 38 (TCU)	10	140%	
PS 39	9	102%	South Beach
PS 41	41	107%	New Dorp
PS 46	1	100%	South Beach
PS 48	126	144%	Todt Hill

PS 50	-163	78%	New Dorp
PS 52	80	114%	Dongan Hills
<i>Net total</i>	367		

A Community Board 2 official told Comptroller staff that PS 38 is “jammed” and its TCU is old and that enrollment at PS 39 is growing rapidly. The officer noted that many of the schools in these communities are outmoded, have small physical plants, and no room to expand, and cited PS 46 as a school that is antiquated and cannot accommodate its current enrollment.

A District 31 parent leader told Comptroller staff that the library in PS 48, the most overcrowded school in these communities, has been eliminated because of overcrowding. No new capacity that relieves overcrowding in these schools is under construction, sited, or in advanced planning.

Graniteville, Port Richmond, Mariner’s Harbor, Elm Park

There were 3,582 students in the main buildings below and another 99 students in TCUs.

School	Students above/below capacity	Utilization rate	Community
PS 19	70	114%	Port Richmond
PS 19 TCU	31	146%	
PS 20	111	135%	Port Richmond
PS 21	155	142%	Elm Park
PS 22	248	125%	Graniteville
PS 44	-99	89%	Mariner’s Harbor
<i>Net total</i>	515		

The 822-seat PS/IS 861 is expected to open in Graniteville in September 2009. Although primary as well as intermediate schools in this area were very overcrowded, DOE nevertheless had proposed that the new PS 861 be a “choice” school for the entire borough, against the wishes of the District 31 Community Education Council. A compromise has been reached with the community under which students from neighboring schools will be given preference the first year the school opens.

Assuming that two-thirds of PS/IS 861 seats will be for primary school students, the new facility will not quite accommodate the overflow from the neighborhood primary schools as reported in the Blue Book, and will fall far short of providing sufficient new capacity to reduce 4th and 5th grade class sizes to meet legal mandates, end the use of TCUs, and accommodate future population growth. A District 31 CEC officer noted that schools in these communities are extremely overcrowded and will need relief additional to what is being afforded by PS/IS 861. A Community Board 1 officer told Comptroller staff that the new school is “a good start” but not sufficient and that it is likely that the PS 19 TCUs, which accommodated 99 students, will remain in use.

Clifton Park, Rosebank, Sunnyside, Tompkinsville, West New Brighton “pocket” overcrowding

Schools in these communities enrolled a total of 5,703 students in their main buildings and 305 students in an annex.

School	Students above/below capacity	Utilization rate	Community
PS 13	96	115%	Rosebank
PS 14	-204	74%	Stapleton
PS 16 (PK-5)	-13	98%	Tompkinsville

PS 16 Annex	-96	76%	
PS 18	-65	89%	West New Brighton
PS 29 (PK-5)	80	116%	Castleton Corners
PS 31	-16	97%	New Brighton
PS 35	105	143%	Sunnyside
PS 45 (PK-5)	246	133%	New Brighton
PS 57 (PK-5)	-237	73%	Clifton Park

The construction of the 440-seat PS 829 facility, which opened in 2008, has helped considerably to relieve the overcrowding above, but a Community Board official told Comptroller staff that since it is only an Early Childhood Center, additional capacity is still needed. The officer said that two areas most in need of new capacity in northern Staten Island are between Rosebank and Stapleton, which would relieve PS 13, and in West Brighton/New Brighton and St. George, which would provide relief for PS 45 and PS 16. It was noted that although the Staten Island north shore communities overall have received or will shortly receive significant additional capacity, much of it is set aside for intermediate school students such as the new IS 43.

Bay Terrace, Eltingville, Great Kills, New Springville, Willowbrook “pocket” overcrowding

School	Students above capacity	Utilization rate	Community
PS 30	36	105%	Westerleigh
PS 32	27	103%	Great Kills
PS 42	34	105%	Eltingville
PS 53	32	105%	Bay Terrace
PS 54	78	110%	Willowbrook
PS 58	7	101%	New Springville
PS 58 SPED	21	142%	

A 600-seat intermediate school (part of a large IS/HS facility) opened in 2008 in New Springville. It is a “choice” school for the entire borough.

Impact of un-sited 2010-14 Capital Plan new-capacity projects on overcrowding

The 2010-14 Capital Plan includes three new projects, with a total of 1,248 primary and/or intermediate schools seats, to be completed between 2014 and 2016. Parent and community leaders told Comptroller staff that one of the new projects may be sited near PS 48 in the New Dorp community.

In June 2009, *Crain’s New York Business* reported that among the boroughs, “Staten Island is seeing the highest growth rate, and it’s home of the ZIP code that is expected to see the largest absolute population increase over the next five years.”⁴⁴ The population of that ZIP code, 10309 (Prince’s Bay, Pleasant Plains, Charleston and part of Rossville), is expected to increase by 1.42 percent from 2009 to 2014, or 2,362 persons. Close behind is 10307 (Tottenville), where the population is expected to climb 1.39 percent.

⁴⁴ Access <http://www.crainsnewyork.com/article/20090628/FREE/306289985&cat=demographics>

B. Schools in some districts have almost no “cluster” rooms

Cluster rooms are rooms that are used to teach such subjects as art, music, computer skills, language skills, drama, sewing, and some science classes, among other things. Generally, they require equipment that is not available in a regular classroom, and students leave their home classroom to attend these specialized classes in cluster rooms.

The Blue Book allows for a minimum number of cluster rooms, generally three, four or five, dependent upon the enrollment of a school, in its computation of school capacity. However, many if not most schools originally had many more than this minimal number of cluster rooms. As those rooms were converted to classroom use to alleviate what was hoped at the time to be temporary overcrowding, they were *permanently* counted as classroom space. Therefore, even a school that actually has its minimum number of cluster rooms is woefully short of cluster space.

As shown in the table below, even this minimum number of cluster rooms is not actually available in most cases. Citywide, the number of cluster room actually available is only 50 percent of the target. Citywide there are an average of 290 students per cluster room, double the targeted number of 145. However, in parts of the Bronx (District 11) and Brooklyn (District 20) there were more 400 students per cluster room and in parts of Queens (Districts 24 and 27) there were nearly 800. In some instances, very large primary schools with more than 1,300 students had only two cluster rooms when five were indicated. In only three of the 32 districts did the number of cluster rooms meet or exceed the target. Most often, a school has fewer cluster rooms than the target because, as stated above, principals faced with surging enrollments and insufficient seats to accommodate the growth, convert cluster rooms to classrooms. And, to reiterate, the target is generally much too low.

<i>District</i>	<i>PS actual cluster rooms</i>	<i>PS target cluster rooms</i>	<i>Actual as a percent of target</i>	<i>Elementary enrollment</i>	<i>Percent of capacity</i>	<i>Students per cluster room</i>
1	19	36	52.78%	4269	86	224.7
2	52	74	70.27%	13758	109	264.6
3	25	40	62.50%	6220	93	248.8
4	19	32	59.38%	4175	78	219.7
5	14	18	77.78%	2260	79	161.4
6	42	76	55.26%	11238	92	267.6
7	42	45	93.33%	7612	74	181.2
8	36	104	34.62%	13590	96	377.5
9	39	128	30.47%	15668	98	401.7
10	54	144	37.50%	18224	112	337.5
11	37	122	30.33%	15472	100	418.2
12	47	73	64.38%	10736	87	228.4
13	63	52	121.15%	7385	68	117.2
14	60	59	101.69%	8910	68	148.5
15	51	103	49.51%	14764	96	289.5
16	36	35	102.86%	4925	60	136.8
17	30	55	54.55%	8604	77	286.8
18	38	71	53.52%	9009	81	237.1

<i>District</i>	<i>PS actual cluster rooms</i>	<i>PS target cluster rooms</i>	<i>Actual as a percent of target</i>	<i>Elementary enrollment</i>	<i>Percent of capacity</i>	<i>Students per cluster room</i>
19	32	78	41.03%	9936	89	310.5
20	38	95	40.00%	16863	110	443.8
21	45	55	81.82%	8605	89	191.2
22	55	106	51.89%	15747	101	286.3
23	4	5	80.00%	904	116	226.0
24	25	134	18.66%	19939	118	797.6
25	60	93	64.52%	12841	95	214.0
26	40	72	55.56%	9921	107	248.0
27	18	90	20.00%	14138	102	785.4
28	15	57	26.32%	5977	105	398.5
29	29	76	38.16%	9570	102	330.0
30	38	85	44.71%	13118	103	345.2
31	69	162	42.59%	27014	103	391.5
32	26	46	56.52%	7346	85	282.5
Total	1,201	2,424	49.55%	348,738	95	290.4

C. DOE enrollment projections are unreliable

DOE has for a number of years used consultants based in Maryland, the Grier Partnership, to provide enrollment projections. These projections rely on a cohort survival methodology (essentially assuming that what happened in the past will happen in the future), and produces projections on a district-wide basis, not by neighborhood. The School Construction Authority states that it adjusts the Grier projections on the basis of housing starts, but the *Growing Pains* report found numerous communities where residential growth was producing substantial school overcrowding that was not being addressed.

Comptroller staff identified the percentage change in school age population between 2005 and 2009, as projected by the 2005 Grier report. We then compared that projected percentage change with the actual percentage change over the same period. As shown below, the Grier report significantly under-projected 2009 enrollment growth in eight districts.

Districts with significant under-projections (at least four percentage points)			
District		Projected change	Actual change
1	Lower East Side	-3.5%	+10.2%
14	Williamsburg, Greenpoint	-20.2%	-13.8%
15	Park Slope, Sunset Park	-4.1%	+6.1%
23	Ocean Hill, Brownsville	-15.9%	-7.9%
24	Corona, Elmhurst, Glendale, Maspeth, Middle Village, Ridgewood, Woodside	-7.9%	1.2%
27	Rockaways, Richmond Hill, Howard Beach, Ozone Park	-5.1%	-1.0%
29	Cambria Heights, Hollis, Jamaica, Laurelton, Queens Village, St. Albans, Springfield Gardens, Rosedale	-12.0%	-5.5%
30	Astoria, East Elmhurst, Jackson Heights, Long Island City, Steinway, Woodside	-7.7%	-3.4%

In another nine districts, the 2005 Grier report significantly *over-projected* enrollment growth. These were Districts 2, 4, 6, 9, 13, 16, 17, 18, and 32.

The upshot is that for slightly more than half of the 32 community school districts, the projections used by DOE and SCA to develop the new capacity component of the five-year capital plan proved to be incorrect by a significant amount. This raises questions about the utility of these projections and whether the amount of money spent on the contract with the consultant who developed the projections could have been better spent elsewhere.

In 2008, SCA retained the services of a second consultant, Statistical Forecasting, LLC, while continuing with the Griers. Each consultant published a report in 2009 that made enrollment projections over a number of years. The projections for 2014 (the only year except 2009 for which detailed projections are available by community school district for both consultants) differ from one another by more than four percentage points in seven community school districts (1, 4, 13, 14, 18, 23, and 24).

Comparing the projections for 2009 made by the Grier report in 2005 and by the Grier report in 2009 (projections that were made before the 2009 actuals were available), the Griers 2009 projections *differ from their own 2005 projections* by more than four points in 12 of the 32 community school districts (1, 2, 5, 6, 10, 13, 14, 16, 17, 18, 24 and 28). Yet despite this clear indication that the projection methodology does not yield good results, no change in the methodology has been made.

II. Recommendations

The Comptroller proposes the following to address and rectify some of the shortcomings discussed above. The Comptroller recommends:

- *The City reallocate to the DOE Capital Budget over \$900 million the City now intends to spend on jail projects including expansion of the Brooklyn House of Detention and a new jail in the Bronx.* This amount would be sufficient for over 8,000 new school seats, based on a cost of \$112,000 per seat and for potentially thousands more seats from State reimbursement.⁴⁵
- *Improve the SCA school siting process.* Both *Growing Pains* and *Powerless Parents*, the Comptroller's May 2009 report on the status of parental influence in school governance, quoted parent leaders from around the city who were frustrated at the SCA for not taking seriously their input on potential school sites. As recommended by A Better Capital Plan issued by Class Size Matters, the Manhattan Task Force on School Overcrowding, the United Federation of Teachers, and the Center for Arts Education, each district in which new capacity is being proposed should have capacity siting teams that include parents, community boards, and local elected officials.
- *Improve the transparency of and public access to the capital planning process.* It is essential that the enrollment projection methodology and the methodology by which SCA applies it to determine where to locate new capacity be made public. SCA should routinely include in its capital plan documents crosswalks between the prior capital plan and the current one; the adopted capital plan and any of the amendments; and the most recent prior amendment and the current one. In addition,

⁴⁵ From the 2010-14 Capital Plan. Total of 25,194 seats at a cost of \$2.8 billion. This does not include \$956 million for potential site-specific environmental costs.

SCA should ensure that all prior amendments to the current capital plan remain available on-line. Currently, as soon as a proposed amendment is released, SCA removes prior amendments from its website, making comparisons difficult. Moreover, SCA should provide on its website a project-by-project status report. Any member of the public should be able to go to the site, look up planned schools in his/her neighborhood, and ascertain the status of the project in detail.

- *Fix the enrollment projection methodology.* Enrollments should be projected on a community, rather than a district basis, to avoid the problem of “pocket” overcrowding identified in *Growing Pains*. Moreover, the projections should incorporate data on residential construction and actual birth data available from the Department of City Planning, and closely monitor trends in immigration. Currently, to determine where within a district to locate a new school, SCA starts with its consultants’ projections, which are not computed on a neighborhood or school zone level. SCA then conducts additional analysis of capacity utilization and enrollment trends that includes consideration of recent housing construction and building permits, but lacks the benefit of the complex consultant enrollment projections on a neighborhood or school zone level. A Better Capital Plan, cited above, also recommends the use of parent surveys and the monitoring of pre-school enrollments, as well as private and parochial school capacity. It is clear that there is much room for improvement in the projection methodology.
- *Adopt a rolling five-year capital plan, rather than the fixed term five-year plan currently used.* The annual amendments that are made to the fixed, five-year capital plans now being used are essentially patches that do not look forward to new capacity needs five years hence. Capital planning should be conducted at least annually and with a five-year horizon.
- *End the use of TCUs and mini-schools older than 20 years, as promised.* According to CFE report, “Maxed Out,” there are currently approximately 24,500 elementary school students being taught in TCUs, mini-schools and annexes citywide. These students, whose classrooms are by definition separated from their main school building, are at an educational and social disadvantage. In addition, the condition of many of these structures, especially the TCUs and mini-schools, is deplorable, which sends the wrong message to the students being taught in them.
- *Provide all schools with the appropriate number of cluster rooms.* In order to provide children with a well-rounded education, schools need cluster space where music, art, languages, computer skills, sewing, and other similar subjects can be taught. Most schools have only a minimal amount of cluster space, and some have none.

Appendix

New Capacity 2008–2017
Districts With Communities Where Schools Were Overcrowded

Manhattan**Table 1. District 2 new capacity**

	2005-2009 Capital Plan not carried over to 2010-2014 Plan		2005-2009 Plan carried over to 2010-2014 Plan	New in 2010-2014 Capital Plan	Address and comments
	Seats and estimated completion as of 2/08	Seats and estimated completion as of 3/09	Seats and estimated completion as of 3/09		
PS 234 Annex	143 Aug 2007				
PS 151		80* Sep 2009			In leased former Our Lady of Good Counsel
Beekman School	630 Sep 2009	630 Sep 2010			Spruce Street, near City Hall. K-8 school
PS/IS 276	950 Jul 2010	952 Sep 2010			Battery Park City. K-8 school
MS 114 East Side Middle School	544 Jun 2009	544 Sep 2010			1765 First Ave at 91 st Street
PS 51	110 Sep 2012	110 Sep 2012	336 Sep 2012		420 W 45 th St
PS 59 & HS for Art & Design	380 Mar 2011	330** Sep 2012			250 E 57 th St
PS/IS @ 35 th St				612 Sep 2012	35 th St and 1 st Ave To serve proposed development
Project # 5				126 Sep 2013	
Project #6				126 Sep 2013	
PS/IS @ MEETH				374 Jan 2013	213 E 63 rd St, former Manhattan Eye, Ear, Throat Hospital ⁴⁶
Project #4	630 Apr 2012	630 Apr 2012		791 Aug 2013	
Project #2	501 Jun 2011	501 Jun 2011		368 Aug 2015	
PS/IS @ Foundling Hospital				563 Jan 2017	17 th St and 7 th Ave

*2009 total. The school will be adding additional grades in subsequent years. The facility has been leased for three years. **Net new seats created for PS 59, which will have a total of 750 seats. The project also includes replacement seats.

⁴⁶ This location currently houses PS 59, the Beekman Hill International School. It is a leased building and is intended to be the school's temporary home before it moves to E. 57th Street in 2012. This site is then intended to be the location of a new neighborhood school.

Bronx**Table 2. District 8 new capacity**

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Community</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS 69 Annex	154 August 2008				Clason Point
Project #1 ECC	286 June 2011	286 June 2011	318 Sep 2014		

Table 3. District 9 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Address and comments</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
Icahn Charter School	144 Sep 2008				1506-30 Brook Avenue
PS/IS 338	642 May 2010	642 Sep 2010			1740 Macombs Road
Settlement Housing PS/IS/HS	746 Jun 2011	715 Sep 2012			1521-1532 Jerome Avenue
Project #1	318	358 Dec 2011	389 Sep 2012		

Table 4. District 10 new capacity

	2005-2009 Capital Plan not carried over to 2010-2014 Plan		2005-2009 Plan carried over to 2010-2014 Plan	New in 2010-2014 Plan	Address and comments
	Seats and estimated completion as of 2/08	Seats and estimated completion as of 3/09	Seats and estimated completion as of 3/09		
New School Leadership/ Journalism	300 Sep 2005	Na	Na	Na	
Jonas Bronck MS		102* Sep 2009			School is moving from a temporary facility.
PS /IS 79 Addition	662 Mar 2010	662 May 2010			125 East 181st Street , Tremont. Will be used to house the Creston Campus Middle School, which will provide some relief to other middle schools in the area
PS 95 Addition	461 Jun 2010	461 Sep 2010			3961 Hillman Ave, Van Cortlandt Village. Much of the building will be occupied by the AMPARK Neighborhood School.
ECC 361 @ PS 94	515 Jun 2010	515** Jun 2010			3530 Kings College Place, Norwood. Will replace TCUs and an annex.
PS/IS at 3177 Webster Ave, Norwood	In April 2009, DOE/SCA approved acquiring 3177 Webster Avenue for a 612 seat PS/IS. It was not listed in the 2005-09 Capital Plan. The <i>Norwood News</i> reports that this new school is expected to open in 2010.				
Project #7	582 Nov 2010		738 Jan 2016		
Project #1	Na	Na	Na	416 Sep 2016	

*New seats created.

**PS 94 in 2007 housed 690 students in its main building (101 percent capacity) and 205 in a minischool (155 percent capacity) and 108 students in an annex (129 percent capacity). The 313 students now housed outside the main building will be moved to the new structure and the minischool and annex closed. Thus, there will be only a 202 seat net increase.

Table 5. District 11 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Address, comments</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS/IS 189	916 Sep 2007				3441 Steenwick Ave. Has helped alleviate pressure on Co-Op City schools, especially PS 160, PS 180 and PS 181.
IS 113	192 Apr 2007				3710 Barnes Avenue, Gun Hill, Williamsbridge
IS/HS 362	525 Jun 2008	525 Jun 2008			229 th St, Bronxwood
PS 169	416 Jul 2009	416 Sep 2009			3771 Boston Road, Willa Ella Paschal Bowman Campus
PS/IS @ Van Nest	911 Jul 2010	Sep 2010			900 Van Nest Ave (north of Parkchester), Bronxdale. 316 of the 911 seats are reserved for the Icahn North Charter School, leaving approximately only 600 seats for the regular public school.
Project #2				738 Jan 2013	
Project #1				738 Jun 2017	

Brooklyn

Table 6. District 15 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Comments</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
Project #1	630 November 2010	590 November 2012			New school building at PS 133 at 375 Butler Street. Existing PS 133 is to be demolished.
Project #2	441 June 2011	441 June 2011	721 June 2013		
Project #1				738 January 2017	

Table 7. District 19 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Address and comments</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS/IS 630 (PS 65)	700 August 2009	700 Sep 2009			700 Jamaica Avenue, Cypress Hills. PS 65 is moving to this building from two locations.
PS/IS 89	330* (leased) June 2009	330* Sep 2010			265 Warwick Street, Cypress Hills

*New seats created. Project also includes replacement seats.

Table 8. District 20 new capacity

	2005-2009 Capital Plan not carried over to 2010-2014 Plan		2005-2009 Plan carried over to 2010-2014 Plan	New in 2010-2014 Plan	Address and comments
	Seats and estimated completion as of 2/08	Seats and estimated completion as of 3/09	Seats and estimated completion as of 3/09		
PS/IS 237 Legetia Marcigliano Campus	1,154* April 2009	1,154* Sep 2009			50 Avenue P, Bensonhurst Former Magen David
PS 229 Addition	651** (351 K-5, 300 6-8) Jul 2010	650 Sep 2009			Will become Pre K-8 Dyker Heights/ Bensonhurst
IS 259 Addition	400 Jul 2010	433 Sep 2010			7305 Fort Hamilton Pkwy, Dyker Heights
PS 971	378 Jul 2010	378 Jul 2010			6214 4 th Ave, Sunset Park
PS 264		476 Sep 2012			4 th Avenue and 88 th Street, site of former car wash. Will help relieve PS 104 and PS 170. ***
PS 160 Annex				382 seats Jun 2012	5105 Fort Hamilton Pkwy, Borough Park
PS 310				327 seats May 2013	942 62 nd Street. Also known as PS 69 Annex, Borough Park
Project #8	837 Dec 2011		738 July 2014		No information available
Project #5 (PS 331)	250 Dec 2010		680 ⁴⁷ 2013		4 th Ave & Ovington. To relieve PS 170 and PS 102 overcrowding. On the site of the recently demolished Bay Ridge United Methodist Church.
Project #3	630 Nov 2010		772 January 2017		

*A net of only 503 seats for the community. 576 seats on the 4th floor will be for the Brooklyn School of Inquiry, a K-8 citywide talented and gifted school. On the 1st floor, 75 seats will be reserved for a citywide District 75 program. On the 2nd floor will be the Academy of Talented Scholars, PS 682, a K-5 school with approximately 450 students. **DOE website says DOE will assess if there is available space to incubate an elementary school nearby prior to 2012 and move the school into the new building in 2012.

⁴⁷ In June 2009, the City Council approved plans to construct a 680-seat school at this site. However, the 2010-14 Capital Plan states that Project #5 would have 411 seats to be completed in 2016. A completion date of 2013 was reported in local newspapers.

Table 9. District 22 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Community</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS 207 Annex	372 Dec 2006				Sheepshead Bay
PS 245	200 Sep 2006				East Flatbush
PS 152 Annex	372 Aug 2006				Flatbush
Project #1	316 Jul 2010		738 Sep 2015		

Queens**Table 10. District 24 new capacity**

	2005-2009 Capital Plan not carried over to 2010-2014 Plan		2005-2009 Plan carried over to 2010-2014 Plan	New in 2010-2014 Plan	Address and/or comments
	Seats and estimated completion as of 2/08	Seats and estimated completion as of 3/09	Seats and estimated completion as of 3/09		
PS/IS 269 Leased	500 Sep 2007	500 Sep 2007			Currently being used as an annex for PS 13 and PS 102 as their additions are built.
PS 305	441 May 2008	200 Sep 2008			Seneca Ave, Ridgewood
PS 307	996 Jul 2008	996 Jul 2008			49-20 100 th Street, Corona. Pioneer Academy
PS 14, Annex	220 Aug 2009	220 Sep 2009			89-11 43 rd Drive, Corona. St. Bartholomew Campus
PS 49 Addition	410 Dec 2009	410 Sep 2009			79-15 Penelope Ave, Middle Village. PS/IS
PS 128	497 Dec 2009	497* Sep 2009			69-26 65 th Drive, Middle Village
PS 113 Addition	446 Jan 2010	446 Sep 2009			87-21 79 th Ave, Glendale Will be PS/IS
PS 102 Addition	936 Feb 2010	936 Sep 2009			55-01 94 th Street, Elmhurst
PS 13 Addition	707 Aug 2010	707 Sep 2010			55-01 94 th Street, Elmhurst Will be PS/IS
Project #8	67 May 2010	67 Jun 2010	416 July 2012		
Project #3				738 Jan 2015	
Project #1				738 Jun 2016	
Project #2				738 Jan 2017	

*The new building replaces one with 96 seats and consolidates a 163 seat annex, resulting in a net increase of only 238 seats. In addition, it is to house a middle school and a District 75 (Special Education Program) and a middle school.

Table 11. District 25 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Address</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS 244 ECC	441	441 Nov 2008			Franklin Avenue, Downtown Flushing
PS 29 addition		189 Sep 2012			125-10 23rd Avenue
Project #1				416 Jan 2016	
Project #2 @ Willets Pt				738 Aug 2015	

Table 12. District 26 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Address and /or comments</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS 94 Annex	100 Sept 2007	Na			
ECC @ American Martyrs	250 Mar 2009	211 Sep 2009			216-15 Peck Boulevard, Oakland Gardens
Project #1	91 Aug 2011	Na	416 July 2016		

Table 13. District 27 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Address</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS 43 Annex	150 Aug 2005	150 Aug 2005			
PS 273 ECC	379 Nov 2009	379 Sep 2010			88-01 102 nd Street, Richmond Hill
PS 42	400 Jun 2011	410 Sep 2011			488 Beach 66 th Street , Arverne
Project #4	520 Dec 2011	520 Dec 2011	520 Jul 2013		
Project #1	441 Nov 2010	441 Nov 2010	431 Aug 2015		

Table 14. District 28 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Address and/or comments</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS 303	216 July 2008				Old PS 3 site. Forest Hills.
PS/IS 48	200* Jun 2011	200* Jun 2011			Groundbreaking was in December 2008. Expanded from PS to PS/IS. Replaces current building. South Jamaica.
PS 196 addition	603 Jun 2011	263 Sep 2011			71-25 113 th Street, Forest Hills
PS/IS 277	665 Feb 2011	665 Sep 2012			153-26 Hillside Avenue, Jamaica Estates/Queens Village
Project #4	425 Feb 2011		500 January 2016		No additional information is available.

*Net increase. This 611-seat project is a replacement facility.

Table 15. District 29 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Address and/or comments</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS/IS 295	605 Sep 2007				

Table 16. District 30 new capacity

	<i>2005-2009 Capital Plan not carried over to 2010-2014 Plan</i>		<i>2005-2009 Plan carried over to 2010-2014 Plan</i>	<i>New in 2010-2014 Plan</i>	<i>Address and/or comments</i>
	<i>Seats and estimated completion as of 2/08</i>	<i>Seats and estimated completion as of 3/09</i>	<i>Seats and estimated completion as of 3/09</i>		
PS 78 Annex	41 May 2006	Na			Annex to existing facility. 48-09 Center Boulevard, Hunters Point (in the Citylights apartment tower)
PS 78 Annex		61 Sep 2009			In addition to the annex added in 2006.
IS 230 Annex		387 Sep 2011			33-55 74 th Street., Jackson Heights.
PS/IS 312				738 Jan 2012	46 th Ave and 5 th Street Queens West]
Project #4				738 Jan 2013	
Project #3		589 Jan 2011	416 Jan 2013		
Project #1				416 Jan 2016	
Project #2				702 Jun 2017	

Staten Island**Table 17 District 31 new capacity**

	2005-2009 Capital Plan not carried over to 2010-2014 Plan		2005-2009 Plan carried over to 2010-2014 Plan	New in 2010-2014 Plan	Community and comments
	Seats and estimated completion as of 2/08	Seats and estimated completion as of 3/09	Seats and estimated completion as of 3/09		
IS 43*	600 Aug 2008				New Springville. "Choice" school for the entire borough.
PS 829 (Old PS 15)	440 Aug 2008				Tompkinsville. Expected to help relieve PS 45 overcrowding.
PS/IS 861	822 April 2009	822* Sep 2009			Graniteville, primarily to serve Mariner's Harbor. 280 Regis Drive
Project #2				416 Jul 2014	
Project #1				416 Jan 2015	
Project #3	438 Sep 2011		416 Jan 2016		

*Full project is IS/HS 43, which will have a total of 1,664 students. The building will contain one intermediate school and two high schools.

**Also includes HS charter school seats (John W. Lavelle Preparatory Charter School), together with the Staten Island School of Civic Leadership.

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