

policy report

Office of the New York City Comptroller

Office of Policy Management

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Growing Pains:

Reforming Department of Education Capital Planning to Keep Pace with New York City's Residential Construction



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Summary

The capital planning process for public schools in New York City is broken. There are far too many neighborhoods with overcrowded schools and no hope of relief for at least several more years. This report assesses how the capital planning and construction process for New York City public elementary and middle schools is responding to neighborhood population changes.

The New York City Department of Education (DOE) 2005-09 Capital Plan provides for 63,000 new seats in new school buildings or additions. According to DOE, these new seats are intended to alleviate overcrowding in hundreds of schools that currently operate above capacity; end the use of transportable classroom units (trailers); allow for mandated class size reduction in grades K-3; reduce the number of high schools with split sessions; and accommodate population growth.

The Comptroller's Office reviewed Department of City Planning neighborhood population projections for 2000 to 2010, DOE elementary and primary school enrollment projections by Community School District (CSD), and official DOE capacity utilization data by school and CSD in October 2006 (the most recent DOE "Blue Book," which gives enrollment and capacity data by school).

We compared this data with where the DOE 2005-09 Capital Plan provides new elementary and middle school classroom capacity. We spoke with representatives of the DOE and the School Construction Authority (SCA), the agency charged with developing and implementing the DOE Capital Plan. In addition, we consulted with over 60 officers of CSD Community Education Councils, Community Board officials, and Chancellor's Parent Advisory Council representatives across the city, about school utilization and capacity needs in their communities.

The Department of Education projects that public school enrollment will decline significantly between 2005 and 2015. Nonetheless, we identified neighborhoods where new housing construction is leading to surging population, the demand for elementary and middle school seats is growing, and schools are operating near or above their capacity. In these areas, additional school seats are urgently needed; yet in many cases, they are not being planned or are planned to be provided so late that thousands of students will continue to be taught for years in severely overcrowded facilities.

A viable school system is essential to maintaining economic diversity and a strong, vibrant middle class. Severely overcrowded schools can cause parents to disengage in the public school system. This in turn can cause families to relocate out of the city. In the *Economic Notes* of September 2007, the Office of the Comptroller reported that households with children were more likely to leave the City than childless households, and that households with incomes between \$40,000 and \$60,000 per year were among the most likely to leave.

Our recommendations include improvements to the capital planning process for schools and an increase in accountability and transparency within that process. We also propose new mechanisms to finance and accelerate school construction, including financing construction of buildings combining schools and residential and/or commercial uses; this could create new school capacity without adding to the already strained DOE capital budget and, in some cases, solve one of SCA's biggest problems—finding land to build new schools. Our major findings follow.

The 2005-09 DOE Capital Plan fails to meet urgent school capacity needs in many communities.

- **A number of rapidly expanding communities now—or in the next few years—will suffer from overcrowded elementary and middle schools, notwithstanding the school capacity expansion projects in the 2005-09 Capital Plan.** Among these communities are:
 - *Downtown Brooklyn, DUMBO.* The 2005-09 Capital Plan provides for no new capacity in Brooklyn’s CSD 13, even though over 3,000 housing units are under construction or were recently completed in the PS 287 school zone alone; PS 287 had space for only 89 additional students in October 2006. PS 8 serves DUMBO and Brooklyn Heights, where hundreds of residential units were recently completed or are under construction. According to the DOE Blue Book, PS 8 was at 118 percent of capacity in October 2006.
 - *Soundview-Castle Hill/Throgs Neck.* All elementary schools in Throgs Neck and most elementary schools in Soundview-Castle Hill exceeded capacity in October 2006. City Planning projects that housing construction will lead to substantial population growth between 2000 and 2010: an increase of 7.8 percent (3,966 persons) in Soundview-Castle Hill; and an increase of 5.3 percent (2,350 persons) in Throgs Neck. But only 440 new seats are provided for CSD 8 in the 2005-09 Capital Plan.
 - *Flushing, College Point, Whitestone.* The DOE Blue Book reports that four of the seven elementary schools in Flushing were overcrowded in October 2006. With over one thousand new housing units now under construction or in advanced planning in Flushing, local education officials believe that the sole K-3 school provided in the 2005-09 Capital Plan for this community will not adequately address current and future needs. In College Point—which also has been growing rapidly—and Whitestone, the Blue Book reports that all six elementary schools were overcapacity, yet no new seats are being planned.
 - *Upper East Side.* The Blue Book reports an average 129 percent utilization rate in the six Upper East Side elementary schools, one of the highest rates in any community in the city. Yet only one new capacity project is being built on the Upper East Side, which will allow a middle school to move from its current location within an elementary school building.
 - *Long Island City.* A new city with thousands of residents has been rising at Queens West and its surrounding neighborhood, but the sole public school in the area has space for only 237 students, was operating at capacity and there is no middle school. The 2005-09 Capital Plan provides no relief. Any new capacity to serve this community will be delayed at least until the 2010-14 Capital Plan.
 - *Lincoln Square, Upper West Side.* No new schools are planned in CSD 3, even though the CSD 3 Community Education Council reports that approximately 2,300 residential units are currently under construction in the CSD. Several thousand more units were recently completed. Many of these are located in the Lincoln Square (primarily Riverside South) neighborhood yet the school that serves Riverside South was already officially at 117 percent capacity.
 - *Tottenville, Charleston, Eltingville.* These Staten Island neighborhoods are among the fastest growing in the city. Their schools already were at nearly 99 percent of capacity in October 2006. No new seats are currently planned.

- **There are neighborhoods where, although population is growing more slowly, elementary and middle schools are overcrowded, DOE projects that the CSD's enrollment will increase, and the 2005-09 Capital Plan provides too few seats or none at all. Among these are:**
 - *Sunset Park.* Although four Sunset Park elementary schools exceeded capacity and the fifth was at 95 percent, no new elementary school seats have been proposed for this community. Sunset Park is in CSD 15, which is one of only four CSDs that the Grier Partnership projects will gain enrollment by 2015.
 - *Bay Ridge, Bensonhurst, Dyker Heights, Borough Park.* With a shortage of 990 seats, the CSD 20 utilization rate of 103 percent was the second highest of the 32 CSDs in the city. The 2005-09 Capital Plan provides for 5,448 new seats in the district, but DOE projects that between 2005 and 2015 the number of elementary and middle school enrollees in CSD 20 will increase by 5,878 (20 percent), and community education advocates believe that even these projections may be too low.
- **In a number of neighborhoods, urgently needed new elementary and middle school capacity provided for in the 2005-09 Capital Plan might not be completed for another five or six years.** Although three years of the Five Year Capital Plan have already elapsed, nearly 10,000 (approximately 27 percent) of the 36,551 new elementary and middle school seats in the 2005-09 Capital Plan were still not sited as of February 2008. It can take several years to locate a site to build a school and three to four more years to design and construct one. **According to the 2005-09 Capital Plan Proposed Amendment (February 2008), 63.4 percent of the 36,551 new elementary and middle school seats now provided for in the Plan will not be completed until after the Plan period, compared to 41.1 percent of 39,204 seats in the 2005-09 Capital Plan as adopted in June 2004.** The impact of these delays is evident in CSD 20, for example, where the vast majority of elementary schools exceed capacity. According to the original 2005-09 Plan, 87.7 percent of planned 5,118 seats would be completed by the end of the Plan, but according to the February 2008 Proposed Amendment, the number of planned seats was increased to 5,558, and only 21.2 percent of these are expected to be completed during the course of the Plan period.

Flaws in the capital planning process have contributed to the failure to meet new capacity needs in many communities.

- **The persistent elementary and middle school overcrowding in some neighborhoods can be attributed in part to flaws in the capital planning process, starting with the enrollment projections.** The process for determining where to site new capacity begins with the periodic five and ten year enrollment projections for each CSD prepared by the Grier Partnership, a DOE/SCA consultant. These complex projections, based on an array of demographic factors and a "cohort survival" analysis, are submitted to SCA, which conducts additional analysis and projections based in part on new housing construction. SCA then uses these findings in determining where within a CSD the five-year capital plan will locate new capacity. This process leads to perpetual local "pocket" overcrowding in certain neighborhoods because:
 - *The SCA does not site new capacity in CSDs where the Grier Partnership projects a large decline in enrollment and/or in where the capacity utilization rate already is relatively low.* The 2005-09 Capital Plan therefore sites no new capacity in 12 of the 32 CSDs and provides scant new capacity (less than a 2.5 percent increase) in six more. However, because CSDs encompass many different neighborhoods, some CSDs that operate substantially under capacity, and/or where substantial decreases in enrollment are projected, encompass neighborhoods where schools are overcapacity and school age population is expanding. The SCA policy therefore leads to perpetual overcrowding in these neighborhoods.

- *The Grier Partnership does not consider building permits for residential new construction in its enrollment projection calculations.* The most recent Grier projection, for an 8.9 percent (64,826 student) decline in elementary and middle school enrollment from 2005 to 2010, did not take into account that the number of housing units authorized annually by building permit nearly doubled between 2002 and 2005 and has stayed at this higher level. Thus the Grier report may erroneously identify certain CSDs as losing substantial enrollment, and SCA's policy of precluding any additional capacity in CSDs that are under-utilized and/or projected to experience a large enrollment decline may incorrectly penalize some of these CSDs. This is not a small issue. The 31,918 units permitted in 2007 were the most in any year since 1972.

- **Because housing construction permits are not taken into account, some CSDs experiencing rapid population growth are nonetheless projected by the Grier Partnership to experience sharp public school enrollment declines.** For example, City Planning projects that between 2000 and 2010 the population of Williamsburg, Greenpoint and North Side-South Side (CSD 14) will increase by 12.5 percent. However, the Grier Partnership projects that CSD 14 school enrollment will fall 19.5 percent from 2005 to 2010 and 25.9 percent from 2005 to 2015. Although it is theoretically possible for the population as a whole to grow while the school-age population declines, the fact that Grier ignores a major factor considered by City Planning raises significant questions regarding the validity of the Grier projections for new capacity planning purposes.

SCA has indicated that it adjusts the Grier figures to incorporate new construction before developing the capital plan. However, there is such a lack of transparency regarding SCA's activities that it is not possible to ascertain precisely what it does. On several occasions, the SCA has stated that the methodology it uses is confidential, a characterization which the Comptroller's office finds is contrary to a spirit of openness and transparency that should inform fundamental public decisions about the physical and economic future of New York. It is clear, however, that the current Capital Plan does not address the needs identified in this report; therefore, whatever SCA does, it is not sufficient.

- **Elementary and middle school new capacity planning is flawed also because capacity needs are understated system-wide.** In determining where to site new capacity, DOE relies on CSD and individual school capacity utilization data issued in the annual DOE enrollment, capacity and utilization Blue Book report. For example, many schools house students in transportables (trailers located in schoolyards). These are counted as capacity even though SCA aims to end their use by 2012. If school capacity did not include transportables, these schools' utilization rates would be higher than reported in the Blue Book. The Blue Book significantly understates capacity utilization of entire neighborhoods and even CSDs by counting transportables as if they were permanent. Moreover, although the Blue Book methodology incorporates the City's commitment to reduce class size to about 20 in grades K through 3 by 2012, it ignores the commitment to reduce class size to about 23 in the other grades by that same year. If the smaller class size for grades 4 and up were reflected, utilization figures would be much higher overall—especially for middle schools—and more schools would be identified as significantly overcrowded.
- **The planning process for siting new elementary and middle school capacity is not sufficiently forward-thinking or responsive to changing neighborhoods.** *The DOE does not utilize a rolling capital plan which makes long term planning more difficult.* DOE capital plans cover a static five year span. As a result, the 2005-09 Capital Plan is now, in March 2008, less than a two-year plan. A two-year time period is insufficient to address the impact of zoning changes, residential construction permits, and DOE programmatic changes on individual communities' need for school seats. Although the Capital Plan is

amended annually, these amendments have not kept pace with demographic changes. With a rolling five year capital plan, each year one more year is added to the end of the plan, such that the plan always looks five years into the future. The City of New York—outside of DOE—uses a rolling five-year capital plan.

- **Capital planning information provided by SCA is difficult to use and often seems intentionally opaque.** It is difficult for the public to track the progress of a particular project over time and nearly impossible to track a project from one capital plan to the next. SCA does not report information in a consistent manner. For example, while the 2000-04 Capital Plan identifies “rollover projects,” which were projects originally included in the 1995-99 Capital Plan but not completed, the 2005-09 Capital Plan makes no reference to any projects rolled over from the 2000-04 Plan. It is impossible to determine which projects, if any, from the 2000-04 Plan are repeated in the 2005-09 Plan.

Recommendations

The Office of the Comptroller recommends:

- **DOE make enrollment projections that are much more relevant and valid for determining where to site new capacity. To address “pocket” overcrowding of discrete neighborhoods within a CSD, divide CSDs into a number of communities, with separate enrollment projections and schools capacity planning for each.** CSDs are too large and incorporate too many diverse neighborhoods to serve as a useful planning tool.
- **A single entity prepare enrollment projections that combine demographic trends and cohort survival analysis—currently the responsibility of the Grier Partnership—with new housing construction and any additional factors that are now reviewed by SCA.** SCA officials state that the Authority conducts additional analysis of capacity utilization and enrollment trends that includes consideration of recent housing construction and building permits. However, SCA begins with the Grier Partnership CSD projections, which consider a wide array of demographic factors but are not computed on a neighborhood or school zone basis.
- **DOE and SCA implement a process similar to that required of City agencies under the City Environmental Quality Review (CEQR) in order to assess in a more timely fashion the impact of new housing development on school enrollment.** The CEQR requires that City agencies assess the impact of proposals made or approved by them on the applicable local communities, including the impact on the public schools. This approach should be made part of the methodology used by DOE and SCA to project school enrollment and develop the capital plan and amendments.
- **DOE adopt a rolling five-year capital plan, rather than the currently used fixed-term five-year plan.** 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 must be conducted with a five-year horizon.
- **SCA build more elementary and middle school classroom space in new residential developments.** Perhaps the greatest challenge to building new schools in neighborhoods undergoing strong residential development is finding affordable, appropriate building sites.

The quickest way to build the additional classrooms needed in expanding neighborhoods is to co-locate schools with new residential and/or commercial development. Ways to provide financial incentives for developers to participate in mixed-use projects can include:

- *Allow the New York City Educational Construction Fund (ECF) to finance mixed-use projects on private property.* ECF finances combined-use structures on City-owned land. Applicable laws and regulations would be amended so that ECF is permitted to issue tax exempt bonds to finance the development of residential buildings on privately owned land, where the developer agrees to provide a school as part of a development. At present, such financing is permitted for low-income housing, but not for schools.
- *Allow the New York City Industrial Development Agency (IDA) to finance industrial and commercial projects that include a public school.* IDA finances certain industrial and commercial projects, providing the developer tax exempt financing and other benefits. Applicable laws and regulations would be amended so that IDA is also permitted to issue tax exempt bonds to finance the development of a public school as part of a project that would otherwise be eligible for IDA financing.
- *Provide a new property tax exemption for private residential developments that incorporate a school.* The City would provide an incentive to private developers to include a school in residential developments by providing a real property tax exemption in an amount sufficient to reimburse the developer for the cost of the school.
- *Charge District Improvement Fund Bonus Payments (known as “DIBs”) to developers in return for increases in floor area ratios (FAR), and use these funds to finance the construction of public schools.* DIBs are part of the incentive program for the development of Hudson Yards on Manhattan’s far West Side and could also work for other large developments, so that a project such as Queens West, for example, would ultimately finance the construction of a public school necessitated by the increase in school age population it creates. Indeed, San Francisco charges “impact fees” to all developers as a matter of law, and then uses the funds for a variety of public purposes including school construction.
- *Amend the Zoning Resolution to apply certain provisions of the South Richmond Special District Plan to other parts of the City.* At present, the Zoning Resolution requires that, for residential construction in a designated portion of Staten Island, a developer must provide any additional school space needed to accommodate the increased population. This requirement could be extended to other parts of the City.

In some instances, the financial incentives above could be leveraged with the community facilities FAR (floor area ratio) bonus now available in many residential, commercial, and manufacturing zones. A FAR bonus provided together with a financial incentive might make a mixed-use project with a public school feasible when the FAR bonus or the financial incentive alone would not be enough. The financial incentives could encourage the wider use of the community facilities bonus for public schools.

SCA must improve the transparency of its capital planning process as well as public access. To begin, the Grier enrollment projection methodology and the methodology by which SCA applies the Grier projections to determine where to locate new capacity should be made public. In addition, 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. SCA also should provide on its website a project-by-project status

report. Any member of the public should be able to view the site, and obtain information regarding planned schools in their neighborhood, and the status of each project..

Ensuring a reliable, consistent, transparent, and effective capital planning and construction process for New York City’s public schools is extremely important. The costs of school overcrowding are high: larger class sizes and less individual attention for students; no space to provide art, music and science instruction to ensure that students receive a well-rounded education; lack of space for physical education, making it impossible for many schools to comply with State law governing the amount of time students must be provided physical education per week; and disinvestment by parents who may decide to send their children to non-public schools or to relocate from the city altogether.

I. Issues in Planning and Implementing New Elementary and Middle School Capacity¹

A. The 2005-09 Capital Plan

The DOE 2005-09 Capital Plan was initially adopted in June 2004 and took effect in the fiscal year that began July 1, 2004. It provided for 65,604 new seats for grades K to 12. It has since been amended annually.

For the first time since the Five-Year Capital Plan was adopted, the November 2006 (FY 2007) Proposed Amendment incorporated updated demographic information. As a result, the number of seats for nine CSDs was decreased and in seven CSDs it was increased. The net change from the adopted 2005-09 Capital Plan was a decrease of 2,229 new elementary and middle schools seats, to a total of 63,305.

The February 2008 Proposed Amendment, expected to be voted on by the City Council by this June, makes no further demographic adjustments. It provides 63,000 new seats in 109 school facilities, of which 36,557 seats are being provided for elementary and middle schools.

According to the 2005-09 Capital Plan, in addition to reducing overcrowding, capital expenditures for new capacity also are intended to end the use of transportable classroom units and mini-schools over 20 years old by 2012, reduce class sizes in grades K-3, create seats in communities with projected enrollment growth and limited capacity, and significantly reduce high school split sessions.

B. How DOE and SCA decide where to build new capacity

The City Planning and Grier projections

As a consultant to the SCA, the Grier Partnership uses City Planning population trend analyses and its own methodology to project New York City public school enrollment in five and ten years. These projections are made for each of the 32 CSDs for elementary and middle schools and by borough for the high schools. The most recent Grier Partnership projections were submitted to SCA in September and October 2006 and their most recent final *Narrative Report* was released in January 2007.²

Grier projections are based on a cohort survival simulation model³ and takes into account a wide array of factors including migration within the city, migration to the city, movement out of the city, birth and enrollment trends, transfers, long-term absences, and dropouts. For the projections in the January 2007 *Narrative Report*, the Grier Partnership used population, birth, and fertility figures for 2005 and official enrollments for the 2005-06 school year.

¹ This report discusses elementary and middle school capacity utilization and capital planning, with an emphasis on elementary schools. There also is cause for significant concern regarding high school overcrowding and the capital planning process for high schools. However, increasingly, high school students attend schools outside of their own neighborhoods and the CSD and neighborhood-focus of this report would not apply.

² *Enrollment Projections 2006 to 2015 New York City Public Schools, Vol. II*, January 2007.

³ The January 2007 *Narrative Report* explains, "Simply put, cohort survival moves hypothetical future pupils from one grade in one year to the next grade in the next year, just as in real life. How many 'survive' each move is determined by a 'survival ratio' calculated from recent experience in the same school district."

The most recent Grier Partnership analysis projects that from 2005 to 2010 elementary and middle school enrollment will decline 8.9 percent (64,826 students) and from 2005 to 2015 by 10.2 percent (73,681 students). From 2005 to 2010 enrollment is projected to increase in only two of the 32 CSDs⁴ and from 2005 to 2015 it is projected to increase in only four CSDs. The Grier Partnership projects a 2005 to 2015 enrollment decline of at least 25 percent in five CSDs and of at least 15 percent in 15 CSDs. (See Appendix A for enrollment projections by CSD.)

The 2007 *Narrative Report* cites declines in fertility, losses through migration, smaller cohorts of women of childbearing years, “tightening of some enrollment procedures,” and the “establishment and growing impact of charter schools” as reasons for the projected enrollment declines.⁵

How SCA applies the Grier projections

Grier Partnership enrollment projections are submitted to SCA, which uses them to reach an initial determination of which CSDs will receive new capacity in the Five Year Capital Plan. A senior SCA official informed Comptroller staff that it is SCA policy not to site new elementary and middle school capacity in a CSD that is substantially under capacity and/or which the Grier Partnership projects will lose substantial enrollment, even if it contains some overcrowded schools. CSDs that are overcapacity or approaching capacity and for which the Grier Partnership projects either growing enrollment or a comparatively slow enrollment decline are prioritized for new capacity.

Once SCA determines that a CSD should receive new capacity, SCA conducts further analysis of capacity utilization of individual schools to determine where within the CSD the new capacity should be sited. Priority is given to relieving overcrowded schools and ending the use of transportable classroom units.⁶ To select neighborhoods to receive new capacity to alleviate overcrowding, SCA relies on school capacity utilization data published by DOE in the *Enrollment, Capacity and Utilization Report* (commonly known as the “Blue Book”). On an annual basis the Blue Book details space utilization in each school building in the system.⁷

⁴ CSDs are vestigial; however, as they remain the units that DOE and SCA use for capital planning purposes, we use them in this report as a basis for discussion.

⁵ The Grier Partnership projections consider enrollment only in DOE-run (i.e., non-charter) public schools.

⁶ A senior SCA official told Comptroller staff that there is a formula that inputs utilization data and building permits, but “I am not at liberty to tell you what it is.”

⁷ According to DOE, this report tabulates results from an annual survey of classroom capacity completed by personnel at individual schools. For each school, a base number of available classrooms is determined through size thresholds. For instance, rooms for instructional purposes must exceed a minimum area of 240 square feet in both elementary and middle schools. Excluded from this measure are rooms that are dedicated to non-instructional functions, such as libraries and administrative offices.

The report then assigns a specific class size for each grade in determining the capacity of each school. A maximum unadjusted classroom capacity is then derived using both “historical” and “target” methods. The difference lies primarily in the way in which capacity is computed for classes in kindergarten through the third grade (K-3). The historical method assumes a capacity of 25 students for K-3 classes, whereas the target method assumes a smaller capacity of 20 students to reflect State funding for class size reduction in the early grades. Thus, the target method reflects a 20 percent reduction in available classroom space for early grades and in turn lowers the overall capacity in elementary schools. The base capacity under these methods is then adjusted depending on a number of other factors, such as the Title I status of each school and rooms dedicated to remedial services.

SCA also creates its own enrollment projections that consider housing permits and as well as housing start data supplied by the New York City Department of Housing Preservation and Development. In the past, CSD superintendents played an important role in selecting where within their district new capacity would be provided. However, Community Education Council (CEC) officers⁸ and Chancellor's Parent Advisory Committee (CPAC) representatives told Comptroller staff that this is no longer true.

State education law requires CECs to comment on DOE/SCA capital plans in their district. CECs were established pursuant to law in 2002 to replace community school boards and are the official means by which DOE and SCA obtain input from each community. Each CEC periodically submits a list of its district's priority capital projects to SCA.

Ultimately, of course, a major determinant of exactly where to site new schools within a CSD is the ability of SCA to identify affordable and appropriate site on which to build. Locating a site can be the most difficult part of the process.

C. Capital planning process shortcomings

Grier Partnership enrollment projections can be misleading.

For the purpose of making the initial determination of which CSDs will receive new capacity, the five and ten year Grier Partnership projections have a number of limitations.

a) Grier Partnership enrollment projections are made without considering residential new construction permits.

In April 2007, City Planning utilized a housing unit method, which considers building permits for new housing construction, to project population change from 2000 to 2010 in 188 neighborhoods.⁹ The

⁸ Each CEC has 12 volunteer members; nine members are elected by the Parent Association or Parent-Teacher Association officers of each school in the district, two community members are appointed by the borough president, and one member is a non-voting high school senior.

⁹ As explained by City Planning, this methodology starts with the number of housing units in existence in 2000, adds housing units created from new construction and building alterations, less units lost to demolitions. This was current up to the end of 2006. For the 2007 to 2010 period, City Planning added a count of housing units based on construction permits that were in the pipeline, which were likely to result in new units by 2010. To determine population figures, a per-unit occupancy rate was applied, which resulted in the number of units occupied in 2010. An estimate of the average household size was derived for 2010 and applied to the number of occupied units, yielding the population in households. Population in facilities and other group quarters was added. All calculations were conducted at the neighborhood level and then summed to totals that approximate those from independently derived projections for the five boroughs.

These neighborhood projections were not intended to be exact. As City Planning explains, they "offer a likely range of change given current information and that from the recent past" and cautions. "Any changes in the final years of the projection period could alter the outcomes presented." It should be noted that not all of the residential units issued permits counted by City Planning may be built. However, many of the housing units authorized by permit after the City Planning data cutoff date will be occupied by 2010.

Grier Partnership does not consider new residential construction building permits when making enrollment projections.¹⁰ Yet the number of new privately owned residential building permits has soared, from approximately 5,000 units authorized in 1995 to slightly over 10,000 in 1998, about 18,000 in 2002, 25,200 in 2004, 31,500 in 2005, and 31,000 in 2006. The nearly 32,000 units permitted in 2007 were the most in any year since 1972.

As the crime rate has continued to decline in most neighborhoods and the local economy has added jobs, the city as a whole has become a more attractive place to raise a family. The *Washington Post* reports that the number of children younger than five in Manhattan “has increased about 30 percent since 2000.”¹² The DOE Chancellor has stated that improved public schools are helping to retain families in New York; enrollment has surged at many of the more effective and popular schools. Up-zonings¹³ in a number of neighborhoods such as Downtown Brooklyn and the Williamsburg-Greenpoint waterfront have allowed for denser residential development and spurred large-scale residential construction. Low interest rates have fueled home buying and new construction. Finally, the recent housing boom is a belated response to the city’s large population gains during the 1990s. The consequences of these trends and developments were summed up in a *New York Times* article in 2005, “Housing Boom Echoes in All Corners of the City,” which began, “From Bensonhurst to Morrisania to Flushing, new homes are going up faster now than they have in more than 30 years.”¹⁴

By not taking these changed circumstances into account, the Grier projections substantially understate school capacity needs in many CSDs. Moreover, because Grier does not take into account housing permits, the SCA policy of precluding additional capacity in under-utilized CSDs where a substantial enrollment decline is projected may incorrectly penalize certain neighborhoods in those CSDs.

CSD 13, which covers a swath of Brooklyn stretching from Bedford-Stuyvesant to Brooklyn Heights, illustrates how not considering building permits can lead to understatement of future enrollment projections. The population of the DUMBO, Downtown Brooklyn and Bedford portions of CSD 13 is soaring. As discussed in Section II, in the PS 287 zone (Downtown Brooklyn, Vinegar Hill), alone, more than 3,000 residential units are now under construction and hundreds more are under construction or recently completed elsewhere in the district.¹⁵ The Grier projection of 2,257 fewer CSD 13 students in 2010 than in 2005 and 3,280 fewer in 2015 appears to significantly understate the enrollment for those years.

¹⁰ In a WNYC segment aired in 2006, which included an interview with Eunice and George Grier of the Grier Partnership, reporter Andrea Bernstein stated, “But a report by the city’s own consultants, George and Eunice Grier predicts a decline in schools enrollment. The Griers have a careful formula for predicting school population.” Eunice Grier responded: “We now get it by community school district. But it doesn’t include new housing starts.” Bernstein followed up: “So once the buildings get occupied that’s when the population starts showing up in your count?” Eunice Grier responded, “That’s right,” and George Grier said, “Right, yes.” See: Andrea Bernstein, WNYC, “As Housing Booms, Will Schools Have Room?,” September 5, 2006.

¹¹ Despite the dramatic rise in building permits for new housing, this language tracks the *Enrollment Projections* report issued in October 2005 (p. 23): “The City itself, however, expects to add several thousand more units to its housing stock over the next few years. Who will occupy these new homes will help determine the direction of future enrollments.”

¹² Robin Shulman, “The Big Apple’s Little Boom— As Fewer Parents Head for the Burbs, Manhattan Is Crawling With Kids,” *Washington Post*, March 30, 2008, p A2.

¹³ Increases in allowable floor-area ratios.

¹⁴ Steinhauer, Jennifer, *New York Times*, August 4, 2005.

CSD 30 (Western Queens, Jackson Heights) provides another illustration. District enrollment is projected by Grier to decline 17.7 percent (5,355 students) between 2005 and 2015. Considering the relatively slow 2000 to 2010 population growth City Planning expects in Jackson Heights (1.4 percent), Steinway (3.2 percent) and Astoria (3.1 percent), and considering possibly other factors such as fertility rates and past immigration rates (these Grier Partnership calculations are not released to the public), such a sharp decline might occur in some neighborhoods. However, these projections do not consider the school enrollment impact of most of the expected rapid 11.6 percent population growth in Hunters Point attributable in large part to the Queens West project. Indeed, given the large scale of construction now underway at Queens West and the adjacent community, the population in that community will likely continue to expand after 2010 and so should the corresponding demand for public school seats.

Because housing construction permits are not taken into account, in a number of CSDs there is no positive correlation between Grier Partnership CSD enrollment projections and City Planning population projections for neighborhoods encompassing the same CSDs.¹⁶ Although it is theoretically possible for the population as a whole to grow while the school-age population declines, the fact that Grier does not take into account a major factor considered by City Planning in its 2000 to 2010 neighborhood population projections makes it impossible to come to any conclusion as to the validity of the Grier projections.

In addition to CSD 13, there are a number of other districts where the Grier Partnership projects at least a 15 percent enrollment decrease from 2005 to 2015 but City Planning projects a population increase in the encompassing neighborhoods of at least 10 percent. These include:

- CSD 14 (Williamsburg, Greenpoint). City Planning projects that population will increase by 12.5 percent from 2000 to 2010 (approximately 13,700 residents), but the Grier Partnership projects that from 2005 to 2010 enrollment will decline 19.5 percent (2,862 students) and from 2005 to 2015 by 25.9 percent (3,806 students).
- CSD 4 (East Harlem). The population is projected to increase by 10.8 percent (approximately 12,300 residents), but from 2005 to 2010 enrollment is projected to decline 17.7 percent (2,290 students) and from 2005 to 2015 by 22.7 percent (2,930 students).
- CSD 32 (Bushwick). City Planning projects that the population of Bushwick will increase by 10.9 percent between 2000 and 2010 (approximately 11,000 residents) but from 2005 to 2010 school enrollment is projected to decline 14 percent (2,063 students) and from 2005 to 2015, 19.3 percent (2,846 students).

¹⁵ Throughout this report, the number of units reported to be under construction and the enrollment gains to be generated by residential construction have been conservatively estimated and reflect the most recent available information. Residential units that are actually under construction are identified, tabulated and cited separately from units in advanced planning. Residential developments which are proposed are identified as such.

¹⁶ It was not possible to compare the same time periods for Grier Partnership and City Planning projections. The most recent Grier Partnership CSD projections are for only 2005 to 2010 and 2005 to 2015 and the available City Planning neighborhood population projections are only for 2000 to 2010. However, considering that the housing construction boom that is fueling most of the City Planning-estimated population increases did not begin in earnest until 2004, it is reasonable to compare 2005 to 2010 enrollment projections and the 2000 to 2010 population projections.

b) *Grier projects enrollment only on a Community School District-wide basis.*

Because CSDs are geographically large and can encompass numerous and diverse communities, the Grier Partnership can project that a CSD will lose substantial enrollment; yet enrollment could increase sharply in one or two neighborhoods within the district because of factors that were not considered at the time the projection was made. As noted, chief among these missing factors is housing construction permits.

But because new capacity siting decisions are initially made on a CSD-wide basis, a CSD containing schools that are under-utilized and/or projected to experience a significant enrollment decline will not be given more seats in the Capital Plan, even if the schools in some neighborhoods within the CSD are overcapacity. A senior SCA official told Comptroller staff the reasoning behind this policy: "This could be perceived as a void but the bottom line is that we could not possibly address all the capacity needs of every neighborhood in the city. We have to confine our real estate search somehow and thus we do it by district." The consequence of this broad brush approach, however, is that schools in some neighborhoods will remain perpetually overcrowded and emerging needs will not be addressed.

CSD 3, which covers the West Side of Manhattan from 59th Street to 122nd Street, is illustrative. As discussed more fully in Section II, CSD 3 operated at 86 percent capacity in October 2006 and officially could absorb 2,474 more students. The CSD's enrollment is projected to decline 6.6 percent between 2005 and 2010. However, the excess capacity is concentrated north of Cathedral Parkway (110th Street). Schools in the fast growing Lincoln Square neighborhood are becoming overcrowded as new residential towers continue to rise in the area, yet the 2005-09 Capital Plan provides for no new capacity anywhere in CSD 3.

Another example can be found in CSD 9, which includes Highbridge and Morrisania. City Planning projects that from 2000 to 2010 the population of Highbridge will increase by 14.1 percent. Highbridge schools were virtually at capacity in October 2006. Parents and community activists have been particularly concerned about the absence of a middle school in the community. Middle school students presently must take two buses or a subway and bus to get to school. United Parents of Highbridge has organized community meetings and held a demonstration on the steps of City Hall, urging that a Highbridge middle school be built. According to the *Daily News*, a DOE spokesperson responded that the Blue Book "showed only 81 percent of seats in public elementary and middle schools were filled in District 9, the school district that includes Highbridge, indicating no need for a new middle school."¹⁷ In other words, because the district, overall, is under-utilized, a growing community's request for a middle school will not be entertained.

DOE/SCA process lacks transparency.

Capital planning information provided by SCA is difficult to use and often seems intentionally opaque. It is difficult for the public to track the progress of a particular project over time and nearly impossible to track a project from one capital plan to the next. SCA does not report information in a consistent manner. For example, the 2000-04 Capital Plan discusses "rollover projects," which are capacity projects originally included in the 1995-99 Capital Plan but not completed. There is a listing of these projects in an appendix at the end of the 2000-04 Plan. However, the 2005-09 Capital Plan makes no reference to any such projects.

¹⁷ Jennifer Bleyer, "A Muddle Over Middle School," *New York Daily News*, November 11, 2007.

In addition, many projects in the 2005-09 Capital Plan have been delayed and will not be completed until the 2010-2014 Capital Plan. It remains to be seen whether these seats are again characterized as “new capacity” or whether they are correctly identified as rollover projects.

We were unable to ascertain how the SCA applies information about housing starts to the Grier Partnership projections to determine which CSDs will receive additional capacity and where within a CSD it should be located. In the 2006 WNYC news segment referred to earlier, the Director of Capital Construction for the SCA was interviewed and assured listeners that the SCA looks at more than the Grier report: “And we take that data and break it down and then based on a matrix of pupil throw-off, we generate potential elementary, middle and high school pupil enrollment.”¹⁸ She did not indicate how far into the future SCA looks or whether it analyzes trends by neighborhood. A sentence in the 2005-09 Capital Plan February 2008 Proposed Amendment indicates that housing trends, at least, are not analyzed by neighborhood but by CSD only and that the practice of basing siting decisions on CSD enrollment trends will continue with the 2010-2014 Five-Year Capital Plan: “We continue to monitor trends, especially in the housing market, to ensure our projections accurately reflect the anticipated changes to enrollment at a *district* level. Confirmed enrollment growth patterns for *districts* will be translated into additional seat needs for the 2010-2014 Five-Year Capital Plan.” [Italics added]

Comptroller staff was recently informed by an SCA official that there is a formula for applying the Grier projections to determine where to site new capacity, but, the official stated, “I am not at liberty to tell you what it is.” More recently, at a hearing before the New York City Council in March 2008, an SCA official refused to answer a Councilmember’s question on this issue on the grounds that the information was confidential. There are few circumstances under which public agencies can legitimately operate in private, and this does not appear to be one of them.

Blue Book capacity utilization is overstated.

For the 2006-07 school year, the DOE Blue Book reports that there were 692,395 elementary and middle school students, and the elementary and middle school capacity was 804,692, resulting in an 86 percent capacity utilization rate overall. Elementary and middle school Blue Book capacity utilization rates for each CSD are shown in Appendix A.

Classrooms obtained by converting from cluster space are counted in capacity

Although the methodology set forth in the Blue Book for elementary schools makes provision for libraries, auditoriums and cluster space (such as art, music, and science rooms), it does so only if such rooms have not already been converted to classroom space. If a school had to sacrifice one or more such rooms to accommodate past overcrowding, these rooms are considered part of classroom space going forward. The inevitable result of this methodology is disturbing. As a school converts some of its cluster space to classrooms to accommodate influxes of new students, these converted classrooms become part of its classroom capacity going forward. Thus a school cited as at 90 percent of capacity may have all its cluster space intact, whereas a school at 115 percent of capacity may have virtually no cluster space remaining, and the two measures of capacity are not comparable.

Full compliance with class size reduction plan is delayed

There has been much discussion concerning the class reduction targets pursuant to the settlement of the Campaign for Fiscal Equity lawsuit. As required, the City submitted to the State Education Department

¹⁸ Op cit., Andrea Bernstein, WNYC.

(SED) a five-year class-size reduction plan. The plan was last updated in November 2007 in response to changes requested by SED. It calls for average class size of 19.9 students in grades K through 3 and of 22.9 students in grades 4 through 12 by 2012. The Blue Book target methodology currently reports capacity applying the new K through 3 targets. It does not yet address the reductions in the higher grades.

As a result, utilization for many of the elementary schools cited in this report as being at or near capacity is still determined based on 28 students in grades 4 and above. The utilization rate would be significantly higher if the smaller class size for these grades were reflected in the Blue Book. In addition, many of the middle schools discussed in this report are defined as substantially under-utilized under current standards. However, if the smaller class sizes were factored in, many more of them would be near or above capacity. This is a major reason why CSD capacity utilization reported in the Blue Book for middle schools is consistently lower than for elementary schools.

Overuse of middle school regular classrooms is assumed

In addition, the current Blue Book target capacity for middle schools assumes that standard classrooms (i.e., not art rooms, computer rooms, and the like) are in use for seven periods a day. However, teachers are required to teach for only five periods a day. Using each room for all seven periods thus would require an extremely complex scheduling process. It also means that teachers would have to use the teachers' lounge for preparation, if one exists. In reality, therefore, it seems likely that many middle school classrooms are actually in use for only five periods a day, which means that the utilization figures reported in the Blue Book for middle schools are understated as a result of this factor as well.

The assumptions as to classroom use, taken together with the failure to reflect lower class size, so understate the utilization of the middle schools as to make the figures too unrealistic to be useful.

Transportable classrooms are counted as capacity

The 2005-09 Capital Plan states that one of its objectives is to end the use of transportable classrooms (trailers) and of minischools that are more than 20 years old by 2012. It is clear that these makeshift facilities are less than ideal. Students typically have to go outdoors to the main building for lunch, gym, art and assemblies in the school auditorium. Some of these structures are in poor condition.

Nevertheless, these structures are counted as capacity for purposes of calculating whether or not a school is overcapacity. If they were not counted, the true capacity of a school would become apparent. Thus, for example:

- The seven elementary schools in Norwood-Van Cortlandt (CSD 10) were reported at 112.9 percent of capacity, but were at 119.5 percent if transportables are not counted as capacity.
- The five elementary schools in Cypress Hills (CSD 19) were reported at 104.4 percent of capacity, but were at 111.8 percent without counting transportables as capacity.
- In Corona (CSD 24), the five elementary schools were reported at 112.8 percent of capacity, but were at 118.9 percent without counting transportables as capacity.

Static five-year capital plans are used instead of rolling five year capital plans.

DOE capital plans cover a static five year span. As a result, the 2005-09 Capital Plan is now, in March of 2008, less than a two-year plan. This time period is insufficient to address the impact of zoning changes, residential construction permits, and DOE programmatic changes on individual communities' need for school seats. With a rolling five year capital plan, one more year is added to the end of the plan annually, such that the plan always looks five years into the future. The City of New York—outside of DOE—uses a rolling five-year capital plan.

Although the DOE Capital Plan is amended annually, these amendments have not kept pace with demographic changes, notwithstanding DOE assertions that necessary adjustments are made in the annual amendments. Notably, revised demographic data was considered in only one amendment—that proposed in November 2006—based on 2004-05 enrollment data. Large surges in residential construction since 2005 have not been considered.

Planning for new capacity is not nimble enough to respond quickly to changing local needs.

The amount of new classroom capacity the City and State can afford is finite and has to be carefully rationed. Reducing the serious school overcrowding that currently exists must remain a top capital spending priority. However, because the process for planning new capacity is flawed, serious overcrowding in many neighborhoods is not being addressed in the 2005–09 Five-Year Capital Plan.

The 2005-09 Capital Plan Executive Summary assures the public that DOE and SCA continually monitor demographic changes and update their projections and capital plans for new capacity accordingly. However, they execute these updates infrequently. As stated above, revised demographic data was considered in only one Plan amendment, and that data was more than a year old when the amendment was proposed. In addition, in most years amendments to the five-year capital plan are only minor. As reported in *City Limits*, according to a DOE spokesperson, the Capital Plan is “a living document” which is amended each year. However, the spokesperson “cautioned” that “while the capital budget is amended each year, the amendments are minor” and focus “on refining details rather than adding whole new buildings.”¹⁹ Moreover, DOE’s and SCA’s ability to integrate changes on a neighborhood basis is inherently limited because the complex multi-factor Grier enrollment projections are calculated only for entire CSDs.

The Executive Summary for the February 2008 Proposed Amendment states that updated demographic data was incorporated in the November 2006 Proposed Amendment²⁰ but it does not indicate that there have been any modifications of Capital Plan new capacity projects since that time. The February 2008 Proposed Amendment therefore states:

“As in the November 2007 Proposed Amendment, we do not see a need for another demographic adjustment based on current trends. However, we do see additional potential growth in several districts, especially districts 2, 14, 15, 24 and 30.”

¹⁹ “Schools No Longer In Plan for Kingsbridge Armory,” *City Limits Weekly*, November 5, 2007.

²⁰ It was developed from 2004-05 enrollment data.

There has been far more than “additional potential growth” in CSDs 2, 14, 15, 24 and 30. As documented and discussed in Sections II and III and as reflected in the issuance of a record number of building permits for new housing in the city in 2007, accelerated residential growth in these and many other CSDs is current reality. Remarkably, the Summary of the February 2008 Proposed Amendment does not mention the dramatic residential growth now occurring in Lincoln Square and elsewhere in CSD 3 and in Downtown Brooklyn and elsewhere in CSD 13.

Unfortunately, it will not be until the 2010-14 Capital Plan that current growth can be recognized and addressed. In the meantime, many thousands of students will continue to be taught in significantly overcrowded conditions.

Planning flaws contribute to delays in building new capacity.

In the original 2005-09 Capital Plan adopted in June 2004, it was projected that 58.9 percent of 39,204 planned new elementary and middle school seats would be completed by the end of the Capital Plan period in June of 2009. In the February 2008 Proposed Amendment, only 36.6 percent of the seats are projected to be complete by June 2009, and the total number of seats is lower, at 36,551. Even this projection may prove optimistic. As of February 2008, construction had still not started on 10,474 already-sited and designed new primary and middle school seats, or 28.7 percent. Another 9,973 seats, or 27.3 percent, had not been sited or designed.

While there often are unanticipated roadblocks in siting, designing and constructing schools, the delays call into question the ability of SCA to adequately manage its capital process. It is of particular concern that delays tend to increase the costs of these projects. Delays add considerably to cost. For example, the cost of building a 630 seat school in leased facilities in Park Slope rose from \$33.25 million in 2004 to \$44.03 million in February 2008. A recent report by the New York City Independent Budget Office (“Higher Costs, Delays in Amended School Construction Plan,” March 2008) addresses this issue in detail. A successful capital planning process should be better able to fulfill the goals that it sets for itself at the outset of the capital plan period.

Table 1 provides several examples of delayed completion dates. The second column shows the number of schools and seats in the 2005-09 Capital Plan as adopted in 2004 and the third column shows how many of these seats were expected to be completed by the end of the Plan period in 2009. The fourth and fifth columns show this for the February 2008 Proposed Amendment.

Table 1. New capacity construction during the 2005-09 Capital Plan period.

CSD or neighborhood and utilization rate	Seats in 2005-09 Plan as of 2004	Seats in 2005-09 Plan to be completed by end of Plan as of 2004	Seats in 2005-09 Plan as of Feb 2008 ²¹	Seats in 2005-09 Plan to be completed by end of Plan as of Feb 2008	Seats for which construction was not started by Feb 2008	2005-09 Plan seats completed as of Feb 2008
CSD 10, Bronx, 99%	4,030	2,960 (73.4%)	2,250	300 (13.3%)	1,542 (68.5%)	300
CSD 20, Brooklyn, 103%	5,118	4,448 (87.6%)	5,448	1,154 (20.8%)	4,294 (78.8%)*	0
CSD 24, Queens, 105%	4,660	3,400 (73%)	5,220	1,937 (37%)	994 (19%)	500
CSD 28, Queens, 91%	2,520	1,890 (75%)	2,520	216 (8.6%)	2,304 (91.4%)**	0
CSD 30, Queens, 96%	1,700	1,070 (62.9%)	1,260	41 (3.2%)	1,219 (96.7%)	41
Park Slope 114%	630	630 (100%)	1,071	0	1,071 (100%)	0

*Sites not yet found for four schools with 2,201 seats. Construction has started on only 1,804 seats.

**Sites not yet found for 1,693 seats in three projects. These will not be completed until 2011 at the earliest.

- In CSD 10 (Riverdale, Kingsbridge, Bedford Park, Fordham North, Norwood, University Heights), it was estimated in 2004 that 2,960 seats, or 73.4 percent of planned seats, would be completed by the end of the Plan period, but by February 2008 this had been slashed to only 300 seats, or just 13.3 percent of planned seats. Moreover, the total number of planned seats had also declined by 44 percent.
- In CSD 20 (Bay Ridge, Bensonhurst, Borough Park, Dyker Heights), there was a small increase in the number of planned seats, but the number estimated to be completed by the end of the Plan period plummeted by 74 percent.
- CSD 24 (Corona, Elmhurst, Maspeth, Middle Village, Ridgewood,) had the highest CSD capacity utilization rate in the city. The proportion of seats to be completed by the end of the plan fell from 73 percent in 2004 to 37 percent in 2008 and from 3,400 seats to 1,937 seats, even as the total number of planned seats rose by 12 percent.
- In CSD 30 (Astoria, Long Island City, Jackson Heights, Steinway Woodside), 1,219 of 1,260 seats still have not been sited and the Plan in February 2008 estimated that they will not be completed until at least 2011.
- In CSD 28 (Jamaica, Briarwood, Kew Gardens, Forest Hills, Rego Park), stand-alone primary schools were at 104 percent of capacity and primary/intermediate schools were at 101 percent of capacity in October 2006. However, as of February 2008, construction had started only on a 216 seat Early Childhood Education Center.

²¹ Changes from 2004 due to Plan Amendment.

II. Neighborhoods Where Population Surge And/Or Enrollment Growth Is Not Matched By New Capacity

In order to determine how the 2005-09 Capital Plan addresses the public education needs of New York City neighborhoods, we analyzed the Capital Plan, Blue Book data, the Grier Partnership projections, Department of City Planning population neighborhood projections, and available data on new housing under construction or in advanced planning in those neighborhoods.

In Section II below is a detailed discussion of neighborhoods that meet one of the following criteria:

- City Planning projects a large increase in neighborhood population from 2000 to 2010²² and, as a result, even after taking into account the new capacity provided for in the 2005-09 Capital Plan, there likely will still be insufficient seats; or
- population is projected to increase more moderately between 2000 and 2010 but most schools already are overcrowded, DOE projects that enrollment in the neighborhood's CSD will increase between 2005 and 2015, and the 2005-09 Capital Plan provides insufficient new capacity.

These neighborhoods are discussed in CSD number order, starting with the lowest.

Section III examines the responsiveness of the 2005-09 Capital Plan to capacity utilization, enrollment projections, and population trends for the rest of New York City. Some of these neighborhoods might properly be included in Section II under one of the two categories defined above. However, because the Grier enrollment projections are not performed on a neighborhood basis and the Grier methodology is not disclosed, we were unable to fully evaluate the reasonableness of the large decreases in enrollment projected by the Grier Partnership and to reliably determine the sufficiency of the new capacity provided in the 2005-09 Capital Plan in these locations.

It should be noted that we do not address school rezoning as a means of alleviating school overcrowding. In many acutely overcrowded neighborhoods, rezoning may not even be an option, since contiguous schools are all overcapacity. In other areas, rezoning may be precluded because highways or other busy thoroughfares would need to be crossed by elementary school students after rezoning. Nevertheless, overcrowding in a number of the schools discussed in this report might be alleviated through rezoning, and we encourage the Department of Education to analyze this issue.

²² Neighborhood population projections were produced by City Planning using a housing-unit methodology.

Manhattan

Greenwich Village (CSD 2)

Summary. Both of the elementary schools zoned for Greenwich Village are overcapacity and the population of Greenwich Village is increasing, yet the 2005-09 Capital Plan provides for no new capacity anywhere between Chambers and 42nd Street.

Population growth

From 2000 to 2010, the population of Greenwich Village is projected to increase by 4.6 percent (3,184 persons).

Current school building utilization

Greenwich Village schools were substantially overcapacity in October 2006, as Table 2 shows.

Table 2. Greenwich Village

	Capacity utilization	Enrollment/capacity
PS 3*	106%	551/520
PS 41	112%	742/661
TOTAL	109.6%	1,293/1,181

*The building also houses IS 896, with 215 students. Total building capacity is 751 and enrollment 766, for a total utilization rate of 102 percent. In addition, local education advocates assert that overcrowding at PS 3 is in fact worse than the Blue Book reports because there actually are 28 students per class in grades 2 and 3 versus the 20 students in these grades applied in the target method used in the Blue Book for determining capacity utilization.

There is no zoned intermediate school in Greenwich Village. The zoned intermediate school is Baruch Middle School on East 19th Street, and it is also overcapacity.

Discussion

The 2005-09 Capital Plan provides for eight new schools in CSD 2. None of these is to be located in or near Greenwich Village. However, the population of Greenwich Village continues to grow. It should be noted that the Grier Partnership projects CSD 2 to experience 18.5 percent (4,697 student) enrollment growth by 2015. It is likely, therefore, that school enrollment in Greenwich Village will expand further and, if additional seats are not added, local schools will become even more overcrowded.

This year, Manhattan Community Board 2 passed a resolution noting that “real estate development is progressing rapidly” and urging that three new schools be developed within Board boundaries. The resolution identified several Greenwich Village sites which the Board believes are suitable for new schools, including the St. Vincent’s Hospital site (as part of the proposed hospital redevelopment)²³, Pier 40, 75 Morton Street, “parochial and private school buildings that have become available,” and “upcoming Hudson Square development sites.”

²³ The development would include a 21 story residential building, a 10 story residential building and new townhouses, with a total of 400 to 500 new units. Applying the CEQR Manual ratio for high income units-to-public school students for Manhattan and assuming 500 units are built, this development would generate 50 more elementary school students.

Upper East Side (CSD 2)

Summary. The Upper East Side has among the most overcrowded elementary schools in the city. Nevertheless, the 2005-09 Capital Plan provides for only one new school, a middle school. Even after this school open opens and the seats in the elementary school it has been occupying become available, Upper East Side elementary schools will continue to operate substantially in excess of capacity.

Expected population growth

City Planning projects that from 2000 to 2010, the population of the Upper East Side-Carnegie Hill will increase by 2.6 percent (1,650 persons), Yorkville by 5.2 percent (4,075 persons), and Lenox Hill-Roosevelt Island by 6.5 percent (5,008 persons).

School utilization

As shown in Table 3, in October 2006 Upper East Side elementary schools were at 129.4 percent of capacity. No elementary school was at less than 109 percent of capacity.

Table 3. Upper East Side elementary schools

	Capacity utilization	Enrollment/capacity
PS 6	115%	794/692
PS 77	109%	428/321
PS 158	111%	723/650
PS 183	134%	599/430
PS 198	144%	528/367
PS 290	155%	671/433
PS TOTAL	129.4%	3,743/2,893

Overcrowding was exacerbated at PS 290 and PS 158 when PS 151 closed several years ago and was not replaced.

Discussion

All of the Upper East Side elementary schools are substantially overcapacity, and, as stated above, the Grier Partnership projects significant enrollment growth in CSD 2. In its official response to the 2005-09 Capital Plan 2006 Proposed Amendment, the CSD 2 Community Education Council wrote that PS 183 “is one of the most overcrowded schools in the city, with K-4th grades in the top 20% of all schools in the city in terms of class size” and “failure to replace PS 151, combined with extensive new housing construction on the Upper East Side has created an untenable situation for our children and their teachers.”²⁴

The 2005-09 Capital Plan provides for 544 new seats at the old PS 151 site at 1st Avenue and 91st Street. However, this project will not produce enough new seats to meet expected needs. The new seats at the PS 151 site will be for the East Side Middle School, which presently has 358 students on two floors at another school, PS 158 at York Avenue and 76th Street (which the Blue Book reports was at 111 percent of

²⁴ The original PS 151 at 91st Street and 1st Avenue was demolished several years ago. Students zoned for PS 151 were sent to neighboring schools.

capacity). When East Side Middle School relocates to its new space, its old space in PS 158 potentially will become available for elementary school use. If all 358 seats now occupied by East Side Middle School become available at PS 158, there will still be significant overcrowding in Upper East Side elementary schools because there is currently a shortage of at least 850 elementary school seats.

Even this relief is being delayed. The February 2008 Proposed Amendment estimated that the PS 151 project will be complete in June 2009, six months later than the completion date cited in the November 2007 Draft Amendment.

Lincoln Square, Upper West Side (CSD 3)

Summary. These communities, especially Lincoln Square, which includes the Riverside South development, are experiencing significant population growth. With no new capacity provided in the 2005-09 Capital Plan—and the Grier Partnership projecting only a slight enrollment decline for the entire CSD without taking new housing construction into account—elementary school overcrowding is likely to worsen.

Population growth and housing under construction or planned

From 2000 to 2010, City Planning projects that the population of neighborhoods encompassing CSD 3 will increase as follows:

	<i>Percentage</i>	<i>Number</i>
Lincoln Square	15.1	8,368
Upper West	3.5	4,800
Morningside Heights	3.7	2,026

Most of the population growth in Lincoln Square has occurred either recently or is imminent, primarily at Riverside South. There has also been significant housing development in between 110th and 122nd Streets and the 96th to 100th Street vicinity in CSD 3. According to the CSD 3 Community Education Council, approximately 2,300 residential units are currently under construction in CSD 3. Several thousand more were recently completed.

School utilization

CSD 3 schools were at 86 percent of capacity overall in October 2006 according to the Blue Book, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	87%	7,544
IS	77%	3,058
PS/IS	89%	2,968
IS/HS	119%	1,288
Citywide special ed	56%	89
Charter	80%	677

As shown in Tables 4 and 5, schools in Lincoln Square, which includes Riverside South, were close to capacity and Upper West Side schools were overcapacity overall.

Table 4. Lincoln Square elementary schools

	Capacity utilization	Enrollment/capacity
PS 191	88%	502/572
PS 199	117%	555/476
TOTAL	100.6%	1,057/1,051

Table 5. Upper West Side (72nd to 96th Street) elementary schools

	Capacity utilization	Enrollment/capacity
PS 9	109%	494/455
	141% (PS 334)	500/335
PS 75	133%	828/622
PS 84	73%	459/632
PS 87	105%	874/834
PS 163	98%	552/562
	139% (Transportable)	89/64
PS 166	102%	603/592
PS 333	95%	646/683
TOTAL	105.6%	5,045/4,779

CSD 3 schools north of Cathedral Parkway (110th Street) generally were under capacity, notwithstanding the sharing of some school buildings with charter schools. (See Tables M-6 and M-7, Appendix C.)

2005-09 Capital Plan new capacity

None.

Discussion

The population of Lincoln Square is soaring as residential towers continue to be built. More than 1,000 units were completed in 2007 or are now under construction. Applying the public school-to-housing unit ratio for high income Manhattan units from the New York City CEQR Technical Manual, these new units will generate at least 100 more public elementary school students. The greatest concentration of these new units is in Riverside South, in the PS 199 zone. According to the most recent Blue Book, PS 199 had 76 more students than its capacity.

The population of the Upper West Side is not growing as quickly as the population of Riverside South. Nevertheless, between 2000 and 2010 nearly 5,000 more West Side residents can be expected, according to City Planning. Morningside Heights, the neighborhood directly north of the West Side, is growing at about the same rate as the West Side and will have approximately 2,200 more residents in 2010 than in 2000.

Despite the expected addition of at least 16,000 more residents in Lincoln Square, the Upper West Side, and Morningside Heights, the Grier Partnership projects that enrollment in CSD 3 public elementary schools will slip 6.6 percent from 2005 to 2010 and 2.2 percent from 2005 to 2015. It would appear that if the dramatic increase in housing construction in the district since 2005 had been taken into account, this projected enrollment decrease might have been entirely offset or an increase projected. The SCA has not yet refigured

Grier projections for individual neighborhoods within CSD 3 or to adjust the 2005-09 Capital Plan to reflect the new demographic reality.²⁵

Bronx

Pelham Bay, Throgs Neck, Soundview-Castle Hill (CSD 8)

Summary. Elementary schools in the Soundview and Throgs Neck sections of the Bronx are overcrowded. City Planning projects that the population of these communities will increase at a substantial rate. The 440 new-capacity seats provided for CSD 8 in the 2005-09 Capital Plan will likely be insufficient to meet needs, at least in Soundview, and in all likelihood Throgs Neck.

Population growth

City Planning projects that from 2000 to 2010, the population of these communities will increase as follows:

	<i>Percentage</i>	<i>Number</i>
Soundview-Castle Hill- Clason Point-Harding Park	7.8	3,966
Schuyerville-Throgs Neck -Edgewater Park	5.3	2,350
Pelham Bay-Country Club -City Island	4.3	1,178

School utilization

CSD 8 had an official capacity utilization of 85 percent, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	96%	12,720
MS	62%	4,328
PS/MS	81%	8,564
IS/HS	77%	243
HS	65%	205
Citywide special ed	90%	526
Charter	49%	193

Officially, there was space for 4,180 more students. However, as shown in Table 6, the four elementary schools serving Throgs Neck and Pelham Bay were at 113.6 percent of capacity (120 percent not counting seats in transportables as capacity) and Table 7 shows that most of the elementary schools in Soundview, Clason Point and Castle Hill also were overcapacity. Only the elementary schools in the eastern part of the district, which serve Hunts Point and part of Morrisania (Table Bx-1, Appendix C), were not overcapacity.

²⁵ Opportunities to relieve elementary school overcrowding in the southern part of CSD 3 by making fuller use of middle schools appear to be very limited. MS 250, which shares a building with the overcrowded PS 75 (West 94th Street, 133 percent of capacity) was already at 99 percent of capacity in October 2006. Overcrowded PS 199, which serves Riverside South, shares its building with MS 243, which had room for only 20 more students; this building is so overcrowded that PS 199 no longer has any cluster rooms. MS 245/MS 244/MS44 (West 75th Street) is not fully utilized,² but a new dual language school will open there in Fall 2008, rendering the building unavailable to help reduce overcrowding at nearby PS 87 and PS 9.

Table 6. Throgs Neck, Pelham Bay

	Capacity utilization	Enrollment/capacity
PS 14, Throgs Neck	111%	457/412
	181% (Transportable)	85/47
PS 71, Pelham Bay	114%	1,287/1,130
	111% (Transportable)	122/110
PS 72, Throgs Neck	104%	931/891
PS 304, Throgs Neck	132%	432/327
TOTAL	111.1%	3,314/2,917

*Utilization was 120.0 % if capacity in transportables is not counted.

Table 7. Soundview, Castle Hill, Clason Point

	Capacity utilization	Enrollment/capacity
PS 36, Castle Hill	85%	626/740
PS 69, Clason Point	88%	277/314
	190% (Minischool)	205/108
PS 93, Soundview	124%	941/760
	104% (Minischool)	170/163
PS 100, Soundview-Clason Point	92%	662/721
PS 107, Soundview	79%	564/712
PS 119, Soundview	130%	501/386
	204% (Transportable)	100/49
PS 138, Castle Hill	126%	686/566
	181% (Transportable)	85/47
PS 152, Soundview	126%	714/566
	96%	52/54 (Special Ed)
PS 182, Clason Point	109%	920/844
TOTAL	107.8%*	6,503/6,030

*Utilization was 109.8 % if capacity in transportables is not counted.

2005-09 Capital Plan new capacity projects

The 2005-09 Capital Plan provides for two new school facilities in CSD 8:

Project #1 (ECC*)	286	June 2011
PS 69 Annex (leased)	154	August 2008

*Early Childhood Center

The 2005-09 Capital Plan as adopted in June 2004 provided for 1,650 seats in CSD 8, 1,210 more seats than in the amended Plan.

Discussion

DOE considers CSD 8 schools to be under-utilized. However, elementary schools in Throgs Neck, Pelham Bay, Soundview and Castle Hill had 798 too few seats for their enrollment the population of these neighborhoods is expected to increase significantly.

The 2005-09 Capital Plan provides for two new school buildings in the district, but they will have a total of only 440 seats. One of these, PS 69 Annex, is located in Soundview, but will have only 153 seats, too few considering that this growing neighborhood has a shortage of 473 seats. The second proposed school, an early childhood center, will have only 286 seats.

The Grier Partnership projects that CSD 8 elementary and middle school enrollment will decline 7.8 percent from 2005 to 2010 (1,784 students) and 11.1 percent from 2005 to 2010 (2,542 students). Considering the increase in total population expected by 2010 because of housing stock expansion, the Grier projections appear to overstate the projected enrollment decrease, at least in Soundview and Throgs Neck, where enrollment might not decrease at all.

A CSD 8 CEC officer told Comptroller staff that the 2005-09 Capital Plan “barely addresses” any of the capacity shortfalls in the eastern part of the district. The officer observed that Throgs Neck is a “very self contained area,” that PS 14 (Throgs Neck) is a “high performing school in a small space and overcrowded with transportables,” and that “PS 304 [Throgs Neck] is ready to burst—it is a district-wide lab school and very in demand.” The CEC officer called PS 119 (Soundview) “a very popular neighborhood school that is bursting at the seams; their kindergarten is housed in portables,” and added that PS 138 (Castle Hill), “also is overcrowded.”

A Bronx Community Board 9 official told Comptroller staff that the highest priority for CSD 8 capacity expansion is in Soundview/Castle Hill because of extensive residential development that is occurring there. The official stated that the Board has urgently requested DOE to address capacity shortages at PS 119 and PS 47 [located in adjoining CSD 12]; the latter school was at 145 percent of capacity with both gyms used as classrooms. PS 138 in Castle Hill was also identified as especially overcrowded.

Brooklyn

Brooklyn Heights, Downtown, DUMBO, Vinegar Hill, part of Fort Greene (CSD 13)

Summary. The population of these neighborhoods, especially Downtown Brooklyn, is soaring. Thousands of new residents are projected to arrive in the next few years, yet the 2005-09 Capital Plan provides for no new capacity.

Current school capacity utilization

CSD 13 encompasses most of Brooklyn Heights, as well as Downtown Brooklyn, DUMBO, Vinegar Hill, Fort Greene, Clinton, and Bedford. The Blue Book reports that CSD 13 schools are currently operating at only 66 percent of capacity. PS 8, which serves Brooklyn Heights, DUMBO, and part of Vinegar Hill, is an exception. It has a capacity of 365 students and now enrolls 429, resulting in a 118 percent utilization rate.

Table K-1 in Appendix C shows enrollment and capacity for schools serving Brooklyn Heights, DUMBO, Vinegar Hill, Downtown Brooklyn and southern/western Fort Greene.

Although PS 287 and PS 67 are currently under capacity, this may change once vacant NYCHA apartments in these two schools’ zones are renovated and reoccupied. An audit of NYCHA apartment vacancies by the Office of the Comptroller found that as of October 2005, 25 percent of the units in the Walt Whitman and Ingersoll Houses—a total of 859 of the total 3,476 units—had been vacant for an average of 19 months in advance of renovation. Children in the Ingersoll Houses attend PS 287, and children in the Walt Whitman Houses attend PS 67.

Population growth, housing construction

In recent years, Brooklyn Community Board 2, which encompasses Downtown Brooklyn, Brooklyn Heights and Fort Greene, has been experiencing a dramatic increase in new housing construction. City Planning projects that from 2000 to 2010, the population of the Downtown/ DUMBO/Boerum Hill neighborhood will increase by 18.3 percent (5,653 persons) and Brooklyn Heights/Cobble Hill by 5.3 percent (1,198 persons).

In 2004, Downtown Brooklyn was up-zoned to encourage large-scale commercial development. However, the up-zoning is instead leading to the construction of residential and hotel highrises. In the PS 287 school zone, covering Downtown Brooklyn and parts of Vinegar Hill and Fort Greene, alone, developments containing over 3,000 residential units were completed within the last year or are underway (site preparation has begun or foundations are going in or steel is being erected). These projects are listed in Appendix B.²⁶

The adjacent PS 8 school zone, which encompasses Brooklyn Heights and DUMBO, has also been experiencing dramatic population and residential construction expansion. See Appendix B for a listing of some of the major residential projects that have recently opened or are being developed. A rezoning of DUMBO being proposed by the City would allow owners of industrial buildings to convert their structures into apartments without having to submit to the city's land-use review process due to the area not being residentially zoned. The rezoning would facilitate and likely encourage additional residential construction in the area.

Schools under construction or planned

None.

Discussion

The Grier Partnership projects a 27.2 percent reduction in District 13 elementary and middle school enrollment from 2005 to 2015, with 3,280 fewer students expected in 2015 than 2005. Because CSD 13 has an overall capacity utilization rate of only 66 percent and its enrollment is projected to decline sharply, the 2005-09 Capital Plan provides the district with no new seats.

With new housing construction in CSD 13 proceeding at a rapid pace, the district's utilization rate is bound to rise. School-age children residing in the thousands of new housing units for which permits were issued in 2003 and after are not reflected in the most recent Grier projections.²⁷ In addition, the most recent Blue Book capacity utilization data, for late 2006, does not reflect the many school-age children residing in the thousands of new units for which permits were issued in 2004 and later. Much of the sharp increase in population that City Planning projects for Brooklyn Heights, Downtown, DUMBO, and Vinegar Hill from 2000 and 2010 has yet to occur.

²⁶ The number of units under construction or recently completed in the PS 287 zone may be even greater than 3,000; this is a conservative calculation that takes into account recent project delays and cancellations. For example, the *Brooklyn Eagle* reported on March 6, 2008 that in response to the weakening residential market, a number of the developments now underway between Atlantic Avenue and the Manhattan Bridge are adjusting the mix in their buildings away from condominiums to include more hotel and retail space instead of residential units.

²⁷ This assumes two elapsed years from issuance of a building permit to occupancy of the resulting housing.

Small, 282-seat PS 287, in particular, will be heavily impacted by the several thousand units recently completed or underway in its zone. According to the CEQR Technical Manual, in Brooklyn there are 0.27 elementary-level public school students for each new unit of housing occupied by a high-income family, 0.31 students per unit for moderate-high income families, 0.30 students per low-moderate income unit, and 0.33 students per low-income unit.²⁸ Assuming that all of the units are occupied by high-income families, units that were recently completed and under construction will add 675 elementary school students in the PS 287 zone. Yet PS 287 officially had space for only 89 more students, according to the Blue Book. The ability of PS 287 to serve additional children will be further strained when apartments in the Ingersoll Houses that are currently vacant for renovation are reoccupied.²⁹ Urban Assembly High School, which shares a building with PS 287, will soon relocate to a former courthouse in downtown Brooklyn. However, DOE is planning to relocate to the PS 287 building the recently established Kahlil Gibran school, which started with 60 sixth grade students in Fall 2007 and is expected to eventually have 600 students in grades 6 through 12.³⁰

PS 8, which is already overcrowded, is in a school zone where hundreds of units currently are under construction, being converted from other uses, or in advanced planning. A Brooklyn Community Board 2 official told Comptroller staff that Community Board 2 is seeking an annex for PS 8 as a short-term solution to overcrowding, but DOE has been “dragging their feet” on this. Local parents are also seeking a middle school in the area.

Downtown Brooklyn, DUMBO and Brooklyn Heights are a striking example of three serious flaws within the DOE/SCA capital planning process. First, because the Grier projections do not take into account new housing construction permits, the projections of how much CSD enrollment is declining are without merit. Second, because the projections are not done by neighborhood, serious “pocket” overcrowding is destined to worsen if not addressed. And finally, because the SCA is not able to respond in a timely fashion to changed circumstances, the new seats that are urgently needed in the short term to address the demand stemming from the completed or soon-to-be completed housing will not materialize.

Sunset Park (CSD 15)

Summary. No new elementary or middle school capacity is planned for Sunset Park, even though all of the schools in the community are overcrowded. The Grier Partnership projects that enrollment in CSD 15, overall, will increase 4.8 percent between 2005 and 2015.

²⁸ These are the projected public school pupil ratios that are utilized by DOE and SCA in determining new capacity needs.

²⁹ Even if PS 287 had enough space for all of the potential new elementary school-age residents in its catchment area, its location on the opposite side of Tillary Street from the bulk of the new residential construction means it would be a geographically inappropriate school to serve the new population. Tillary Street is busy eight-lane thoroughfare that feeds traffic directly onto Brooklyn-Queens Expressway entrance and exit ramps. Also, much of the new construction is located on the opposite side of another major thoroughfare, Flatbush Avenue. It is DOE/SCA policy to avoid drawing school zone boundaries that would require elementary school students to cross busy thoroughfares on their way to school.

³⁰ According to the Blue Book, in October 2006, the PS 287 building had a capacity of 701 students. Urban Assembly High School had 319 students and PS 287 had 193 students.

Expected population growth

City Planning projects that from 2000 to 2010, the population of these two communities will increase as follows:

	<i>Percentage</i>	<i>Number</i>
Sunset Park West	3.7	1,985
Sunset Park East	2.4	1,611

Current school capacity utilization

The five Sunset Park primary schools enroll 4,759 students in buildings with a total capacity of 4,540, resulting in a 104.8 percent utilization rate. See Table 8, below.

Table 8. Sunset Park elementary schools

	Capacity utilization	Enrollment/capacity
PS 1	109%	866/793
	115% (Annex)	116/101
	68% (Minischool)	96/141
PS 24	116%	899/810
PS 94	103%	1,160/1,125
PS 169	95%	1,074/1,126
PS 172	123%	548/444
TOTAL	104.8%	4,759/4,540

Observers from the independent school monitoring group Inside Schools³¹ have noted overcrowded conditions in all five schools:

- PS 172: “Relatively small physical plant. Very overcrowded.”
- PS 24: “Some kindergarten classes located off site.”
- PS 1: “Large school that has outgrown its physical plant.”
- PS 94: “No gym. Space is a big challenge.”
- PS 169: “Bursting at the seams...must hold some classes in hallways....”

Schools under construction or planned

The 2005-09 Capital Plan provides for two new schools with a total of 1,071 seats in District 15, an increase from one school and 630 seats in 2005-09 Capital Plan as initially adopted in 2004. Neither of these schools will serve the Sunset Park portion of District 15 (roughly between the Prospect Expressway and 55th Street, 5th Avenue and the waterfront).

³¹ Inside Schools, a project of Advocates for Children, describes itself as “public school parents, children’s advocates, journalists and teachers dedicated to improving public education in New York City.” According to their Internet website, they “visit schools, speak with parents and teachers, and comb the media to present an independent and authoritative view of New York City schools.”

Discussion

School overcrowding in Sunset Park is rooted in the substantial population increases that have occurred since 1990. From 1990 to 2000, the population of Community Board 7, which encompasses Sunset Park and Windsor Terrace, increased 17.1 percent to 120,063. Because Sunset Park continues to grow due to relatively high birth rates in the community, overcrowding in Sunset Park elementary schools appears likely to persist. Nevertheless, the 2005-09 Capital Plan provides for no new seats in Sunset Park.

Community leaders told Comptroller staff that Sunset Park urgently needs another primary school. In its Priority Requests for the Capital Plan Amendment submitted to SCA in November 2006, the District 15 Community Education Council wrote that there are “many overcrowded schools in Sunset Park, especially P.S. 24 and P.S. 94” and recommended “a new elementary school to relieve some of this burden.”

Boerum Hill, Gowanus (CSD 15)

Summary. There are currently at least 1,000 residential units under construction in Boerum Hill, and at least 700 more are in advanced planning. Existing elementary school capacity appears inadequate to serve all the additional students who can be expected.

Expected population growth

Boerum Hill is in the DUMBO-Vinegar Hill-Downtown Brooklyn-Boerum Hill City Planning neighborhood. From 2000 to 2010 the population of this neighborhood is expected to increase by 18.3 percent (5,653 residents). A portion of the Park Slope-Gowanus neighborhood is also included in this neighborhood. The population of Park Slope-Gowanus is expected to increase by 4.2 percent (2,858 residents).

School utilization

Boerum Hill is served principally by three schools, PS 261, PS 38, and PS 32. In October 2006, PS 261 was officially overcapacity (106 percent in the main building and 144 percent in a transportable). PS 38, which is smaller, was at 64 percent of capacity. PS 32 was at only 58 percent capacity, but it, too, is a small school. (See Table K-11, Appendix C)

Schools under construction or planned

None.

Discussion

Elementary schools serving Boerum Hill and Gowanus face a space challenge. In October 2006, PS 261 already was at 106 percent of capacity in its main building and 144 percent in a transportable. PS 38 and PS 32 currently are significantly under capacity. However, there is extensive residential construction in all three schools’ zones; PS 38 can be expected to fill to capacity, and PS 32 is on course to exceed its capacity. Additional capacity may be needed. (See Appendix B for a list of projects in the PS 161 zone.)

- *PS 261 zone.* 504 units were recently completed, and at least 507 units are under construction. Applying the CEQR Technical Manual ratio of public school students per high-income unit, these projects will generate 272 more elementary school students. PS 261, which already was at 106 percent of capacity and houses some students in an overcrowded transportable, will become even more overcrowded. The next nearest school is PS 29 in Cobble Hill, which was at 93 percent of capacity in 2006.
- *PS 38 zone.* Nearly 650 units are under construction or in advanced planning. These units can be expected to generate 175 more elementary school students, according to the CEQR Technical Manual. If all of them attend PS 38, it will be near capacity.
- *PS 32 zone.* A major new mixed-use development, Public Place, is being planned for 5.8 acres at Smith and 5th Streets. Each of the two development finalists, The Related Companies and The Hudson Companies, proposes to build more than 700 units of housing. An environmental cleanup of the polluted site has been approved by the State Department of Conservation and is to be carried out by National Grid (formerly KeySpan Corporation). Occupancy is expected by 2012. Based on the New York City CEQR ratio of high-income units in Brooklyn to elementary school students, Public Place can be expected to generate at least 189 additional public elementary school students. However, PS 32 had space for only 122 students, according to the Blue Book. Even though two of the four parcels are city-owned, no school building is included in the project. Because a portion of the units in Public Place are to be “affordable,” it is likely that the children who live in them will attend public, as opposed to private, school.

In addition, Toll Brothers, a major national home builder, has proposed a 477-unit development between the Gowanus Canal, Bond Street, and Carroll and 2nd Streets.³² The developer recently presented their plans to a Community Board 6 meeting.

School rezoning in order to alleviate overcrowding at PS 261 would not be a viable long-term solution because all three schools’ zones are experiencing substantial residential growth.

Bay Ridge, Dyker Heights, Bath Beach, Bensonhurst West (CSD 20)

Summary. Relief from severe overcrowding in CSD 20 will not begin to arrive until April 2009. However, SCA estimates that at that time, only one of the nine schools provided for in the 2005-09 Capital Plan will be completed. The other eight schools will not be ready until 2010 or 2011 at the earliest. Even when all of the 5,488 seats provided for in the Capital Plan are available, CSD 20 schools will remain overcrowded because, as the Grier Partnership projects, CSD 20 enrollment should increase by 20.0 percent (5,878 students) from 2005 to 2015.

Expected population growth

City Planning projects that from 2000 to 2010 the population of the neighborhoods encompassing CSD 20 will increase as follows:

³² The developer presented its plans to Community Board 6 in March, 2008. The project conforms to the specifications issued by City Planning for its preliminary framework for Gowanus Canal corridor rezoning, but will have to go through the Uniform Land Use Review Procedure (ULURP) because rezoning has not yet been approved.

	<i>Percentage</i>	<i>Number</i>
Bath Beach	2.9	835
Borough Park	2.7	2,745
Bensonhurst West	2.5	2,088
Dyker Heights	2.2	855
Bay Ridge	2.0	1,590

School utilization

At 103 percent of capacity, CSD 20 officially had the second highest utilization rate of any district, according to the Blue Book. By school level and type, utilization was as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	110%	17,005
IS	94%	8,966
PS/IS	103%	2,615
Citywide special ed	96%	384
Charter	0%	0

Elementary school utilization by neighborhood is shown below. (For individual schools, see Tables K-20 to K-23, Appendix C)

	<i>Utilization Rate</i>	<i># of students in excess (+) or available seats (-)</i>
Bay Ridge and adjoining southern Sunset Park	116.4%	+885
Dyker Heights, Fort Hamilton	116.3%	+668
West Bensonhurst, Bath Beach	106.9%	+198
Borough Park-Kensington	82.2%	-371

The Grier Partnership projects that CSD 20 elementary and middle school enrollment will increase by 4.7 percent (1,395 students) between 2005 and 2010 and 20.0 percent (5,878 students) from 2005 to 2015.

New capacity in the 2005-09 Capital Plan

The 2005-09 Capital Plan addresses CSD 20 overcrowding with nine new schools with a total of 5,448 elementary and middle schools seats, a 19.4 percent increase in the district’s current capacity.

	<i>Seats</i>	<i>Estimated completion</i>
PS/IS 237 (@Magen David)	1,154	April 2009
Project #3	630	November 2010
Project #5	250	December 2010
Project #7	484	November 2010
Project #8	837	December 2011
PS 229	650	January 2010
PS 163 Annex	665	July 2010
IS 259	400	July 2010
PS 971	378	July 2010

Discussion

CSD 20 is one of only two CSDs that the Grier Partnership projects will add elementary and middle school students between 2005 and 2010 and only one of only four projected to add students between 2005 and 2015.

The school new capacity provided for in the 2005-09 Capital Plan to address this growth is too little and too late. In October 2006, CSD 20 schools were already 990 seats short.³³ The Capital Plan adds 5,488 new seats, but the Grier Partnership projects that from 2005 to 2015, there will be 5,878 more elementary and middle school students. A CSD 20 CEC officer told Comptroller staff the Capital Plan “offers some relief but not nearly enough,” and added, “Population growth is continuous, especially in pockets like the northern part of Sunset Park and western section of Bensonhurst, as well as Fort Hamilton area.”

Only one of the promised nine schools is expected to be completed during the current Plan: PS/IS 237 was to have been completed in August 2007 and is now expected to be completed in April 2009; it was enlarged from 630 seats to 1,154 seats. Four of the nine schools, with 2,201 seats, have not been sited yet. As shown in Table 9, since the 2005-09 Capital Plan was initially adopted in June 2004, their estimated completion dates have slipped by 15 to 37 months. These schools will not be open until well into the 2010-2014 Capital Plan, and, depending on how long it takes to find sites, one or more might not be open until after the 2015-2019 Capital Plan.

Table 9. CSD 20 new capacity project delays

2005-09 Capital Plan school	Seats in 2004	Completion date as of 2004	Seats in 2008	Completion date as of February 2008	Delay
Project # 3, Lease	630	June 2009	630	November 2010	15 months
Project #5, Lease	630	August 2008	250	December 2010	28 months
Project # 8, New construction	898	November 2008	837	December 2011	37 months
Project # 7 Lease	630	June 2008	484	November 2010	29 months

The CEC 20 officer also said there is “enormous concern about how long it will take until these schools are identified, let alone completed.” A Community Board 10 official told Comptroller staff, “The lateness of the four projects in the pipeline guarantees that there will be continued overcrowding into the next decade.” The official said that the Board consults with SCA and suggests sites to them for new schools. The official recognizes that it is difficult to find sites, but believes it takes SCA too long to find them. The officer told Comptroller staff that there are a number of former parochial school buildings in the district and suggested that some of them might be used for public schools.

In addition, DOE estimates that four already-sited schools, with a total of 2,273 seats, will not be completed until 2010. Three of these schools, with 1,443 seats, have not even started construction.

³³ Officially, the CSD was short 1,526 seats in elementary schools and 83 seats in PS/IS schools but had 619 seats available in middle schools.

Queens

Flushing, College Point, Whitestone (CSD 25)

Summary. The Grier Partnership projects that CSD 25 enrollment will decline by approximately ten percent between 2005 and 2015. However, between 2000 and 2010, total population in the Flushing and College Point neighborhoods in CSD 25 is expected to increase by approximately nine percent, indicating that these two neighborhoods, at least, are not likely to experience declining enrollment. It appears that the small number of seats provided for Flushing in the 2005-09 Capital Plan will not be adequate to resolve elementary school overcrowding in this area.

Current school building utilization

In October 2006, CSD 25 schools operated at 86 percent of capacity. Elementary schools in the northern part of the district—Flushing, College Point and Whitestone—were mostly overcapacity and half the schools used transportables, of which all but one were overcapacity. Elsewhere, including Kew Gardens Hills and Bay Terrace, schools were for the most part officially below capacity. See Tables 10 and 11 below.

Table 10. Flushing

	Capacity utilization	Enrollment/capacity
PS 20, Flushing	104%	1,362/1,308
PS 22, Flushing	112%	716/639
	135% (Transportable)	42/31
PS 120, Flushing	96%	898/940
PS 24, Flushing	102%	612/598
	121% (Transportable)	81/67
PS 242, Flushing (ECC)	183%	378/207
PS 214, Flushing	98%	451/461
PS 21, Flushing-Murray Hill	89%	1,034/1,164
TOTAL	102.9%	5,574/5,415

*If transportables are not counted in capacity, total capacity was 5,317 and the capacity utilization rate was 104.8%.

Table 11. College Point, Whitestone

	Capacity utilization	Enrollment/capacity
PS 29, College Point	116%	493/426
	163% (Transportable)	96/59
PS 129, College Point	96%	795/830
	129% (Transportable)	138/103
PS 79, Whitestone	103%	918/894
	57% (Transportable)	65/114
PS 193, Whitestone	104%	566/542
	144% (Transportable)	36/25
PS 184, Whitestone	114%	547/451
PS 209, Whitestone	104%	592/569
	72% (SPED)	72/100
TOTAL	105.0%*	4,318/4,113

*If transportables are not counted in capacity, total capacity was 3,812 and capacity utilization rate was 113.3%.

Observers from Inside Schools noted overcrowded conditions in a number of schools. For example, at PS 20, they noted, “The school is huge and so overcrowded it cannot accept all eligible neighborhood kids for kindergarten.”

Population growth and recently completed and planned housing

City Planning projects that from 2000 to 2010 the population of these three CSD 25 neighborhoods will increase as follows:

	<i>Percentage</i>	<i>Number</i>
Flushing	9.5	6,581
College Point	9.2	1,985
Whitestone	5.0	1,582

Appendix B lists some of the residential projects now under construction or in advanced planning. The largest is the \$1 billion, 1,100-unit Sky View Parc development at College Point Boulevard and Roosevelt Avenue. Occupancy of the 449-unit first phase is expected in 2009. Another major project being built in Flushing is the 480-unit River Park Place. Altogether, nearly 1,700 units are underway and another 500 are in advanced planning in Flushing.

Schools under construction or planned

The 2005-09 Capital Plan provides for one new school facility in CSD 25. Located on Franklin Avenue in Flushing and scheduled for completion in September 2008, PS 244 Early Childhood Center will have 440 seats for grades K to 3.

Discussion

City Planning projects that in 2010 there will be at least 10,000 more residents in the Flushing, College Point, and Whitestone than in 2000. Despite these increases, the Grier Partnership projects that in 2010, CSD 25 will have 2,170 fewer students than in 2005, a 9.6 percent reduction, and 2,329 fewer students in 2015 than in 2005, a 10.3 percent reduction. Among the possible explanations for this disparity: 1) the Grier projections do not consider the post-2004 housing construction surge, 2) because their projections are for the entire CSD, the projected CSD enrollment decline may occur in neighborhoods other than Flushing, College Point, and Whitestone.

Nevertheless, there currently are at least 2,000 residential units under construction or in advanced planning in these three neighborhoods and hundreds of recently completed units, such as the 86-unit Soundview Point development in College Point. Applying the housing unit-to-public school ratio for high-income units in Queens from the City CEQR Technical Manual, projects now underway can be expected to generate at least 300 more elementary school students and 140 more middle school students.

It therefore is likely that adding only 440 more seats to CSD 25 elementary capacity, as the 2005-09 Capital Plan provides, will not end current elementary school overcrowding. A Queens Community Board 7 official told Comptroller staff that just one new Early Childhood Center in the district is insufficient and that classroom space needs for older elementary school students, middle school students, and high school students will continue to be pressing. The official added, “College Point has no middle school at all” and “desperately needs one.”

A CSD 25 CED member and former officer told Comptroller staff that College Point and Flushing are continuing to experience major growth, with immigrants still coming from India, Pakistan and Latin America, joining earlier influxes of Chinese immigrants. The CEC member believes that the district needs more than one new school.

According to the DOE Blue Book, more than 1,000 seats are available in the four middle schools serving this area. The CEC member noted that a degree of overcrowding relief is now being realized—in PS 79 and PS 184 in particular—by moving some 6th graders from elementary to middle schools. The member added, however, that this is not a viable long-term solution because these neighborhoods are continuing to grow, and specifically cited the continued growth in 2007 at PS 22 and at PS 24, both in Flushing, which continued to be overcrowded even after the 6th grades were moved; PS 24 actually had a larger enrollment in 2007 than 2006.

Moreover, as noted previously, the Blue Book understates middle school space needs and overstates capacity. The Community Board 7 official told Comptroller staff, “Practically all the middle schools average 32 to 35 per class, so pulling out sixth graders and moving them to middle schools really is not a long term solution.” She singled out IS 237, JHS 194, and IS 25 as having especially large classes, in excess of the citywide average, as well having space shortages in general. “IS 237 has been sharing its building with East/West High School, something that was only supposed to be for one year but has continued and created serious problems for the middle school,” she added.

A significant practical obstacle to transferring more 6th grade students from elementary to middle schools is that some of the overcrowded primary schools are located long distances from the under-capacity middle schools. For example, PS 129 in College Point (134 percent of capacity), PS 79 in Whitestone (103 percent capacity), and PS 29 in Flushing (116 percent capacity) are a long way from a middle school.

Flushing parents have expressed concern about school overcrowding. As the *Queens Times-Ledger* reported in August 2007, “Last spring tempers flared as overcrowding, a lack of new high school seats and several schools sharing space angered many parents in Flushing, Whitestone and College Point... Overcrowding concerns, particularly in Flushing, were ubiquitous among parents during May and June...”³⁴

Long Island City, Hunters Point (CSD 30)

Summary. Population growth in western Queens has been dramatic, and large new apartment towers continue to rise at Queens West. Numerous medium-sized housing developments of fewer than 100 units have also recently opened or are being built in the surrounding area. A school that opened in the City Lights tower in Queens West is small and insufficient to meet expected growth, yet the 2005-09 Capital Plan provides for no new capacity to serve this growing community. There is no middle school. A new school for Queens West will have to wait until the 2010-14 Capital Plan.

³⁴ Stephen Stiring, “Flushing parents fear overcrowding in schools,” *Times Ledger*, August 30, 2007.

Population growth and recently completed and planned housing

City Planning projects 2000 to 2010 population increases in Western Queens neighborhoods as follows:

	<i>Percentage</i>	<i>Number</i>
Old Astoria	12.3	3,351
Hunters Point-Sunnyside -West Maspeth	11.6	7,165
Queensbridge-Ravenswood- Long Island City	5.7	1,188
Astoria	3.1	2,789

Long Island City and Hunters Point are undergoing a population explosion, concentrated in the Queens West complex. Queens West began with the City Lights tower, completed in 1997, followed by Avalon Riverview in 2002, and several more residential towers since then have been completed or are under construction. Residential construction continues at a rapid pace, as reported in a March 2006 *Queens Times Ledger* headline, “27 new residential projects slated for Long Island City.”³⁵

School utilization

As shown in Table 12 below, in October 2006, Long Island City-Hunters Point schools were at 101.6 percent of capacity. Tables Q-22 and Q-23, Appendix C, shows that Astoria-Steinway schools were at 93.2 percent of capacity and Long Island City-Ravenswood schools were at 67.3 percent of capacity.

Table 12. Hunters Point-Long Island City elementary schools

	Capacity utilization	Enrollment/capacity
PS 70, Long Island City-Astoria	96%	864/904
	93% (Transportable)	101/109
	107% (Minischool)	159/107
PS 166, Long Island City	103%	1,159/1,129
PS 112, Long Island City	100%	529/528
PS 78, Long Island City-Hunters Point	106%	252/237
TOTAL	101.6%	3,064/3,014

2005-09 Capital Plan new capacity

The 2005-09 Capital Plan provides for three new facilities in CSD 30 with a total of 1,260 seats, down from three facilities and 1,700 seats in the five-year Capital Plan as adopted in June 2004. The three facilities are:

	<i>Seats</i>	<i>Expected completion</i>
Project # 2	630	September 2011
Project # 3	589	January 2011
PS 78 Annex	41	May 2006

³⁵ Nathan Duke, “27 new residential projects slated for Long Island City,” March 2, 2006.

A senior SCA official told Comptroller staff that neither of the two larger projects provided for in the current Capital Plan will serve Queens West or its environs. It appears likely at this time that one or both will primarily serve Jackson Heights.³⁶

In addition, these seats will be completed much later than originally estimated. The 2005-09 Capital Plan adopted in 2004 estimated that 1,070 of the 1,700 seats (62.9 percent) would be completed by the end of the Plan in 2009. In the February 2008 Proposed Amendment, only 41 of 1,260 seats (3.2 percent) will have been completed by the end of the Plan. The rest have still not been sited and will not be completed until at least 2011.

Discussion

All of the elementary schools serving Long Island City were overcrowded in October 2006. Overcrowding was acute in the Queens West development, where PS 78, a new school located in the new City Lights tower in Queens West, was at 106 percent of capacity, with 252 students and space for only 237³⁷. APS 78 Annex recently opened, with only 41 seats³⁸ and the community continues to grow rapidly. Appendix B lists developments recently completed or now under construction in or proximate to Queens West; they total more than 3,300 units. Applying the units-to-students ratio for high-income Queens households in the CEQR Technical Manual, these units can be expected to generate approximately 500 public elementary school students and 230 middle school students.

Community leaders and local education advocates told Comptroller staff that planning by Rockrose Development and the SCA is beginning for a new school to serve Queens West. However, this process was only recently begun, and any new school will wait until the 2010-14 Capital Plan. The need for a middle school in the Queens West environs is especially acute because the existing middle schools are far to the north.

In Astoria, PS 234, which opened in 2003 to relieve overcrowding at PS 17, is already overcapacity. There currently are substantial amounts of new residential development in Astoria, such as conversion of the former Eagle Electric factory into a 188-unit residential cooperative and conversion of the former Stern's warehouse at Ditmars Boulevard and 45th Street into 200 residential units.

In the longer-term, the City is planning an entirely new community in Hunters Point South (Queens West South), with at least 5,000 units. It is anticipated that a 150,000 square foot school for grades 6 to 12 will be included.

Notwithstanding the Western Queens population explosion, the Grier Partnership projects that CSD 30 elementary and middle school enrollment will decline 11.3 percent (3,546 students) from 2005 to 2010 and 17.7 percent from 2005 to 2015. It would appear these projections overstated any district-wide decline because they did not take into account the enrollment impact of the enormous amount of new housing that

³⁶ A representative on the President's Council (CPAC) for CSD 30 told Comptroller staff that at least one of the two schools would be in Jackson Heights. A CSD 30 officer said that both schools may be sited in Jackson Heights.

³⁷ Observers from Inside Schools noted: "Because the waterfront area is undergoing rapid development, it's unlikely that the overcrowding at PS 78, which makes do without a gymnasium or auditorium, will be eased soon; the school must use the lunchroom for large group activities, art instruction, physical education, and meetings."

³⁸ The 2005-09 Capital Plan gives the capacity as 41 students, but the Blue Book reported it as 21.

has been completed in the last few years or that is underway. The eventual construction of thousands of units at Hunters Point South could convert the 17.7 percent enrollment decline projection for 2015 into a net gain.

Staten Island

Summary. The 2005-09 Capital Plan addresses elementary school overcrowding in the northern part of the borough—Mariner’s Harbor, Port Richmond, Graniteville—but not in neighborhoods such as Tottenville and Eltingville in the southern part of the island, which are among the fastest growing neighborhoods in the city.

Population growth

The CSD 31 neighborhoods where the population is expected to increase by at least 10 percent from 2000 to 2010 are:

	<i>Percentage</i>	<i>Number</i>
Charleston-Richmond		
Valley-Tottenville	34.5	6,325
Rossville-Woodrow	21.5	4,069
Annadale-Huguenot-Eltingville	15.3	4,030
Mariner’s Harbor-Arlington-Graniteville	13.3	3,732
Arden Heights	11.8	2,955
Stapleton-Rosebank	11.3	2,777
Grymes Hill-Clifton	11.0	2,180
Grasmere-Ft.Wadsworth	10.6	1,614
New Dorp-Midland Beach	10.0	2,035

School utilization

In October 2006, CSD 31 schools were at 95 percent of capacity, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	99%	26,146
IS	89%	12,617
PS/IS	77%	1,241
Citywide special ed	136%	150
Charter	0%	0

2005-09 Capital Plan new capacity

The 2005-09 Capital Plan provides CSD 31 with 2,300 elementary and middle schools seats in four facilities:

	<i>Seats</i>	<i>Estimated completion</i>
IS 43	600*	August 2008
Project #3	438	September 2011
Project @ old PS 15	440	August 2008
Project @ old PS 44 Annex	822	April 2009

*Full project is IS/HS 43, which will have a total of 1,664 students.

The PS 15 project in Tompkinsville is to be a K-3 ECC (Early Childhood Center), an enlargement of the current K-2 configuration. The PS 44 Annex project is located in Graniteville and will mostly serve children from Mariner's Harbor. IS/HS 43 is in New Springville; 600 seats will be set aside for a middle school. There is no site yet for Project #3.

Discussion

In half of the 18 neighborhoods City Planning has designated in Staten Island, the population is projected to increase by at least 10 percent between 2000 and 2010—nearly 30,000 new residents altogether. Population gains of five to ten percent are expected in another five neighborhoods. Nevertheless, the Grier Partnership projects that from 2005 to 2010, CSD 31 enrollment will decline 3.7 percent (1,554 students) and that from 2005 to 2015, it will increase by only 0.4 percent (185 students). Although demographic factors that determine school-age population, such as population age trends and fertility rates, may indeed suppress population increases, the enormity of the expected construction-related population increases on Staten Island, particularly in the southern part of the borough, suggests that these projections have understated future enrollment.

The elementary school capacity challenges on Staten Island may be greatest in Tottenville-Rossville (schools there were at 98.4 percent of capacity) and Eltingville-Great Kills (schools were at 96.4 percent of capacity). These neighborhoods are experiencing rapid population growth—among the fastest growth rates of all 188 New York City neighborhoods—and additional school enrollment can be expected.

- In Tottenville, PS 1 was at 124 percent capacity (counting the main school and annex together, there were 553 students and space for 445) and PS 6 was at 135 percent (747 students and capacity of 674). (See Table S-1, Appendix C)
- In the Great Kills, Annadale, and Eltingville area, PS 32 and PS 55 were substantially overcapacity and PS 42 was at 86 percent, but had an annex that was at 107 percent of capacity. The Eltingville, Huguenot, Annadale area is expected to add at least 4,000 residents between 2000 and 2010; much of this growth is only now occurring and was not reflected in the latest Blue Book figures. (See Table S-2, Appendix C)

In the northern section of Staten Island, elementary schools in the Port Richmond, Graniteville, and Mariner's Harbor neighborhoods were officially at 112.7 percent of capacity in October 2006. Only one of the six schools in this area was below capacity. (See Table S-7, Appendix C.) These neighborhoods tend to have a higher proportion of low-income families than the rest of the CSD and new capacity is urgently needed to assist lower-performing schools. The ECC project in Tompkinsville and the PS 44 Annex project in Graniteville address this overcrowding, as well as expected population growth in this area. IS 43 in New Springville also reduces capacity pressures in the northern part of the island.

However, none of the schools provided for CSD 31 in the 2005-09 Capital Plan that have been sited serve the southern part of the island. A Staten Island Community Board 3 official told Comptroller staff that another elementary school is needed in Tottenville or Charleston.

The necessity of responding to rapid population growth in southern Staten Island was recognized when the South Richmond Development District was added to the New York City Zoning Resolution. In this

District, before a new residential project can proceed, the developer must receive a certification from the Chair of the City Planning Commission “that sufficient school capacity exists to accommodate the anticipated primary and intermediate public school children of the development.”³⁹ Staten Island Borough President Office staff told Comptroller staff that the establishment of the Special South Richmond Development District has not led to the construction of a new schools in the South Richmond Development District because the requirement is being interpreted to mean that Staten Island is one district; if there are available seats anywhere in the borough when a new building project is proposed in South Richmond, these seats will suffice.

A Staten Island Community Board 2 official told Comptroller staff that Mid-Island communities, such as New Dorp (where the population expected to increase by ten percent from 2000 to 2010) needs a middle and elementary school. As shown in Table S-5 Appendix C, PS 41 (New Dorp), PS 23 (Richmondtown) and PS 53 (Bay Terrace) range from 109 percent to 116 percent of capacity.

Project #3, with an anticipated 438 seats, has not been sited. None of the local officials asked by Comptroller staff could speculate on where this school might eventually be placed. The Community Board 3 official said, however, that they did not believe it would be sited within Board 3 boundaries.

III. Additional Neighborhoods

Discussed in this section are neighborhoods that did not meet the overcrowding and Capital Plan new capacity criteria for inclusion in Section II. As stated previously, some of these neighborhoods might properly be included in Section II, but due to a lack of detailed data from DOE or SCA, such as enrollment projections on a neighborhood—as opposed to a CSD—basis, we were unable to fully evaluate the reasonableness of the Grier Partnership enrollment projections or to reliably determine the sufficiency of the new capacity in the 2005-09 Capital Plan.

Neighborhoods appear in the order of their CSD number, lowest to highest. **Manhattan** neighborhoods (CSDs 1 to 6) are on pages 45 to 52, **Bronx** neighborhoods (CSDs 7 to 12) are on pages 52 to 60, **Brooklyn** neighborhoods (CSDs 13 to 23 and 32) are on pages 60 to 71, and **Queens** neighborhoods (CSDs 24 to 30) are on pages 71 to 81.

Manhattan

Lower East Side, East Village (CSD 1)

Summary. In October 2006, all but four CSD 1 elementary schools operated under capacity. However, several schools which have proven especially popular are overcrowded. Substantial population gains expected between 2000 and 2010 could exacerbate localized overcrowding.

Facts and figures. From 2000 to 2010, City Planning projects that the population of the two CSD 1 neighborhoods will increase as follows:

³⁹ Article X: Special Purpose Districts, Chapter 7, Special South Richmond Development District

	<i>Percentage</i>	<i>Number⁴⁰</i>
Lower East Side	8.1	5,863
East Village	8.6	3,579

According to the DOE Blue Book, in October 2006 CSD 1 schools operated at 72 percent of capacity, as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	79%	4,219
MS	66%	1,080
PS/MS	66%	2,742
IS/HS	64%	1,615
Citywide Special Ed	58%	259
Charter	155%	243

The district officially had enough space for 4,326 more students.

Observations. In October 2006, most of the elementary schools in CSD 1 were between 60 percent and 85 percent of capacity. However, there were several overcapacity elementary schools: PS 364 (Earth School) was at 111 percent, PS 315 (East Village Community School) was at 108 percent, PS 361 (Children’s Workshop School) was at 106 percent, and PS 110 was at 104 percent. Inasmuch as the 2005-09 Capital Plan provides for no new capacity in CSD 1 and the population of CSD 1 is expanding substantially, relief for these schools does not appear to be forthcoming.

A CSD 1 CEC officer told Comptroller staff that data showing CSD 1 schools are under-utilized are outdated and incorrect. According to the officer, at least 85 percent of school buildings house one or two more schools, and this “often means double the administrative and support office space, cluster rooms, parent rooms, and such” and “very often the use of this space is not correctly counted.” The officer also noted that the selective citywide NEST+m school (K-12), which the DOE reported as “very under-utilized,” is increasing its enrollment and giving up cluster space to do so. In addition, in 2003, two charter schools “were located in our [CSD 1] buildings for prolonged incubation periods, both have reached capacity.” For example, “at PS 142, growth at the Manhattan Charter School has overcrowded and limited the functioning of the local school,” and, “Two years ago, PS 137 was moved into the PS 134 building to accommodate grade expansion of PS 184 (the dual language Shuang Wen School) and has merely shifted the crowding from one school to another. The PS 134 building is more crowded than ever.”

Tribeca, Civic Center, Battery Park City (CSD 2)

Summary. A residential construction boom has led to serious overcrowding in Lower Manhattan public schools. The 2005-09 Capital Plan responded with two new schools and a new school annex south of Chambers Street. Community public education advocates are concerned that, considering the rapid pace of residential construction in this area, this new capacity will be filled quickly and even more seats will be required.

⁴⁰ City Planning made these projections using a housing-unit method. City Planning cautions that these projections are not meant to be exact.

Facts and figures. Between 2000 and 2010, the population in these two neighborhoods is expected to soar 42 percent:

	<i>Percentage</i>	<i>Increase</i>
SoHo-Tribeca-Civic Center- Little Italy	23.9	8,786
Battery Park City-Lower Manhattan	75.4	15,076

The Blue Book reports that in October 2006, the three elementary schools serving these neighborhoods operated at an aggregate 126.6 percent of capacity. See Table M-1, Appendix C.

Observations. The most recent Blue Book does not reflect the enrollment impact of many of the residential developments that are fueling the dramatic population increase projected by City Planning, either because they were not occupied by 2006 or because they are currently under construction. Indeed, between October 2006 and September 2007, enrollment at PS 234 increased from 688 to 747.

The 2005-09 Capital Plan addresses Lower Manhattan school overcrowding and the projected population surge with 1,723 new seats in three facilities. In addition to the 143-seat PS 234 Annex opened in 2007, these include the 630-seat Beekman School, which is under construction in a mixed-use building on Beekman Street and now expected to open in Fall 2010, and a 950-seat K-8 school, PS/IS 276, to be built in Battery Park City. Delays in building the Beekman School will exacerbate the already serious overcrowding expected when schools open for the 2009-10 school year.

Chinatown, Lower East Side (CSD 2)

Summary. Chinatown schools are near capacity overall. If a significant proportion of parents moving to the neighborhood send their elementary school-age children to local public schools, overcrowding could become more of a concern.

Facts and figures. City Planning projects that from 2000 to 2010, the population of Chinatown will increase by 10.8 percent (5,689 persons).

Overall, Chinatown-Lower East schools in CSD 2 were at 93.4 percent of capacity and two of the five elementary schools were significantly overcapacity. (See Table M-2, Appendix C) Additional capacity may be needed in Chinatown, depending on whether more local parents choose to send their children to the public schools in their neighborhood.

Clinton, Chelsea (CSD 2)

Summary. Although the public elementary schools in these neighborhoods officially were under-capacity overall, in Clinton, at least, this should change as a result of rapid population growth now occurring.

Facts and figures. From 2000 to 2010, the population of these two neighborhoods is projected to increase as follows:

	<i>Percentage</i>	<i>Number</i>
Hudson Yards-Chelsea -Flatiron-Union Square	27.7	15,515
Clinton	26.0	10,589

According to the Blue Book, two of the three Clinton elementary schools were overcapacity in October 2006. (See Table M-4, Appendix C). The 2005-09 Capital Plan provides for 110 new seats at one of these schools, PS 51. Design work for this project is expected to start in June 2008, and SCA estimates that the addition will be completed in September 2012.

Observations. CEC members told Comptroller staff that they are concerned that although the two schools serving Chelsea are officially well under capacity (aggregate rate of 72.4 percent and space for 341 more students, see Table M-3, Appendix C), several large apartment towers have been erected on Sixth Avenue in recent years and continued residential growth in Chelsea—including residential development being spurred by conversion of the High Line into a public park, such as a 368-unit building being developed at 11th Avenue near 30th Street—could result in these schools reaching and eventually exceeding capacity.

Concern also has been expressed about the capacity of Clinton schools to serve additional students who can be expected over the next several years. As of October 2006, there were 175 seats available in Clinton elementary schools, not including the imminent 110-seat PS 51 addition. However, residential development in Clinton and the Times Square vicinity is robust. Joining buildings such as the Helena (597 units completed in 2005, W. 57th Street), and 440 W. 42nd Street (600 units, completed 2006), will soon be the Link (215 units, W. 52nd Street), the Platinum (220 units, W. 46th Street) and Archstone Clinton (627 units, 510 W. 52nd Street), among others.

Even assuming that a relatively high proportion of purchasers in these developments is from overseas, as has been reported in the media, the enormous scale of residential construction in this area ensures that there will be significant numbers of new public school students. Moreover, some of the units in these developments have been set aside as “affordable” rentals for lower-income residents, such as 20 percent of the units in the Helena and 126 units in the Archstone Clinton. Similarly, in Chelsea, one of the most recent additions to the housing stock is the 478-unit Caledonia, with 59 “affordable” rentals. It can be assumed that children living in “affordable” subsidized housing are more likely than children living in non-subsidized housing to attend local public schools rather than private schools.

Midtown-Midtown South, Murray Hill-Kips Bay, Turtle Bay-East Midtown (CSD 2)

Summary. Overcrowding could worsen because of rapid population growth, even with 380 more public school seats being added on East 57th Street.

Facts and figures. From 2000 to 2010, the population of these CSD 2 neighborhoods is expected to increase as follows:

	<i>Percentage</i>	<i>Number</i>
Midtown-Midtown South	31.3	8,082
Murray Hill-Kips Bay	9.4	4,554
Gramercy	6.6	1,718
Turtle Bay-East Midtown	9.5	4,725

The three schools serving this area were at 106.7 percent of capacity overall in October 2006.⁴¹ (See Table M-5, Appendix C) The 2005-09 Capital Plan provides 380 net new seats in a replacement project at PS 59, on East 57th Street. A 630-seat school, identified in the Capital Plan as Project #4, is not yet sited but is to be located in Community Board 6 and is meant for the recently-approved East River Development Company project to be built at the former Con Ed site from 35th Street to 41st Street; it would therefore not be available to relieve overcrowding outside of this development.

Observations. From 2000 to 2010, according to City Planning, neighborhoods on the East Side of Manhattan between 14th and 59th Streets can be expected to add approximately 19,000 residents. Yet the schools that serve this area already were overcapacity. The Grier Partnership limits its enrollment projections to entire CSDs and has not publicly projected enrollment trends for individual neighborhoods. Nevertheless, it should be noted that CSD 2 elementary and middle school enrollment is projected to increase by 9.2 percent (2,350 students) between 2005 and 2010.

The 380 net new seats to be located at PS 59 should help to meet the increasing demand for seats in East Midtown, but this project does not address the urgent need for more seats elsewhere, such as in the rapidly growing Murray Hill neighborhood served by the overcapacity PS 116, nor does it allow for significant class-size reduction.

East Harlem North, East Harlem South (CSD 4)

Summary. The Blue Book reports that CSD 4 schools operated well under capacity overall and the Grier Partnership projects that CSD 4 enrollment will decline more than 20 percent between 2005 and 2015. The 2005-09 Capital Plan therefore provides for no new schools. However, there has been extensive residential development in recent years and 1,000 subsidized units are proposed to be built by 2012. Local overcrowding could intensify.

Facts and figures. From 2000 and 2010, the population of CSD 4 neighborhoods is expected to increase as follows:

	<i>Percentage</i>	<i>Number</i>
East Harlem-North	11.6	6,643
East Harlem-South	9.9	5,688

According to the Blue Book, in October 2006, CSD 4 operated at 73 percent of capacity, broken out by school level as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	79%	4,221
IS	65%	1,964
PS/IS	73%	4,635
IS/HS	67%	714
HS	72%	643
Charter	63%	129

⁴¹ In addition, the Julia Richman Educational Complex houses the 300 seat Ella Baker Pre-K-to-8 elementary school (PS 225). However, it draws students from a citywide lottery and is not a zoned school for CSD 2.

There was space for 4,541 more students CSD-wide. Most of the elementary schools were between 57 percent and 82 percent utilized, although there were overcrowded schools, such as the PS 83 (126 percent) and PS 182, Bilingual Multicultural Mini-School, which shares the PS 83 building (131 percent).

Notwithstanding the large projected 2000 to 2010 population surge, the Grier Partnership projects that primary and middle school enrollment in the neighborhoods encompassing CSD 4 will decline 17.7 percent between 2005 and 2010 and 22.6 percent between 2005 and 2015. The 2005-09 Capital Plan provides for no new schools in this district.

Observations. East Harlem is growing. A Community Board 11 official told Comptroller staff that there has been extensive residential construction, both market-rate and subsidized. The official mentioned two large subsidized residential projects which, inasmuch as they are only now getting underway, were not considered in the Grier 2005 to 2015 projections:

- In October 2006, the New York City Economic Development Corporation issued a Request for Proposals for development of a two-block site between 125th and 127th Streets and Second and Third Avenues. The mixed-use development is expected to include up to 1,000 units of low, moderate and middle income housing. A Supplemental Report to the CEQR Environmental Assessment Statement (EAS) for up-zoning these blocks, issued in June 2007, anticipates completion of the project by 2012.
- 300 to 400 units are to be built in vacant land between 111th and 112th Streets and Park and Madison Avenues.

The official also reported that there are “scattered” City-owned lots between 110th and 111th Streets and Park and Madison Avenues on which another 100 units will likely be built once the area has been up-zoned.

PS 101 and PS 108 serve all of these blocks. In October 2006, PS 101 was at only 59 percent of capacity (with space for 427 students), but it is being closed due to poor performance⁴² and, according to the Community Board official, is being replaced with a new K-8 school in the same building. The Blue Book reports that PS 108 was at 71 percent of capacity (space for 277 students) in October 2006, but in Fall 2007, it was converted into a K-8 school, as well. The other school serving this community, PS 83 on 109th Street, was at 126 percent of capacity in October 2006 (126 students in excess of capacity).

CSD 4 public school advocates told Comptroller staff that they are concerned that four schools have closed in the district over the last three years. They also noted that although CSD 4 is considered “under-utilized” and overcrowding in two popular elementary schools, PS 83 and PS 171, could intensify due to residential development.

Central Harlem-South, Central Harlem North-Polo Grounds (CSD 5)

Summary. Although residential construction in Harlem is leading to substantial population gains and Harlem public schools share their buildings with a number of charter schools, the Blue Book reports that Central Harlem schools are among the least utilized in the city. Therefore, the 2005-09 Capital Plan provides

⁴² Elissa Gootman, “City Names Six Schools To Close After Poor Grades,” *New York Times*, December 5, 2007.

for no new capacity. However, community education advocates believe that the Blue Book understates actual utilization because of the large number of charter school students in the CSD compared to most CSDs.

Facts and figures. From 2000 to 2010, the population of the two City Planning neighborhoods encompassing CSD 4 is expected to increase as follows:

	Percentage	Number
Central Harlem-South	12.0	4,707
Central Harlem North-Polo Grounds	4.3	2,994

The Blue Book reported that public elementary and middle schools in CSD 5 were at 74 percent of capacity,⁴³ broken out as follows:

	Utilization	Enrollment
PS	72%	2,189
IS	65%	2,151
PS/IS	75%	5,812
IS/HS	75%	1,504
Citywide special ed	92%	140
Charter	87%	931

See Tables M-8 and M-9, Appendix C for utilization rates, enrollment and capacity by elementary school.

Observations. Although the official CSD 5 utilization rate was low, community education advocates expressed concern that charter schools are occupying growing amounts of space in public school buildings. A CSD 5 CEC officer told Comptroller staff that although the Blue Book reports that the schools are under-capacity, charter schools have been placed in CSD 5 school buildings without prior consultation with the community. The CEC officer also said that projections of declining enrollment do not take into account the residents of the ten homeless shelters in the CSD, most of which house families with children.

Washington Heights, Inwood (CSD 6)

Summary. Washington Heights and Inwood have long had some of the most overcrowded schools in the city. The population of Northern Manhattan, however, is growing relatively slowly and DOE projects that between 2005 and 2015, school enrollment will decline substantially. Although the 2005-09 Capital Plan provides for additional capacity, local public education advocates maintain that because of enhanced needs and other unique factors, and because DOE utilization and capacity data are flawed, substantially more new capacity is required than is being planned.

Facts and figures. From 2000 to 2010, City Planning projects the population in the neighborhoods that encompass CSD 6 to increase as follows:

⁴³ Overall occupancy rate for CSD 4 was higher than for PS and IS schools because the Blue Book also counts charter schools. Charter schools had an occupancy rate of 87 percent and 931 of the district’s 12,727 students were enrolled in charter schools.

	<i>Percentage</i>	<i>Number</i>
Washington Heights-North	2.2	1,647
Washington Heights-South	2.7	2,566

The CSD 6 CEC has enumerated a number of developments “currently underway, planned, or anticipated” over the next few years throughout Washington Heights-Inwood, “many of which do not seem to have registered yet with the City Planning Commission.”⁴⁴

According to the DOE Blue Book, in October 2006, CSD 6 schools were at 86 percent of capacity, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	96%	11,811
IS	69%	5,559
PS/IS	89%	5,049

Nine elementary schools were overcrowded. See Tables M-10, to M-12, Appendix C, for enrollment and capacity of CSD 6 schools.

The 2005-09 Capital Plan as adopted in 2004 provided for three schools with a total of 1,700 seats. The February 2008 Proposed Amendment reduced the number of schools to two and the number of seats to 1,103, as follows:

	<i>Seats</i>	<i>Completion</i>
PS/IS 263, 2002 Sherman Avenue	600	April 2010
PS/IS 210, 503 W. 152 nd Street	503	August 2007

Because PS/IS 210 moved to new building from Broadway and W. 173rd Street, its construction did not actually increase capacity in the district. A school official informed Comptroller staff that the school, which was at 215 percent of capacity in 2006, is now at approximately 95 percent of capacity. A 255-seat K-3 school, PS 380, opened for September 2007 in a parochial school building. PS 380 is not listed under new capacity in the 2005-09 Capital Plan but is listed instead as a room conversion project under School Improvement and Restructuring Allocations.

The Grier Partnership projects that between 2005 and 2015, elementary and middle school enrollment in CSD 6 will decline 32.6 percent, from 24,951 to 16,816 students, the largest decrease projected for any district.

Observations. Notwithstanding the sharp decline in enrollment projected by DOE, in a report on the DOE Capital Plan issued in 2007, the CSD 6 CEC maintains that the district needs 6,111 new seats, 5,208 seats more than included in the 2005-09 Capital Plan. They assert:⁴⁵

⁴⁴ CSD 6 CEC, *Summary Report of Public Hearing on 2007-08 Department of Education Proposed Capital Budget, Summary of Conclusions*, (updated November 2006). The largest of these projects listed by the CEC are: 120 units to be built at Sherman Avenue and Broadway, 100 units recently completed at 128 Nagle Avenue, 60 newly occupied units at 736 West 187th Street, 40 new units on Wadsworth Terrace, and 29 units under construction at West 177th Street and Amsterdam Avenue. Also, a 28-story residential tower is “planned” for Nagle Avenue and Broadway and a 23-story tower is “planned” for West 184th Street and Overlook Terrace.

⁴⁵ *Ibid.*

- Despite declining enrollment, CSD 6 still has many severely overcrowded buildings and classes which are too large;
- CSD 6 has “enhanced needs” due to its “unique demographics as the district with the largest percentage of Limited English Proficiency/English Language Learners, in combination with other socioeconomic factors,”
- Grier Partnership projections are a “limited indicator for projecting enrollment” inasmuch as enrollment declines are driven “perhaps as much by inadequate schools, and unaffordable housing, as by birth rate,”
- “A large pool of District 6 school age population is available for recruitment to district schools [from private and parochial schools] if the schools provided educational excellence.”

The CEC analysis found that the rate of enrollment decline has itself declined and that the decline has been driven by “reversible factors.” The CEC concluded: “Even if projected enrollment declines continue, this will not be commensurate to the requirement, based on class size reduction, elimination of annexes and TCUs [temporary classroom units], enhanced needs, and restoration of cluster rooms.”⁴⁶

Bronx

Melrose South, Mott Haven North, Morrisania-Melrose (partial) (CSD 7)

Summary. In recent years, Melrose and Morrisania have been among the fastest growing communities in the city. However, according to DOE, the elementary and middle schools serving these communities have enough space for thousands of additional students. Therefore, the 2005-9 Capital Plan provides for no new capacity.

Facts and figures. From 2000 to 2010, the population of the main neighborhoods comprising CSD 7 is projected to increase as follows:

	<i>Percentage</i>	<i>Number</i>
Melrose South-Mott Haven	19.2	6,391
Morrisania-Melrose	18.8	5,589

According to the Blue Book, in October 2006, CSD 7 primary and middle schools were operating at 72 percent capacity, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	71%	7,253
IS	60%	3,856
PS/IS	92%	2,474
IS/HS	68%	508
Charter	223%	205

⁴⁶ The 6,311 seats the CEC states are needed are broken out as follows: to end the use of TCUs (1,431 seats), for K-2 class size reduction (1,849 seats), for Pre-K slots (1,131 seats), and for restoration of cluster rooms (1,900 seats). According to the CEC, considering these needs, even after counting the enrollment decline projected by the Grier Partnership, a seat shortage will remain.

Officially, there was space for 6,040 more students.

Observations. The relatively low utilization rates in CSD 7 are a legacy of depopulation that occurred prior to the 1990s; from 1970 to 2000, the population of Morrisania-Melrose plummeted 51.2 percent (by 31,212 residents), for example.⁴⁷

However, a Bronx Community Board 2 official confirmed to Comptroller staff that the population of Morrisania is increasing substantially and that both subsidized and now market-rate housing—including 300 market-rate units at Hoe Avenue and 156th Street and a 50-unit cooperative at Prospect Avenue and 156th Street—are being added. Subsidized housing for seniors raising grandchildren is being set aside in a 93-unit project on Fox Street. The official told Comptroller staff that several of the elementary schools located near these projects are at or in excess of capacity.

Highbridge, Mt. Eden, West Concourse, Morrisania (partial) (CSD 9)

Summary. The Grier projection of a substantial 14.1 percent decline in CSD 9 enrollment between 2005 and 2010 is being offset in part by a substantial increase in housing construction. Despite the projected enrollment contraction, the Capital Plan provides for nearly 1,900 new seats to respond to current overcrowding. Local public education advocates nevertheless remain concerned about the enrollment impact of the large increase in population anticipated between 2000 and 2010 and, in particular, say there is an urgent need for a middle school in Highbridge that has not been addressed.

Facts and figures. As shown below, from 2000 to 2010, the population of Highbridge and Morrisania-Melrose will increase very substantially. Population also is rising elsewhere in CSD 9, although at a slower pace. The City Planning increase estimates are:

	<i>Percentage</i>	<i>Number</i>
Morrisania-Melrose	18.8	5,589
Highbridge	14.1	4,779
Claremont-Bathgate	7.4	2,098
West Concourse	4.7	1,882
Mt. Hope	3.0	1,573

These increases are being driven by extensive subsidized housing construction through the Community Preservation Corporation, the New York City Housing Development Corporation, and other programs. Since much of this housing is still under construction, many of the elementary and middle school students who will occupy these units were not counted in the October 2006 Blue Book data, nor were they considered in the Grier Partnership projection that CSD 9 enrollment will decline 14.1 percent (4,338 students) from 2005 to 2010.

In 2006, the official CSD 9 utilization rate was 87 percent, broken out by school level as follows:

⁴⁷ Source: NYC Department of City Planning. Even with the addition of an estimated 5,589 residents from 2000 to 2010, the population of Morrisania-Melrose will be approximately 25,000 less than the 60,904 reported in 1970.

	<i>Utilization</i>	<i>Enrollment</i>
PS	99%	16,100
IS	77%	5,209
PS/IS	78%	6,089
IS/HS	56%	694

In Morrisania, six of the 14 elementary schools were overcrowded in October 2006 and there were five minischools, three of which were overcrowded. The aggregate utilization rate was 101.9 percent. (See Table Bx-2, Appendix C.)

In Highbridge, another neighborhood experiencing strong construction-related population growth, elementary schools were 99 percent utilized, according to the Blue Book. Although only PS 218 and PS 114 were officially overcapacity, PS 64 would be overcapacity if its transportable classrooms are not counted as capacity. (See Table Bx-3, Appendix C)

The 2005-09 Capital Plan currently addresses capacity needs in CSD 9 with a total of 1,890 seats in four schools:

	<i>Seats</i>	<i>Estimated completion</i>
PS/IS, Macombs Road	642	May 2010
Project #1, no site	358	December 2011
PS/IS New Settlement School	746	June 2011
Icahn Charter School	144	February 2008

Although this is a small increase above the 1,700 seats in three schools provided for in the 2005-09 Capital Plan as adopted in June 2004, the seats are not being completed as soon as originally estimated. The Plan as adopted in 2004 estimated that 1,070 seats would be completed in 2008 and the remaining 630 would be completed in December 2009. According to the February 2008 Proposed Amendment, however, only 144 seats in one school will be completed in 2008 and the others will not be ready until 2010 and 2011.

The 2005-09 Capital Plan includes three room conversion projects under the School Improvement and Restructuring Allocations (SIRA) program in CSD 9: PS 2 (\$7.5 million), PS 63 (\$7.6 million), and IS 22 (\$0.366 million). It does not appear that the PS 2 and PS 63 projects add new capacity; PS 2 was moved into PS 63 and the funding was used to reconfigure PS 2 for this purpose. CSD 9 accounts for the bulk of SCA SIRA room conversion spending in the 2005-09 Capital Budget.

Observations. CSD 9 public education advocates told Comptroller staff that they are concerned about the sufficiency of school capacity in Highbridge in coming years, and especially about the absence of a middle school in their community, notwithstanding the Grier Partnership projection of substantial enrollment shrinkage for the district as a whole and that the 2005-09 Capital Plan provides for nearly 1,900 seats in the CSD. They note that demand for school seats will increase when a 700-unit condominium complex in Highbridge, to be built by the Olnick Organization, is completed. According to the housing unit-to-public-school enrollment ratio in the CEQR Technical Manual, this project should generate more than 150 public elementary and 25 middle school students.⁴⁸

⁴⁸ Applying the ratio for high-income housing in the Bronx of 0.22 elementary school and 0.4 middle school students per unit.

A Bronx Community Board 4 District official told Comptroller staff that residential development in Highbridge has “taken off” in the last five years and that there continues to be substantial amounts of immigration to the community from Latin America, the Caribbean, and Africa. He stated that elementary schools in Highbridge are “packed,” and “no middle school serves the community... .”

A CSD 9 CEC officer told Comptroller staff, “The biggest priority is a middle school for Highbridge. Five elementary schools feed from there and there are no middle schools for these students. They frequently have to take a bus and a subway to get to middle school.” Local parents’ concerns about the absence of a middle school in Highbridge were voiced at a demonstration organized by United Parents of Highbridge at City Hall, demanding that one be built in the community.

The Community Board official also stated that the Community Board has discussed with the Olnick Organization including a school in its project and that the developer would consider doing this, but “the DOE has not been responsive whatsoever, they have been slow to move.”

Norwood, Van Cortlandt Village, Kingsbridge, Riverdale (CSD 10)

Summary. CSD 10 elementary schools were substantially overcapacity in nearly every neighborhood in October 2006. The current 2005-09 Capital Plan provides for 1,500 fewer seats than the 2005-09 Capital Plan as adopted in June 2004. The surviving projects will help alleviate overcrowding, but community education advocates remain very concerned—notwithstanding Grier Partnership projections of significantly declining enrollment—that schools will remain overcrowded, particularly in Norwood.

Facts and figures. City Planning projects that from 2000 to 2010 the population of the neighborhoods comprising CSD 10 is expected to increase moderately as follows:

	<i>Percentage</i>	<i>Number</i>
Spuyten-Duyvil-Kingsbridge	4.2	1,247
Van Cortlandt Village	3.4	1,726
University Heights- Morris Heights	2.6	1,445
Riverdale-North Fieldston	2.5	694
Kingsbridge Heights	2.4	814
Bedford Park-Fordham North	1.7	942
Norwood	1.0	405

According to the Blue Book, in October 2006, CSD 10 was at 99 percent of capacity, the third highest utilization rate in the city. By school level, utilization was as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	109%	18,270
MS	78%	6,913
PS/MS	103%	10,796
IS/HS	88%	3,103
Citywide special ed	87%	372
Charter	0	0

Elementary schools in nearly every CSD 10 neighborhood were overcapacity: 112.9 percent in Norwood-Van Cortlandt, 110.2 percent in Fordham, 107.7 percent in Riverdale-Kingsbridge, 105.3 percent

in University Heights-Morris Heights, 99.9 percent in Kingsbridge Heights, and 102.6 percent in Belmont/East Tremont.. Only in Belmont and East Tremont were the schools officially under capacity, at 97.5 percent. (See Tables Bx-6 to Bx-12, Appendix C)

To address elementary school overcrowding, the 2005-09 Capital Plan now provides for five schools with a total of 2,520 seats, a reduction of 1,510 seats from the 2005-09 Capital Plan as approved in June 2004. The five schools are:

	<i>Seats</i>	<i>Estimated completion</i>
PS 79 Addition (S Fordham)	662	Mar 2010
PS 95 Addition	461	June 2010
ECC 361	515	June 2010
New School for Leadership and Journalism Project # 7	300 582	September 2005 November 2010

In Norwood, ECC 361 will replace transportable classrooms on the grounds of PS 94 and will be incorporated into PS 94 when completed, and the net increase in seats will therefore be small. It will have seats for 515 students. As reported in the *Norwood News* in December 2007, PS 94 currently houses 1,050 students; 600 in the main building, 325 in the transportables that are being replaced, and 125 in a satellite building four blocks away. All 450 students housed outside the main PS 94 building will move into the new ECC. “That leaves 65 additional seats” not counting new Pre-K students according to the *News*.⁴⁹ And a CEC officer told Comptroller staff that the 300-seat New School for Leadership and Journalism “is simply reconfiguring space—the old PS 143, which was closed for poor performance.”⁵⁰

Observations. There is little doubt that CSD 10 has numerous overcrowded elementary schools. In October 2006, seven schools were operating in excess of 125 percent of capacity—some as high as 152 percent. All ten elementary mini-schools were operating above capacity, a few with utilization rates exceeding 160 percent. Several elementary schools also had overcapacity “temporary classroom buildings” or transportables. Three middle schools were officially overcapacity.

A December 2007 *Norwood News* editorial, which asserted that the 2005-09 Capital Plan provides inadequate relief to schools that are “bursting at the seams,”⁵¹ cited a survey of local schools by City Council Member G. Oliver Koppel that found, for example, that PS 8 eliminated its science lab and converted two classrooms into four, and PS 56 and PS 86 converted its art, music and science rooms into classrooms. The principal of PS/MS 280 in Norwood wrote in his survey response, supplied to Comptroller staff:

“We lack an art room and adequate space for special services such as speech therapy and physical therapy. We are also opening a new special ed class and we need a classroom for them. We currently have 4 portable classrooms which have been in use for over 10 years, Unfortunately, the exterior of the structures are deteriorating and the roofs leak.”

⁴⁹ Editorial, “Crowding? What Crowding?,” *Norwood News*, December 13, 2007.

⁵⁰ The Capital Plan gives its total cost as “0.”

⁵¹ *Ibid.*

However, the Grier Partnership projects that CSD 10 enrollment will decline by 11.4 percent from 2005 to 2010 (4,817 students) and 16.0 percent from 2005 to 2015 (6,767 students). Local public education activists, including organizers with the Northwest Bronx Community and Clergy Coalition, question this finding. A CSD 10 CEC officer told Comptroller staff:

“The idea that we will lose 11 percent by 2010 is not borne out by evidence. This is an area that is popular and growing, with a continuous flow of both middle class and working class families.... Bedford Park, University Heights, and Fordham also are growing communities.... We have a large number of undocumented immigrants who possibly Grier doesn’t pick up on.”

According to the officer, “There is an enormous amount of growth in this part of the Bronx—the whole southwest quadrant of the district, Norwood, Riverdale, and Bedford Park North.”⁵² A Bronx Community Board 6 official added that there is substantial housing growth in East Tremont. And a Bronx Community Board 7 official told Comptroller staff he disagrees with the enrollment projections: “Webster Avenue is being redeveloped now and there continues to be more residential development in Bedford Park and Norwood. One- and two-family buildings are being taken down and ten-story apartment buildings are going up.” The official noted, “This is a transient community with a fair amount of undocumented immigrants, especially in Bedford Park, University Heights, and Fordham. Maybe they are not figuring this population in.”

Community public education activists also are concerned that because schools are currently so overcrowded, overcrowding will persist even with the new capacity and notwithstanding the Grier projections. As the CSD 10 CEC officer stated, “Our schools are not just overcrowded—they are severely overcrowded... So even if we stay the same or even decline a little [in enrollment], we will remain overcrowded if we don’t get more schools. And if we want to get down to the new target levels for class size, we will need more new school buildings.”

There is special concern in the community that DOE does not intend to locate new schools in the Kingsbridge Armory redevelopment project. The New York City Economic Development Corporation Request for Proposals for this project, issued in December 2006, stated, “DOE is prepared to fund and construct one Small Primary School (441 seats) and one Primary/Intermediate School (630 seats) at this location. DOE and SCA will work with the Selected Developer to move the plan for school construction forward during the 2005-2009 Five-Year Capital Plan period.” The 2005-09 Capital Plan does not include any such projects.

Co-Op City, Baychester, Woodlawn, Wakefield, Eastchester (CSD 11)

Summary. Overcrowding is being addressed by the nearly 3,000 new seats in the 2005-09 Capital Plan provides for CSD 11, although community education leaders believe that still more capacity may be advisable, especially for Wakefield.

Facts and figures. From 2000 to 2010, the population of neighborhoods encompassing CSD 11 is projected to increase as follows:

⁵² In 2006, alone, according to local public education advocates, there were two sites in CSD 10 where multi-family buildings with between 85 and 127 units were started, four sites where buildings of 56 to 84 units were begun, nine sites where buildings of between five and 24 units were started, and at least 50 sites where dwellings of up to four units were started.

	<i>Percentage</i>	<i>Number</i>
Baychester-Eastchester -Edenwald	4.6	1,633
Westchester Square-Van Nest -Morris Park	3.4	931
Woodlawn-Wakefield	2.9	1,275
Co-Op City	2.4	984
Pelham Parkway	1.5	453

In October 2006, CSD 11 schools operated at 95 percent of capacity, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	104%	15,151
IS	79%	4,897
PS/IS	92%	7,595
Citywide special ed	117%	434
Charter	110%	228

The most overcrowded schools, overall, served the northern part of the district, particularly Wakefield and Norwood, which had an aggregate utilization rate of 103.3 percent. (See Table Bx-13, Appendix C)

The 2005-09 Capital Plan currently addresses overcrowding with five new schools and a total of 2,960 seats, a 9.9 percent increase over current capacity, although a decrease from 3,780 seats in six schools included in the original 2005-09 Capital Plan adopted in 2004. These five schools are:

	<i>Seats</i>	<i>Estimated completion</i>
PS/IS 189@ Steenwick Ave	916	Sep 2007
IS 113, 3710 Barnes Avenue, Gun Hill	192	April 2007
PS 169 (ECC), 3771 Boston Road	416	July 2009
IS/HS 362, 229 th St, Bronxwood	525	June 2008
PS/IS @ 900 Van Nest Ave	911	July 2010

Instead of completing over 2,500 seats by June 2008, the most recent proposed Amendment reports that only 1,633 seats will have been completed by then. Two schools, with a total of 1,108 seats, have opened since October 2006; assuming level enrollment, this increase in CSD 11 capacity reduced the utilization rate from 95 percent to 91.9 percent.

Observations. Members of the CSD 11 CEC told Comptroller staff that their chief priority has been to reduce overcrowding in the Wakefield and Co-Op City areas in the northern part of the district. The PS/IS being built at 900 Van Nest Avenue is expected to begin construction in Spring 2008, but it will relieve overcrowding in southern portion of district, not in Wakefield. Moreover, Comptroller staff were told, 300 seats in this facility will be reserved for a charter school (although CSD 11 students will have priority there). PS 169, slated for completion in June 2009, is located south of Wakefield and also will not address capacity needs in Wakefield. A Bronx Community Board 12 official told Comptroller staff, however, that IS/HS 362, which will serve grades 6 to 12 and is slated to open in June 2008, will help relieve overcrowding in Wakefield. Nonetheless, the official added that another elementary school in the Wakefield area “would be helpful.” And a CEC member told Comptroller staff, “The Wakefield area still seems to be a big void.”

The opening of PS/IS 189 in the fall of 2007 is beginning to alleviate overcrowding in the Co-Op City area.

The Grier Partnership projects a relatively modest enrollment decline of 7.2 percent between 2005 and 2010 and 7.6 percent between 2005 and 2015.

West Farms, East Tremont, Crotona Park (CSD 12)

Summary. With a relatively low official utilization rate of 80 percent and a projected decrease of over 1,600 students by 2015, the 2005-09 Capital Plan provides for no new capacity for CSD 12.

Facts and figures. From 2000 to 2010 the population of the neighborhoods encompassing CSD 12 is expected to increase as follows:

	<i>Percentage</i>	<i>Number</i>
Morrisania-Melrose (part)	18.8	5,589
East Tremont	11.9	4,704
Crotona Park East	11.2	2,039
Soundview-Bruckner	1.1	399
West Farms-Bronx River	0.7	247
Parkchester	0.4	116

In October 2006, CSD 12 schools were at 80 percent of capacity, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	86%	9,967
IS	76%	2,861
PS/IS	69%	4,285
IS/HS	93%	567
HS	75%	312
Charter	115%	120

The Blue Book states that CSD 12 has space for another 1,571 students in elementary schools and 4,458 more students overall.

Observations. Schools in the eastern part of the district (West Farms, Parkchester, the northern part of Soundview) operated at close to capacity in October 2006 as shown in Table Bx-15, Appendix C. A Community Board 9 official told Comptroller staff that PS 47 in the northwestern part of Soundview is severely overcrowded, with both of its gyms converted to classrooms, and that there has been extensive housing construction on Westchester Avenue. The Grier Partnership projects an 8.8 percent enrollment decline in CSD 12 (1,617 students) from 2005 to 2015.

Brooklyn

Prospect Heights, Fort Greene, Clinton Hill (CSD 13)

Summary. From 2000 to 2010, the population of these three neighborhoods in CSD 13 is expected to increase by 7.2 percent. Because local schools are operating well below capacity, there would appear to be sufficient seats to accommodate the increased demand that can be expected.

Fact and figures. City Planning projects that between 2000 and 2010, the aggregate 7.2 percent population increase in these three neighborhoods will be distributed as follows:

	<i>Percentage</i>	<i>Number</i>
Clinton Hill	9.1	3,030
Prospect Heights	8.3	1,635
Fort Greene	4.5	1,229

Since 2005, dozens of multi-family residential projects have been constructed or are currently underway in these three neighborhoods, including structures typically of three to six units on formerly vacant or under-utilized lots and larger buildings on Washington Avenue, St. Marks Avenue, Dean Street, Bergen Street, and at Plaza Street and Eastern Parkway. There are plans to erect a mixed-use project with 660 units in a 37-story tower and 415 mixed-income units in mid-rise buildings at 162 Myrtle Avenue between Prince Street and Ashland Place.

However, as shown in Table K-2, Appendix C, Fort Greene and Prospect Heights elementary schools were at only 59.8 percent of capacity in October 2008 and elementary schools in Clinton Hill were at 75.6 percent of capacity, with space for nearly 7,000 more students.

Williamsburg, North Side-South Side, Greenpoint (CSD 14)

Summary. According to DOE, CSD 14 has the third lowest capacity utilization rate of any CSD. Although the population of CSD 14 neighborhoods has been rising dramatically, the Blue Book reports that there is enough space for thousands of additional students. Nevertheless, there still may be need for new capacity to avoid “pocket” overcrowding.

Facts and figures. From 2000 to 2010, the population of the three neighborhoods that cover CSD 14 is projected to increase by 12.5 percent overall:

	<i>Percentage</i>	<i>Number</i>
North-Side South Side	20.6	8,304
Williamsburg	10.4	3,345
Greenpoint	7.7	2,133

In 2005, the waterfront was re-zoned, which facilitated the construction of major residential projects. Among the large developments erected or now being built along the waterfront are Schaefer’s Landing (210 condominium and 140 “affordable” rental units), The Edge (575 units, scheduled to open in 2009), Northside Piers (180 units, first building scheduled to open shortly), and Palmer’s Dock (113 units, opening in 2008; all apartments are “affordable” through the inclusionary housing bonus).

According to the Blue Book, CSD 14 schools were at 67 percent of capacity in October 2006, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	68%	9,163
IS	65%	4,090
PS/IS	na	na
HS	31%	377
IS/HS	63%	879
Citywide special ed	84%	443
Charter	86%	1,193

Officially, there was space for another 8,111 students, more than in any other CSD. See Tables K-6 to K-9, Appendix C, for individual school data.

Observations. The Grier Partnership projects that CSD 14 elementary and middle school enrollment will decline markedly—by 19.5 percent (2,862 students) from 2005 to 2010 and 25.9 percent (3,806 students) from 2005 to 2015. Among the possible explanations for the enormous disparity between the projected double digit population increase and the projected double digit school enrollment decrease are: 1) the school enrollment projections do not take into account the impact of the up-zoning of the waterfront and the surge in residential construction that have occurred throughout these neighborhoods and, 2) the large decreases projected in CSD 14 enrollment will be concentrated outside of fast-growth neighborhoods.

A member of the CSD 14 Presidents Council told Comptroller staff that CSD 14 school utilization is increasing in some parts of the CSD. “The DOE has adopted a very short-sighted approach to our neighborhood. We have a tremendous amount of new residential construction but the DOE took our district as one and viewed it as ‘under-utilized.’ If you look now, there are a lot of young families with kids in pre-K and kindergarten. As those children get older, they will increasingly end up in our schools. Even DOE is rethinking the idea that this district will decrease in children by 20 percent. That is not what we or anyone else are seeing.”

Park Slope (CSD 15 and part of CSD 13)

Summary. A new school that is urgently needed to reduce overcrowding and accommodate growth is provided for in the 2005-09 Capital Plan, but will not be completed until November 2010 at the earliest.

Facts and figures. City Planning projects that from 2000 to 2010 the population of Park Slope-Gowanus will increase by 4.2 percent (2,858 persons). The up-zoning of 4th Avenue in 2003 has led to a surge in new housing construction. The first of these new developments is now being marketed, and, as recently reported in streetsblog.org, “dozens more properties along 4th Avenue from Flatbush Avenue to 15th Street are in various stages of development.”⁵³

Most Park Slope elementary schools operated at well over 100 percent of capacity, as Table K-10, Appendix C, illustrates. Aggregate utilization was at 114 percent in October 2006.

The 2005-09 capital plan provides for two new schools in CSD 15:

Project #1 (lease)	630	November 2010
Project # 2 (ECC)	441	June 2011

A senior SCA official informed Comptroller staff that the 630 seat primary school will likely be located in the “northwestern Park Slope area” and the 441 seat ECC will be “in the Ocean Parkway area.”

⁵³ February 8, 2006, “New York Can Do Better Than The `New Fourth Avenue,” accessed at: <http://www.streetsblog.org/2008/02/06/new-york-can-do-better-than-the-new-fourth-avenue/#more-3235>

Observations. Much of the projected 2000 to 2010 population increase has not yet occurred but will be generated from the hundreds of residential units now under construction or recently completed. Not counting this imminent increase in school demand, there was an aggregate shortage of 520 seats in the four schools that serve Park Slope proper.⁵⁴

Much of the new residential construction is on the up-zoned Fourth Avenue. Among the Fourth Avenue projects that will impact PS 39, PS 321, and PS 124:

- PS 39 will serve students from the 54-unit Argyle Park Slope, now under construction between 6th and 7th Streets. Inside Schools observers wrote: “Another space challenge: there is no gym or auditorium. PS 39 was using facilities at a community center across the street, but that was in the process of being sold at the time of our visit. Gym teachers teach lessons in the classrooms. The building was constructed without a cafeteria.”
- PS 321 will serve children from the 68-unit Crest condominiums at 2nd Street; the 41-unit building at Carroll Street; the 151-unit Novo Park Slope at 5th Street, and the 113-unit residential building at 343 Fourth Avenue. Observers from Inside Schools called PS 321 a “large, overcrowded school.” Yet, applying the housing unit-to-public school student ratios in the CEQR Manual for high-income Brooklyn units, these developments can be expected to generate an additional 100 students for PS 321.
- PS 124 will be impacted by the completion of 500 Fourth Avenue, a 133-unit building under construction between 12th and 13th Streets, and The Vue, a 45-unit condominium at East 16th Street. Inside Schools observers noted, regarding PS 124: “While the school is pleasant and well-maintained, it has a cramped cafeteria and a small room that barely makes do as the gym and auditorium.”

Given the excellent academic reputations of most Park Slope schools, these new buildings could attract a significant number of families with at least one elementary school-age child. The proposed 630-seat elementary school, which a SCA official told Comptroller staff will be sited in the “northwestern Park Slope area,” should provide some much-needed new capacity. However, design work for the new school is not expected to start until June 2008 and the school is not expected to be completed until November 2010, according to the February 2008 proposed Capital Plan Amendment.

Bedford, Stuyvesant Heights, Crown Heights North (CSDs 13, 16)

Summary. Schools in these two communities are officially significantly under-utilized and enrollment is projected to decline substantially. No new schools are proposed for CSD 16.

Facts and figures. City Planning projects that from 2000 to 2010, the population of these two neighborhoods will increase substantially, as follows:

	<i>Percentage</i>	<i>Number</i>
Bedford	16.2	9,576
Stuyvesant Heights	6.4	3,946
Crown Heights North	4.1	4,280

⁵⁴ The only school serving the greater Park Slope area that is not operating above capacity is PS 10, located in the South Park Slope area. PS 10 also serves a portion of Sunset Park (Greenwood Heights).

Bedford is in CSD 13. According to the Blue Book and as shown in Table K-5, Appendix C, Bedford elementary schools were at only 62.3 percent of capacity, with enough space for another 1,276 more students.⁵⁵ Stuyvesant Heights schools (Table K-13, Appendix C), which are in CSD 16, were at 66.5 percent of capacity, with space for 1,982 more students.

CSD 16 overall utilization was 60 percent, the lowest rate of any of the 32 CSDs. The Grier Partnership projects a sharp, 27.5 percent (2,773 student) enrollment decline in CSD 16 from 2005 to 2015. Given the relatively low utilization rate and the large projected enrollment loss, the 2005-09 Capital Plan provides for no new seats in CSD 16, notwithstanding the sharp population increase in Bedford.

Prospect-Lefferts Gardens, Crown Heights, Erasmus (CSD 17)

Summary. From 2000 to 2010, population growth is expected to be moderate. In October 2006, official elementary and middle school utilization was comparatively low. The 2005-09 Capital Plan therefore provides for no new capacity. However, residential development is now occurring in the zones of several schools that exceed capacity, raising concerns about the sufficiency of these schools’ capacity in the future.

Facts and figures. City Planning projects that from 2000 to 2010 the population of CSD 17 neighborhoods will increase as follows:

	<i>Percentage</i>	<i>Number</i>
Erasmus	4.5	1,424
Crown Heights North	4.3	4,280
Prospect-Lefferts Gardens	3.3	2,334
Flatbush*	1.4	1,598
Crown Heights South	1.3	435

*CSD 17 includes only the northern part of Flatbush

CSD 17 schools were at 72 percent utilization, broken out by school level as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	78%	8,836
MS	57%	3,427
PS/IS	85%	5,194
IS/HS	65%	970
Citywide special ed	87%	121
Charter	39%	766

The Blue Book reports that there were 7,650 available elementary and middle school seats in CSD 17, the second-most in any district. Nevertheless, six of the district’s 20 elementary schools were overcapacity:

⁵⁵ One reason for this is that between 1970 and 2000 the population of the Bedford neighborhood decreased 25,100, or 29 percent, among the largest population decreases among the 188 New York City neighborhoods.

	<i>Utilization</i>	<i>Enrollment/capacity</i>
PS 161 (Crown Heights)	106%	979/927
PS 397 (Wingate)	104%	403/387
PS 399 (Flatbush)	153%	440/289
PS 249 (Flatbush)	106%	742/701

See Tables K-14 to K-16, Appendix C, for individual school data. None of the CSD’s schools used transportables.

Observations. A CSD 17 CEC officer told Comptroller staff that most residential development in CSD 17 is occurring in the zones of schools that already are overcrowded. He identified PS 249 as being so overcrowded that it has been limited to K-3 and students in 4th and 5th grades are being bused to another school. He also noted that many of the schools in CSD 17 are in small buildings and it is very difficult for these schools to cope with increasing demand.

Canarsie, Rugby/Remsen Village, East Flatbush/Farragut (CSD 18)

Summary. Relatively low capacity utilization and small projected population increase would be reason to build no new capacity in CSD18. However, since seven schools used transportables, CSD 18 is slated to receive one new school.

Facts and figures. City Planning projects that from 2000 to 2010, the population of CSD 18 neighborhoods will increase as follows:

	<i>Percentage</i>	<i>Number</i>
Canarsie	2.3	1,939
Rugby-Remsen Village	1.7	1,014
East Flatbush-Farragut	1.5	826

The Blue Book reported 73 percent capacity utilization in October 2006, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	84%	9,249
IS	60%	4,060
PS/IS	68%	1,853
Citywide special ed	60%	31
Charter	0	0

Two schools were over capacity. A total of 5,577 seats were available. However, seven CSD 18 schools used transportables that housed a total of 451 students.

Observations. Since one of the goals of the 2005-09 Capital Plan was to end the use of transportables by 2012, the Capital Plan provides for one new PS/IS school with a total of 506 seats. A local Brooklyn Community Board official told Comptroller staff that the main issue in the community is the need to upgrade existing schools as opposed to increasing their capacity.

East New York, Cypress Hills (CSD 19)

Summary. The 2005-09 Capital Plan addresses overcrowding in the Cypress Hills section with 1,030 new seats. Spot overcrowding in the rest of the district, where there has been a high rate of housing construction, could persist, however.

Facts and figures. From 2000 and 2010, the population of the City Planning neighborhoods encompassing CSD 19 is expected to increase as follows:

	<i>Percentage</i>	<i>Number</i>
East New York (Part A)	10.8	9,042
East New York (Part B)	7.9	2,183
Cypress Hills-City Line-Highland Park	1.4	709

In 2006, ground was broken on a 227-acre site in East New York where nearly 2,200 new “affordable” homes will eventually be constructed; the Nehemiah Spring Creek Houses at Gateway Estates ultimately is planned to offer affordable housing for nearly 7,000 people. The first phase of the project, with 844 units, is underway. Among additional residential projects in East New York are 108 units at Sutter Avenue and 86 units at New Lots Plaza at New Lots and Jerome Avenues.

The Blue Book reports 79 percent capacity utilization, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	88%	9,810
IS	61%	4,373
PS/IS	80%	6,317
Citywide special ed	181%	65
Charter	116%	709

There were 5,661 seats available in CSD 19.

Notwithstanding the official utilization figures showing the CSD was significantly under capacity, schools in the Cypress Hills section in the northern part of the district were overcrowded and most of them used transportables or had annexes. The aggregate utilization rate for Cypress Hills elementary schools was 104.4 percent. (See Table K-17, Appendix C)

Regarding PS 65 in Cypress Hills, Inside Schools observers noted, “The small building cannot accommodate the lower grades, so kindergarten through 2nd grade children are bused to an annex some two miles away.” And about PS 89, also in Cypress Hills, Inside Schools observers wrote, “The school building, unfortunately, is too small for all the children enrolled there, so PS 89 encounters some inconveniences in sharing space with IS 302. The school library carries books only for middle school children, for example, and PS 89 students don’t eat lunch until 1:20 p.m. because the cafeteria has to serve so many children.”

The 2005-09 Capital Plan provides for two new schools in CSD 19 with a total of 1,030 seats, an increase from one 630-seat school in the Capital Plan as adopted in 2004. Both of these facilities will serve Cypress Hills:

	<i>Seats</i>	<i>Expected completion</i>
PS 89, Atlantic Avenue	330 seats (leased)	June 2009
PS/IS 630, Jamaica Avenue	700 seats	August 2009

Observations. The 2005-09 Capital Plan addresses overcrowding in Cypress Hills, but in East New York, there continues to be overcrowding at PS 260 and PS 224. The principal of PS 224 told an Inside Schools observer that “he is concerned about the ability of the school to keep up with rapid population

growth in the neighborhood.” Inside Schools observers also have cited overcrowding at PS 214 and PS 159⁵⁶ as problems. (For individual school data, see Tables K-18 and K-19, Appendix C)

A CSD 19 CEC officer told Comptroller staff that he is concerned with continued overcrowding at PS 224 (in East New York)⁵⁷ and PS 21, and he noted that PS 214 (near full capacity, also in East New York) has transportables in the playground. Another community education advocate said that even though the Blue Book reports otherwise, PS 149, PS 306, and IS 166, all in East New York, are overcrowded: “IS 166 has been struggling with having a charter school and PS 149 has an annex which has made it look as if they have fewer students than they do.”

On the other hand, the Grier Partnership projects that CSD 19 enrollment will decrease 15.8 percent (3,546 students) from 2005 to 2015. Because the Grier projections are not calculated on a neighborhood basis, it is possible that certain neighborhoods and schools will experience rising enrollment and become even more overcrowded and that the enrollment decline will occur in other parts of the CSD.

Applying the public school pupil ratio for moderate-high income units in Brooklyn from the New York City CEQR Technical Manual, the approximately 1,000 units in the Spring Creek and other projects now under construction or in advanced planning can be expected to generate around 350 public elementary and 135 public middle school students, which will offset some of the enrollment decline projected by the Grier Partnership. Ultimately, completion of the full 2,200 planned units would generate 682 public elementary school students and 286 middle school students.

Bensonhurst East, Gravesend, Seagate/Coney Island, West Brighton, Brighton Beach Homecrest, Midwood (part) (CSD 21)

Summary. The Grier Partnership projects that elementary and middle school enrollment will decline approximately 10 percent between 2005 and 2015, but community education advocates do not believe that recent influxes of new immigrants into Bensonhurst, in particular, were adequately taken into account. Because the 2005-09 Capital Plan provides for no new capacity in CSD 21, local “pocket” overcrowding and the use of transportables could persist, at least in portions of Bensonhurst.

Facts and figures. From 2000 to 2010, the population of the neighborhoods encompassing CSD 21 is expected to increase as follows:

	<i>Percentage</i>	<i>Number</i>
Brighton Beach	8.8	3,041
Bensonhurst East	4.0	2,358
Gravesend	4.0	1,172
Seagate-Coney Island	2.4	827
West Brighton	1.5	266
Homecrest	0.8	372

In October 2006, CSD 21 schools were at 82 percent of capacity, broken out as follows:

⁵⁶ Inside Schools observed: “The school’s population spills out of the landmark three-story building on Pitkin Ave. into a mini-school across the street and four portable units out back. The physical separation sometimes translates into a sense of a divided school.”

⁵⁷ 102 percent utilization (871 students, capacity of 848).

	<i>Utilization</i>	<i>Enrollment</i>
PS	91%	8,220
IS	71%	5,519
PS/IS	82%	5,947
IS/HS	85%	1,231
Citywide special ed	91%	400
Charter	0	0

Schools were recorded as having the greatest utilization rates in Bensonhurst-Bath Beach (95.8 percent, three of six schools overcapacity), followed by Brighton Beach (87.6 percent, no school was overcapacity⁵⁸), Gravesend-Homecrest (85.0 percent, one school overcapacity and two schools using overcapacity transportables), Coney Island (80.2 percent, one overcrowded school and one overcrowded transportable), and Borough Park (83.6 percent, one overcrowded school). (See Tables K-24 to K-28, Appendix C)

The 2005-09 Capital Plan provides for no new capacity for CSD 21. However, a CSD 21 CEC officer told Comptroller staff that there is need for at least one new elementary school in Bensonhurst and a middle school in Coney Island. The CEC officer believes that DOE and SCA have not adequately considered the influx of immigrants into neighborhoods such as Bensonhurst and did not consider that PS 248 was converted into an MTA training center. Nevertheless, the Grier Partnership projects a significant 10.6 percent (2,398 student) enrollment decrease between 2005 and 2015.

A Brooklyn Community Board 13 official told Comptroller staff that Bensonhurst is continuing to grow, although at a slower pace than a few years ago: “Small properties are being bought for [construction] of condos. There has been a fair amount of doubling and tripling up. The schools continue to be overcrowded in this area. The census data is way off because it does not include doubling and tripling up in units by immigrant families.” An official of Brooklyn Community Board 11, which shares CSD 21 with Community Board 13, noted that population is increasing near Surf Avenue in Coney Island as new housing is constructed. According to the official, in Bensonhurst, “A number of one and two-family homes have come down and six-story buildings have gone in instead.”

Canarsie, Sheepshead Bay, Flatlands, Manhattan Beach, Midwood, East Flatbush (CSD 22)

Summary. Local public education advocates are concerned that there could be an increase in “pocket” elementary school overcrowding in Sheepshead Bay and Bergen Beach, notwithstanding the addition of over 1,000 seats in the 2005-09 Capital Plan.

Facts and figures. City Planning projects that from 2000 to 2010, the population of the neighborhoods encompassing CSD 22 will increase as follows:

⁵⁸ PS 225 in Brighton Beach, at 96 percent capacity, serves the Brighton by the Sea apartment complex. Brighton by the Sea has been built over the past decade and continues to expand. Inside Schools observers called PS 225 “cramped.”

	<i>Percentage</i>	<i>Number</i>
Georgetown-Marine Park- Bergen Beach-Mill Basin	4.7	2,082
Erasmus	4.5	1,424
Sheepshead Bay-Gerritsen Beach -Manhattan Beach	3.9	2,546
Midwood	1.6	866
E Flatbush-Farragut	1.5	826
Flatbush (part)	1.4	1,598
Flatlands	1.3	887

In 2007, Parkmore Development announced the 208-unit Mill Harbor Waterview Residences in Bergen Beach, the largest of the residential developments in this area.

In October 2006, CSD 22 schools were at 94 percent of capacity, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	100%	8,220
IS	83%	5,519
PS/IS	91%	5,947
Citywide special ed	91%	140
Charter	0%	0

Fifteen elementary schools were overcapacity and five used transportables. There were overcapacity elementary schools throughout the CSD (see Tables K-29 to K-31, Appendix C).

The 2005-09 Capital Plan provides for 1,260 seats in four facilities, a 5.3 percent increase in capacity, but only half the 2,520 seats provided in the Plan as adopted in 2004. The 1,260 seats are:

	<i>Seats</i>	<i>Estimated completion</i>
PS 207 Annex, Sheepshead Bay	372	December 2006
PS 245, E Flatbush ⁵⁹	200	September 2006
Project #1, no site	316	July 2010
PS 152 Annex, Flatbush,	372	August 2006

All but one of these projects has been completed. The completion of one 372-seat school subsequent to October 2006 reduced CSD capacity utilization from 94 percent to 92.7 percent, assuming level enrollment.

Observations. The Grier Partnership projects an 11.2 percent (3,117 student) enrollment decline from 2005 to 2015. Such a reduction, together with the new capacity, could be expected to relieve the current overcrowding.

Local public education advocates are nevertheless concerned that there could be an increase in “pocket” overcrowding in some communities, including Sheepshead Bay and Bergen Beach. A CSD 22 CEC officer told Comptroller staff that the SCA should not have halved the number of new seats: “The SCA told us that we had ‘peaked’ and are now in decline with respect to school-age children. I don’t know how they can say this if you look at Bergen Beach where hundreds of new condos are being built where there was once empty

⁵⁹ The 2005-09 Capital Plan also lists this as a replacement project.

land. Sheepshead Bay is also growing rapidly.” According to the CEC officer, the new capacity “has helped” and “PS 245 especially moved from cramped facility to one with more space and PS 207 is a now K-8 so that it gives more options for middle school which is good.” But, he noted, “If you look at what we ended up getting [in the Capital Plan], the projects are relatively small and are mostly additions. The new PS 245 is tiny compared to most K-5 schools.” The CEC officer stated that PS 312 in Bergen Beach is “bracing itself for an increase in school enrollment.”

Ocean Hill-Brownsville (CSD 23)

Summary. With 5,544 extra seats officially available, CSD 23 schools would appear to have sufficient capacity to house the additional population moving into the district. However, there were five overcrowded schools and the 2005-09 Capital Plan provides for no new capacity in CSD 23.

Facts and figures. From 2000 to 2010, the population of the main City Planning neighborhoods encompassing CSD 23 is expected to increase as follows:

	<i>Percentage</i>	<i>Number</i>
Ocean Hill	10.0	3,306
Brownsville	3.6	2,108

The Blue Book reports a comparatively low 69 percent capacity utilization rate and 5,544 available seats in CSD 23, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	116%	908
IS	36%	927
PS/IS	74%	9,689
IS/HS	51%	443
Citywide special ed	78%	305
Charter	0%	0

Most schools operated at between 60 percent and 85 percent of capacity. However, several schools were overcrowded:

	<i>Rate</i>	<i>Enrollment/capacity</i>
PS 156	116%	908/708
PS 327	104%	166/159
PS 137	128%	150/117
PS 183	142%	175/123
IS 522	104%	175/168

The Grier Partnership projects that CSD 23 enrollment will decline 17.9 percent (2,237 students) between 2005 and 2015. Notwithstanding that there were five overcapacity schools and the substantial population increase expected in Ocean Hill, the 2005-09 Capital Plan provides no new capacity for CSD 23. Inasmuch as the Grier projections are calculated only on a CSD-wide basis, it is impossible to determine whether or not enrollment will decline in the overcrowded schools’ zones, notwithstanding the residential development that has been occurring.

Bushwick (CSD 32)

Summary. Capacity utilization in CSD 32 is comparatively low. However, the population of Bushwick is increasing substantially, including in neighborhoods where schools already were overcapacity. Since the 2005-09 Capital Plan provides no new seats for CSD 32, “pocket” overcrowding could intensify.

Facts and figures. City Planning projects that from 2000 to 2010, the population of the neighborhoods encompassing CSD 32 will increase as follows:

	<i>Percentage</i>	<i>Number</i>
Bushwick North	4.3	2,374
Bushwick South	13.5	8,724

The Blue Book reports 77 percent capacity utilization and 4,335 available seats in CSD 32, broken out by school level as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	89%	7,555
IS	61%	3,548
PS/IS	72%	2,608
Charter	263%	168

Three primary schools—PS’s 86, 116, and 123—were officially overcrowded. The Grier Partnership projects a 14.0 percent decrease (2,063 students) in elementary and middle school enrollment between 2005 and 2010 and a 19.3 percent decrease (2,846 students) from 2005 to 2015.

Observations. The three overcrowded schools are adjacent to each other, in an area where, according to a Brooklyn Community Board 4 official, there is extensive private residential development. The official told Comptroller staff: “Look at Myrtle Avenue going east and you will see that there is housing all along the street now where there used to be vacant lots. The same with parking lots. Corner lots used for ‘chop shops’ are now three-family homes. PS 86 and 116 are especially impacted.”

The Community Board official disagrees with the Grier projections. While there are a “fair number of younger folks without children,” many families are arriving and much of the new housing is two and three-family units, the official noted. The official foresees a “growing” public school population and believes that SCA “has not worked fast enough to find land or sites before it is all bought up—they are behind [the surge in] private housing in the area.”

Because of the surge in residential new construction and unanticipated in-migration, the Grier projections may overstate the expected CSD 32-wide enrollment decline. And, because the projections are CSD-wide, they may very well have missed this “pocket” where overcrowding could worsen. Elementary school utilization rates elsewhere in CSD 32 are relatively low.

The 2005-09 Capital Plan provides for one new 441-seat school to be completed in CSD 32 by September 2009. However, it is to be a charter school and it is located in space the Blue Book reports is available in the MS 383 building, now occupied solely by the Philippa Schuyler borough-wide gifted and talented middle school.⁶⁰

⁶⁰ Although the school will have 441 sets, the 2005-09 Capital Plan budgets its construction at only \$1 million.

Queens

Corona, Elmhurst, Middle Village, Ridgewood, Maspeth (CSD 24)

Summary. According to the Blue Book, in October 2006, CSD 24 was the most overcrowded district in the city. City Planning projects significant 2000 to 2010 population increases. In response, the 2005-09 Capital Plan provides this CSD with more than 5,000 new seats. Nevertheless, local community education advocates are concerned that even after these projects are completed, overcrowding will persist in some schools.

Facts and figures. City Planning projects that from 2000 to 2010 the population of the neighborhoods encompassing CSD 24 will increase by 5.5 percent, broken out by neighborhood as follows:

	<i>Percentage</i>	<i>Number</i>
North Corona	13.0	6,148
Corona	6.8	3,571
Elmhurst-Maspeth	6.3	1,545
Woodside (part)	4.6	2,042
Maspeth	3.9	1,136
Elmhurst	3.6	3,145
Middle Village	2.8	1,067
Glendale	2.3	718

CSD 24 had a school capacity utilization rate of 105 percent, the highest rate among the 32 CSDs, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	117%	19,849
IS	89%	8,958
PS/IS	99%	6,616
HS	0%	0
Citywide special ed	86%	324
Charter	0%	0

The vast majority of the district’s elementary schools were overcapacity, many of them in excess of 125 percent. The elementary school capacity utilization rate was 130.0 percent in Elmhurst, 112.8 percent in Corona, 110.5 percent in Glendale-Ridgewood, 110.7 percent in Woodside and Maspeth, and 107.4 percent in Middle Village. In October 2006, there was an immediate need for 3,461 more elementary school seats: 1,153 in Elmhurst, 682 in Corona, 864 in Ridgewood and Glendale, 657 in Woodside and Maspeth, and 105 in Middle Village. (For individual schools, see Tables Q-1 to Q-5, Appendix C.) Since October 2006, the opening of PS/IS 269 raised CSD 24 capacity by 500, to 34,561, and the utilization declined to 103.4% from 105%, assuming level enrollment.

Observations. Community leaders told Comptroller staff that because so many schools are severely overcrowded, 5,220 new seats are not sufficient, especially not when the expected population growth is considered:

- In Elmhurst, PS 7 is so overcrowded that there is not enough room for 4th and 5th grades. The older students must attend a stand-alone two-year “academy” in a leased facility with no gym or auditorium on the opposite side of the school’s zone.
- PS 199 in Sunnyside/Woodside ends at 4th grade, with 5th grade students attending school at the local middle school.
- PS 14 in Corona buses its entire Kindergarten to a school in Fresh Meadows in CSD 25 and may have to eliminate Pre-K classes next year.

A former officer and current member of the CSD 24 CED told Comptroller staff that these issues will not be resolved by the end of the current Capital Plan period and the 2005-09 Plan does not address PS 14 busing.

To address overcrowding throughout the CSD, the 2005-09 Capital Plan now provides for ten new school facilities with a total of 5,220 seats, more seats than in any other district except CSD 20 and an increase from 4,660 seats in eight facilities in the Capital Plan as initially adopted in 2004. The proposed facilities and estimated completion dates are as follows:

	<i>Seats</i>	<i>Estimated completion</i>
PS 13 Addition	707	August 2010
PS 49 Addition	410	December 2009
PS 102 Addition	936	February 2010
PS 113 Addition	446	January 2010
PS 128	497	December 2009
PS 245 ECC (Seneca Ave)	441	May 2008
PS/IS 260 (Roosevelt Ave)	996	July 2008
PS/IS 269	500	September 2007
St. Bartholomew School	220	August 2009
Project # 8	67	May 2010

The Grier Partnership projects a moderate enrollment decrease of 5.7 percent between 2005 and 2010 (2,185 students). From 2005 and 2010, only a slight 2.1 percent decline (801 students) is projected. These are among the smallest projected decreases of any CSD in the city (only four of 32 CSDs are projected to gain enrollment by 2015). Given the substantial population increase City Planning projects for 2000 to 2010, particularly in Corona, North Corona, and Elmhurst-Maspeth, and given that the Grier projections do not take into account new housing construction permits, there could well be a net increase in the district’s population by 2015.

Students will have to wait several more years before the planned relief is available. The only school in the 2005-09 Capital Plan so far completed is 500-seat PS/IS 269. The current five-year plan will have ended before 2,156 of the promised seats are completed.

Douglaston, Little Neck, Floral Park, Auburndale, Bayside, Bellerose, Oakland Gardens, Fresh Meadows (CSD 26)

Summary. CSD 26 elementary schools are overcrowded and the population of the CSD continues to grow as new residential construction continues. Nevertheless, DOE projects an enrollment decline. Local community leaders disagree with DOE and do not believe the 441 new seats in the 2005-09 Capital Plan will be sufficient.

Facts and figures. From 2000 to 2010, the population of neighborhoods included in CSD 26 is expected to increase as follows:

	<i>Percentage</i>	<i>Number</i>
Bellerose	3.3	804
Auburndale	2.7	548
Douglas Manor-Douglaston- Little Neck	2.4	591
Bayside	2.3	1,010
Oakland Gardens	1.6	451
Fresh Meadows-Utopia	1.0	178
Glen Oaks-Floral Park- New Hyde Park	0.8	173

In October 2006, CSD 26 schools operated at 98 percent of capacity, by school level as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	109%	9,422
IS	86%	5,441
PS/IS	100%	1,640
Citywide special ed	75%	668
Charter	0%	0

The Blue Book reports that 562 more elementary school seats were needed. Elementary schools were overcapacity throughout virtually the entire district: Little Neck and Glen Oaks (112.7 percent); Floral Park, Bellerose, Queens Village (102.7 percent); Bayside (105 percent); and Hollis Hills, Fresh Meadows, Oakland Gardens, Jamaica Estates (97.8 percent). (See Tables Q-6 to Q-9, Appendix C)

The 2005-09 Capital Plan provides for three new school facilities with a total of 441 seats. These include:

	<i>Seats</i>	<i>Estimated completion</i>
Project #1	91	August 2011
ECC@ American Martyrs site	250	March 2009
PS 94 Annex	100	September 2007

City Planning estimates that the population of the communities comprising CSD 26 will increase moderately between 2000 and 2010. However, the Grier Partnership nevertheless projects a 7.7 percent enrollment decrease (1,295 students) between 2005 and 2015.

Observations. A CSD 26 CEC officer told Comptroller staff that enrollment will not decline as projected. Throughout the district, s/he said, single-family homes are being torn down and replaced by multi-family apartment buildings. S/he estimates that in recent years about 300 single-family homes were replaced. The CEC officer also said that the single-family homes typically housed older residents, while the units under construction are more likely populated by younger couples and families. “Many of the families moving into the new construction seem to be first generation and I believe the numbers have risen. I disagree that enrollment will decline and City Planning is missing the boat on its projected numbers,” s/he stated. Another

factor has been an increase in undocumented immigrants who are not included in DOE/SCA projections, “but they are using our schools.”

A Queens Community Board 11 official (covers CSD 26) also believes that the Grier projections understate projected enrollment. The official said that Bayside, in particular, has been getting many new residents. The official also echoed the CEC officer’s observation that older single-family homes are being torn down and replaced by larger structures, and she added that lots are being subdivided in order to build more housing: “A lot of people want to live here because our schools have such a good reputation.”

In October 2006, PS 94 in Little Neck was at 178 percent of capacity, the most overcrowded school in the CSD, with 417 students in space intended for only 234. The new PS 94 Annex has helped there “a bit,” but “they are still severely overcrowded in their main building,” the CEC officer told Comptroller staff.

Unless there is a substantial enrollment decline, schools in the southern part of the district which were overcapacity or close to it—PS 191 in Floral Park (136 percent) and PS 133 in Bellerose (94 percent)—may continue to have space shortages. 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.

South Ozone Park, Richmond Hill, Far Rockaway, Edgemere (CSD 27)

Summary. The 2005-09 Capital Plan provides CSD 27 with another 2,331 seats. Community leaders remain concerned, however, that the new capacity the Plan so far has sited in the southern part of the CSD (Rockaway Peninsula) will fall short of future needs, considering that construction of hundreds more units in two major projects is imminent and several thousand more units could be added by 2015. In the northern part of the CSD, community leaders urge that at least one of the two still-unsited 2005-09 Capital Plan projects for CSD 27 be located in Richmond Hill.

Facts and figures. From 2000 and 2010, City Planning projects that population in CSD 27 neighborhoods will increase as follows:

	<i>Percentage</i>	<i>Number</i>
Hammels-Arverne-Edgemere	17.6	5,578
Far Rockaway-Bayswater	9.3	4,505
Richmond Hill	3.3	2,105
South Ozone Park	2.5	1,973

According to the developer, groundbreaking is slated for Fall 2008 for Beach Green (formerly Arverne East), which will have a total of 1,650 units when completed. The first phase includes 700 units of two- and three-family homes and four-story walk-ups. At least 43 percent of the units will be set aside for “affordable” rental and ownership opportunities.⁶¹ When completed, another major development, Arverne-by-the-Sea, will comprise six neighborhoods with a total of 2,295 units, of which 266 were under construction and 589 have been built (as of April 2008).⁶²

⁶¹ Source: Telephone conversation with Susan Fine, Manhattan office of Arverne East/Beach Green, April 14, 2008.

⁶² Source: Arverne-by-the-Sea sales office, telephone conversation, April 14, 2008.

School capacity utilization for CSD 27 was 94 percent, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	108%	13,713
IS	81%	8,191
PS/IS	89%	10,670
Citywide special ed	78%	275
Charter	525%	252 ⁶³

In October 2006, elementary school utilization rates in the CSD by neighborhood were: Richmond Hill (116.5 percent), Ozone Park and South Ozone Park (104.5 percent), Arverne-Rockaway Beach-Rockaway Park (99.8 percent), Far Rockaway-Edgemere (97.0 percent), and Howard Beach (94.9 percent). (See Tables Q-10 to Q-14, Appendix C).

The 2005-09 Capital Plan addresses overcrowding with six new school facilities with a total of 2,331 seats.

	<i>Seats</i>	<i>Estimated completion</i>
PS 303	441	June 2008
Project #4	520	December 2011
Project #1	441	November 2010
PS 43 Annex	150	August 2005
PS 273 (ECC)	379	November 2009
PS 42	400	June 2011

Two of these projects, with a total of 550 seats, are located on the Rockaway Peninsula. The 150-seat annex for PS 43 in Far Rockaway (Beach 29th Street) was built by developer Ron Herschko of United Homes at a cost of \$2.5 million; the 2005-09 Capital Budget included \$520,000 for this project. PS 42, which is receiving a 400-seat addition, is in Arverne (Beach 66th Street). In the northern part of the district, overcrowding is being addressed by 441-seat PS 303 and 379-seat PS 273 ECC.

Sites have not been identified for two schools listed in the 2005-09 Capital Plan, one with 520 seats and a proposed leased facility with 441 seats.

Observations. A Queens Community Board 14 official told Comptroller staff that the most pressing new capacity need in CSD 27 remains in Arverne, where Arverne-by-the-Sea is to be joined by Beach Green.⁶⁴ The official stated that the two nearest schools, PS 43 and PS 106, are overcrowded and another elementary school will be needed for the new population:

“We do not have enough school space to accommodate the number of families that will move in.... The development team is very concerned. You will not be able to sell these units because there are no schools for these students to go to.”

⁶³ Peninsula Prep Academy currently is located at IS 53 (capacity of 48) but is to be moved to a new charter school to be built in the Arverne-by-the-Sea development. It is not a zoned school. According to the CEC officer, children are being bused there.

⁶⁴ Beach Green (formerly Arverne East) will cover the area from Beach 44th Street to Beach 32nd Street.

A CSD 27 CEC officer told Comptroller staff that although the expansion of PS 42 will help, he remains concerned that the 2005-09 Capital Plan does not adequately address new capacity needs in Arverne:

“It is totally inadequate. There was no discussion requiring the builder to construct a school. There was no plan. And these are first time home buyers—lower middle to middle income families—that will have public school students. This is absolutely our biggest need.”

At a recent Community Board 14 meeting⁶⁵ the developers of Beach Green gave a presentation on their project. They said that they had “set aside 1.87 acres for school expansion,” but “construction is up to the SCA.”

The nearly 4,000 units recently built, under construction or in advanced planning in these two projects can be expected to generate at least 680 public elementary school students and 360 public middle school students, according to the applicable CEQR Technical Manual units-to-public school student ratio.⁶⁶

Considerably more than the 550 new 2005-09 Capital Plan seats (in PS 43 and PS 42) so far sited on the Rockaway Peninsula may be required to serve all the families with children who can be expected to reside in the area by 2015. The CEC officer noted that the expanding Arverne-by-the-Sea development consists mostly of larger two-family units, which have “high potential” to house families with children. The officer noted there is another school in the Arverne area, PS/MS 333 (the Goldie Maple Academy), but it is not a zoned school (children must apply) and, since it is not proximate to Arverne-by-the-Sea, it will not be convenient to serve that development as it grows.⁶⁷ Another school, Peninsula Prep, also is not a zoned school.

In the northern part of the CSD, a Queens Community Board 9 (Richmond Hill, Woodhaven) official told Comptroller staff that Richmond Hill schools “have been overcrowded for years” and that another elementary school is needed there. Comptroller staff were advised that the new PS 303 “is really not in Richmond Hill, but in Woodhaven and too far for most Richmond Hill students,” and the PS 273 Early Childhood Center is in Richmond Hill, “but it is not nearly enough.” The Community Board official hopes that one of the two schools that have not yet been sited will serve Richmond Hill: “The Jamaica Avenue strip is where we need schools the most.” It was also noted that there continues to be substantial immigration into the community and “a lot of doubling up and tripling up in one- and two-family units—illegal conversions—that has not been considered in needs projections.”

The CSD 27 official also said that Richmond Hill and Ozone Park schools are overcrowded, and told Comptroller staff: “We are trying to address the need. PS 303, which will be at the old St. Anthony’s Hospital campus on Woodhaven Boulevard between Atlantic and Jamaica, was supposed to be an ECC but will now be K-5. The same with PS 273 (88-01 102nd Street) a few blocks away; these will both be K-5 schools.”

⁶⁵ April 8, 2008. The meeting was attended by a Comptroller staff member.

⁶⁶ Calculated by applying the ratio for moderate-high income units in Queens of 0.17 students per unit for elementary schools and 0.9 students per unit for middle schools.

⁶⁷ PS/IS 333 is replacing the phased out IS 198 at Beach 56th Street. This school will eventually be an 800-seat K-8 facility but currently enrolls approximately 600.

Because these projects may still not be enough, the official said, the CEC is developing a school rezoning plan for six schools in the Richmond Hill and Ozone Park areas to try to alleviate overcrowding in the near future. Rezoning is not a long-term solution, however, he added.

The Community Board 9 official stated that SCA does not move fast enough to purchase land that gets subsequently “gobbled up” for residences. The CEC official agrees: “My problem is that the DOE is reactive rather than proactive.”

The Grier Partnership projects that CSD 27 enrollment will decline 6.9 percent (2,343 students) between 2005 and 2015. However, since CSD 27 is a geographically especially large and diverse CSD (encompassing far-flung neighborhoods from Woodhaven and Howard Beach to Far Rockaway and Breezy Point across Jamaica Bay), the Grier CSD-wide projections are particularly unhelpful for projecting where within the CSD enrollment will decline and where it will rise and is of little practical use in new capacity planning.

South Jamaica, Jamaica Center, Briarwood, Kew Gardens, Forest Hills, Rego Park (CSD 28)

Summary. Most of the elementary schools in Rego Park, Forest Hills, and Kew Gardens are overcrowded, some severely so. Since most of the 2,520 new seats provided for CSD 28 in the 2006-09 Capital Plan have not yet been sited, it is not possible to determine if the Plan adequately addresses the new capacity needs of these neighborhoods.

Facts and figures. Except for South Jamaica, City Planning projects that from 2000 to 2010, population will increase as follows in the neighborhoods encompassing CSD 28:

	<i>Percentage</i>	<i>Number</i>
South Jamaica (part)	10.3	3,615
Jamaica (part)	5.8	3,015
Briarwood-Jamaica Hill (part)	4.4	1,651
Richmond Hill	3.3	2,105
Kew Gardens	2.8	727
Rego Park	1.6	494
Forest Hills	1.3	1,044

The Blue Book reports that in October 2006, CSD 28 schools were at 91 percent capacity, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	104%	5,961
IS	66%	3,299
PS/IS	101%	10,886
IS/HS	76%	2,099
Citywide special ed	32%	35
Charter	0%	0

Officially, there was enough space for 2,168 more students. Virtually all of the elementary schools in the northern and middle sections of CSD 28 were overcrowded: an average of 111.9 percent in Rego Park and Forest Hills and 99.7 percent in Kew Gardens and northern Jamaica. In the rest of Jamaica, South Jamaica, and Richmond Hill, the utilization rate was 89.9 percent, although seven of the ten elementary schools in this area used transportables and the utilization rate would have been 99.3 percent if transportables had not been counted in capacity. (For individual schools, see Tables Q-15 to Q-17 in Appendix C.)

The 2005-09 Capital Plan calls for five new school facilities with 2,520 seats, a 7.8 percent increase over the current capacity.

	<i>Seats</i>	<i>Estimated completion</i>
Project #2	603	June 2011
Project #4	425	February 2011
ECC @ old PS 3 site	216	July 2008
PS/IS 48	611	June 2011
Project #5	665	February 2011

Construction has started on only the 216 seats at the Early Childhood Center at the PS 3 site, according to the February 2008 Proposed Amendment. Three projects, with 1,693 sets—67 percent of the total seats the Plan provides for the district—have not yet been sited.

Observations. The Grier Partnership projects that CSD 28 will experience a 5.5 percent enrollment decrease between 2005 and 2010 and a 9.0 percent decrease between 2005 and 2015. Given the large increase in population expected in the South Jamaica section of the CSD, it is likely that demand for schools seats will rise in this area. Projected decreases could occur elsewhere, in neighborhoods where City Planning projects only small increases in total population.

A Queens CB 6 official (covers Rego Park and Forest Hills) expressed concern to Comptroller staff that “there is nothing proposed, nothing on the drawing board that will help with Forest Hills/Rego Park overcrowding. The PS 3 site addition is all and it barely scratches the surface of our need... Schools in Rego Park, especially, have continued to get more overcrowded and yet there doesn’t seem to be a long-term plan to address it,” the official told Comptroller staff. The official said that “land is hard to come by,” but that DOE and SCA should “more aggressively pursue developers, both commercial and residential, to try to work out possible school construction plans.”

Rosedale, Laurelton, Cambria Heights, Queens Village, Springfield Gardens, St. Albans, South Jamaica, Hollis (CSD 29)

Summary. Widespread elementary school overcrowding in the northern part of the district is being partially addressed by the opening of a new school there in 2007. Local public education advocates are concerned that overcrowding in elementary schools elsewhere in the CSD will persist, notwithstanding a projected decrease in enrollment.

Facts and figures. City Planning projects that from 2000 to 2010, the population of the neighborhoods that make up all or part of CSD 29 will increase as follows:

	<i>Percentage</i>	<i>Number</i>
South Jamaica	10.3	3,615
Springfield Gardens S-Brookville	8.6	1,623
Jamaica (part)	5.8	3,015
Briarwood-Jamaica Hill	4.4	1,651
Rosedale	3.3	852
St. Albans	2.1	1,863
Laurelton	1.7	460
Queens Village	1.0	622
Hollis	0.3	710
Springfield Gardens N	0.3	791
Cambria Heights	0.0	74

CSD 29 schools were at 90 percent of capacity in October 2006, broken out as follows:

	<i>Utilization</i>	<i>Enrollment</i>
PS	101%	8,983
MS	78%	5,787
PS/IS	90%	8,724
Citywide special ed	84%	170
Charter	0%	0

Officially, CSD 29 had space for 2,518 more students.

Schools in the northern part of the district (Jamaica, Queens Village, Hollis) were at 98.6 percent of capacity. In Cambria Heights and St. Albans, the utilization rate was 93.9 percent, and in Springfield Gardens, Rosedale, Laurelton, Brookville they were at 94.7 percent. (See Tables Q-18 to Q-20, Appendix C)

The 2005-09 Capital Plan includes for one new school in CSD 29. This school, PS/IS 295, has 650 seats and opened in September 2007 on Jamaica Avenue in Queens Village. The opening of this school effectively reduced the capacity utilization rate reported in the Blue Book from 105 percent to 103.4 percent, assuming level enrollment.

Observations. A Chancellor’s Parent Advisory Council (CPAC) member for CSD 29 told Comptroller staff the new 650-seat PS/IS 295 is helping to relieve overcrowding at PS 33, PS 35 and PS 135. However, the member noted that PS 116 (101 percent of capacity) in South Jamaica continues to be overcrowded, and PS 36 in Cambria Heights “is a huge problem, it is way overcrowded” and is too far from the new PS 295 to have benefited from its opening. The member also said that PS 95 in Jamaica (127 percent of capacity) “is very large and has big space problems—it is extremely overcrowded and class sizes are too large.”

Table Q-20, Appendix C, shows that in the southern part of the district, there were four overcapacity schools and two other schools that used transportables. The CPAC member noted that PS 251 was to have enrolled only Pre-K to 2nd grade students, but because of need, “this school has added extra grades that it really does not have space for” and PS 195 is a “very high performing and popular school,” but it is “well over capacity with a district wide Gifted and Talented program. Fifth grade has over 30 students in class.” Comptroller staff was informed that shifting students from overcapacity schools to schools with available seats is not practical in most locations: “Major highways bisect a lot of these neighborhoods. It is difficult to move students around and it would be hard for young children to reach certain schools safely.”

The Grier Partnership projects that CSD 29 elementary and middle school enrollment will decrease 11.4 percent between 2005 and 2010 and 16.2 percent between 2005 and 2015. Since the Grier projections are done only on a CSD-wide basis, it is impossible to speculate whether the projected enrollment declines will be concentrated in slower growing parts of the district, while those neighborhoods expected to experience substantial overall population growth, including Springfield Gardens and South Jamaica, experience an enrollment increase. The CPAC member told Comptroller staff, “We are getting a lot of new residents. This is an area where many first-time home buyers come, predominantly African Americans and immigrants from the Caribbean, as well as Latin America. There is a lot of housing construction in the southern part of Springfield Gardens as well as in the South Jamaica/St. Albans area. Rosedale and Hook Creek are also getting development.”

A Queens Community Board 12 official told Comptroller staff that Jamaica, especially South Jamaica, continues to receive immigrants from the Caribbean as well as from India and Bangladesh,” and that “there are many multi-family dwellings taking the place of single-family residences.”

Jackson Heights, Woodside (CSD 30)

Summary. Schools in Jackson Heights and Woodside were overcrowded in October 2006. The 2005-09 Capital Plan responds by providing for at least one and possibly two new schools.

Facts and figures. City Planning projects that from 2000 to 2010, the population of these two neighborhoods will increase as follows:

	<i>Percentage</i>	<i>Number</i>
Woodside (partial)	4.6	2,042
Jackson Heights	1.4	1,586

Immigrants have continued to arrive in Jackson Heights and Woodside from around the world—Bangladesh, Mexico, the Philippines, Indonesia—joining Irish immigrants who arrived in large numbers in the 1980s. Community Board 2 Chair Joseph Conley recently was quoted in the *New York Times* observing that this area’s “biggest problem is coping with the strains of development...With large new apartment buildings being built, and single family homes being converted, legally and illegally into multi-unit buildings, on-street parking is scarce. Schools are overcrowded...”⁶⁸

As shown in Tables Q-23 and Q-24 in Appendix C, in October 2006, ten of the 11 Jackson Heights and Woodside elementary schools were overcrowded. The aggregate capacity utilization rate in the Woodside portion of CSD 30 was 115.4 percent, and in Jackson Heights it was 111.3 percent. The schools were 1,173 seats short.

Observations. The 2005-09 Capital Plan provides for overcrowding relief in CSD 30 with two new schools and a total of 1,219 seats. It has been reported that at least one and possibly both of these schools will be located in Jackson Heights. However, since neither school has been officially sited yet, it could be several years at the earliest before they open their doors.⁶⁹ Meanwhile, unless demographic forces cause a significant decline in enrollment, Jackson Heights schools will continue to be overcrowded.

The Grier Partnership projects that from 2005 to 2010, elementary and middle school enrollment in CSD 30 will decline by 11.8 percent (3,546 students), and from 2005 to 2015 by 17.7 percent (5,355). However, because Grier Partnership projections are not broken out by community and do not consider the population impact of residential new construction building permits, it is not known whether or not school enrollment in Jackson Heights and Woodside will decline or, if it does decline, at what rate.

⁶⁸ Jake Mooney, “Living In Woodside Queens/Cheap, Convenient and Teeming,” *New York Times*, March 16, 2008.

⁶⁹ Project #2, a 630-seat newly constructed school, is projected to be completed in September 2011, and Project #3, a 598-seat school in leased facilities, is projected to be completed in January 2011.

IV. Recommendations

This January, elected officials and CEC and Community Board officials met to discuss the adequacy of new capacity provided for Manhattan in the 2005-09 Capital Plan. The concerns they raised apply citywide: DOE and SCA respond to rapid residential development too slowly and without enough new capacity; official enrollment projections understate future needs in many neighborhoods; the current Capital Plan does not adequately account for State class size reduction mandates; DOE's capacity utilization formula understates actual utilization because it does not adequately take into account space now used for classrooms that was previously used for music, art and other specialty rooms, gyms and auditoriums; and, finally, there is not enough input from parents in neighborhoods with overcrowded schools.

In response to such concerns, the Office of the Comptroller has developed recommendations that include improvements in the capital planning process for schools and increased accountability and transparency in that process. We also propose new ways to finance and accelerate school construction, including financing construction of buildings combining schools and residential and/or commercial uses; this could create new school capacity without adding to the already strained DOE capital budget and, in some cases, solve one of SCA's biggest problems—finding land on which to build new schools.

The Office of the Comptroller recommends:

- **To make the DOE/SCA enrollment projections much more relevant and valid for determining where to site new capacity, and to address “pocket” overcrowding, for planning purposes SCA should divide CSDs into a number of discrete communities, with separate enrollment projections for each of these communities. In addition, a single entity should prepare enrollment projections, combining the analysis used by the Grier Partnership methodology and the additional analysis conducted by SCA.** Currently, to determine where within a CSD to locate a new school, SCA starts with the Grier Partnership CSD 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 Grier enrollment projection on a neighborhood or school zone level.
- **DOE and SCA implement a system/plan/program similar to that required of City agencies under the City Environmental Quality Review (CEQR) in order to assess in a more timely fashion the impact of new housing development on school enrollment.** The CEQR requires that City agencies assess the impact of proposals made or approved by them on the applicable local communities. This assessment includes a requirement that the impact on school enrollment be analyzed for applicable new housing construction of more than 100 units. We recommend that this approach become part of the methodology used by DOE and SCA to project school enrollment and develop its capital plan and amendments. The 100-unit threshold could be increased if the standard is too low to be reasonable. However, a system of this type would permit a much more flexible and timely response to changing needs for new school capacity than is currently possible.
- **DOE 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.

- **SCA improve transparency of its capital planning process as well as public access.** It is essential that the Grier enrollment projection methodology and the methodology by which SCA applies the Grier methodology 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, 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.
- **SCA seek to build more elementary and middle school classroom space in new residential developments.** Perhaps the greatest challenge to building new schools in neighborhoods undergoing strong residential development is finding affordable, appropriate building sites.

The quickest way to build the additional classrooms needed in expanding neighborhoods is to co-locate schools with new residential and/or commercial development. To do this, SCA must keep close track of private development in areas with elevated school capacity utilization rates and, in neighborhoods where residential development will likely lead to significant school overcrowding, approach developers about including a school in their project. Among possible ways to provide financial incentives for developers to participate in mixed-use projects are:

- *Allow the New York City Educational Construction Fund (ECF) to finance mixed-use projects on private property.* ECF finances combined-use structures on City-owned land. The school portion of the project is financed through tax-exempt bonds. Ground rents, lease payments and/or tax equivalency payments from the non-school portion of the project provides the debt service on the bonds.

Applicable laws and regulations would be amended so that ECF is also permitted to issue tax-exempt bonds to finance the development of residential buildings on privately owned land, where the developer agrees to provide a school as part of his development. This would provide a benefit to the developer, whose financing would be significantly less expensive due to the lower interest rates on tax-exempt bonds; the benefit to the City would be a new school in an area where the population is about to increase as a result of the residential construction. The debt service on the bonds would be provided through payments from the developer, similar to, but less expensive than, the mortgage payments the developer would otherwise have to make.

- *Allow the New York City Industrial Development Agency (IDA) to finance industrial and commercial projects that include a public school.* IDA finances construction or substantial rehabilitation of industrial and manufacturing projects. The developer is provided with tax-exempt financing and/or exemptions from certain taxes.

Applicable laws and regulations would be amended so that IDA is also permitted to issue tax exempt bonds to finance the development of commercial projects, where the developer agrees to provide a school a part of his development.

- *Provide a new property tax exemption for private residential developments that incorporate a school.* The City would provide an incentive to private developers to include a school in their residential developments by providing a real property tax exemption in an amount sufficient to reimburse the developer for the cost of the school, with interest, over a ten- or twenty-year period.
- *Charge District Improvement Fund Bonus Payments (known as “DIBs”) to developers in return for increases in floor area ratios (FAR), and use these funds to finance the construction of public schools.* DIBs are part of the incentive program for the development of Hudson Yards on Manhattan’s far West Side. A similar program might be created for other large developments, with criteria to be established after appropriate study and review, so that a project such as Queens West, for example, would ultimately finance the construction of a public school necessitated by the increase in school-age population resulting from the project.
- *Amend the Zoning Resolution to apply certain provisions of the South Richmond Special District Plan to other parts of the City.* At present, the Zoning Resolution requires that, for residential construction in a designated portion of Staten Island, either the Department of Education must certify that sufficient school space is available to accommodate the increase population, or the developer must provide such school space in order to be permitted to develop his project. This requirement could be extended to other parts of the city where substantial new housing construction is taking place, or is projected to take place in the near future.

In some instances, the financial incentives above could be leveraged with the community facilities FAR (floor area ratio) bonus now available in many residential, commercial, and manufacturing zones. A FAR bonus provided together with a financial incentive might make a mixed-use project with a public school feasible when the FAR bonus or the financial incentive alone would not be enough. The financial incentives could encourage the wider use of the community facilities bonus for public schools.

Appendix A

Enrollment Projections, Capacity Utilization, Planned New Capacity by CSD

Community School District and City Planning Department neighborhoods	2005–2010 projected enrollment change	2005–2010 projected enrollment change	2005–2015 projected enrollment change	2005–2015 projected enrollment change	2006 CSD capacity utilization	2006 utilization # under or over capacity	Feb. 2008: 2005-09 Capital Plan # of new seats (& schools)	June 2004:* 2005-09 Capital Plan # of new seats (& schools)	Total capacity, 2006	Increase in capacity as per Feb. 2008 Proposed Amendment
1 Lower E Side, E Village, E Chinatown	-2.8	-288	-7.5%	-761	72%	-4,236	0	0	15,110	0
2 Upper E Side, E Midtown, Chelsea, Clinton, G Village, Lower M'hattan, W Chinatown	+9.2%	+2,350	+18.5%	+4,697	93%	-1,832	3,890 (8)	1,890 (3)	26,601	14.6%
3 West Side & S Harlem	-6.6%	-1,024	-2.2%	-388	86%	-2,924	0	0	18,098	0
4 E Harlem	-17.7%	-2,290	-22.6%	-2,930	73%	-4,639	0	0	17,097	0
5 North and Central Harlem	-15.1%	-2,017	-13.2%	-1,759	74%	-4,541	0	0		0
6 Washington Hts, Inwood	-20.4%	-5,085	-32.6%	-8,135	86%	-3,862	1,103 (2)	1,700 (3)	17,268	4.2%
7 Mott Haven, Melrose	-11.5%	-1,750	-10.1%	-1,530	72%	-6,040	0	0	26,180	0
8 Soundview, Throgs Neck, Hunts Point	-7.8%	-1,784	-11.1%	-2,543	85%	-4,180	440 (2)	0	27,216	1.6%
9 Highbridge, Mott Haven, Morrisania, E Tremont	-14.1%	-4,338	-15.7%	-4,824	87%	-4,144	1,890 (4)	1,700 (3)	32,624	5.8%
10 Riverdale, Kingsbridge, Bedford Pk, Fordham N, Norwood, University Hts	-11.4%	-4,817	-16.0%	-6,767	99%	-528	2,520 (5)	4,030 (8)	39,982	6.3%
11 Co-Op City, Baychester, Woodlawn, Wakefield, Eastchester, Westchester Sq, Parkchester	-7.2%	-2,152	-7.6%	-2,260	95%	-1,765	2,960 (5)	3,780 (6)	29,670	9.9%

continued

*This Appendix does not count School Improvement and Restructuring Allocations (SIRA) "room conversion" projects as capacity. For elementary and middle schools, the 2005-09 Capital Plan February 2008 Proposed Amendment lists six non-Pre-Kindergarten PS/IS room conversion projects in the Bronx (total expenditure of approximately \$15.5 million), two in Manhattan (total expenditure of approximately \$5.2 million), and one in Queens (\$246,000). As discussed in the main text, approximately \$15.1 million of the total 2005-09 room conversion expenditure is to relocate PS 63 into PS 2.

Community School District and City Planning Department neighborhoods	2005–2010 projected enrollment change	2005–2010 projected enrollment change	2005–2015 projected enrollment change	2005–2015 projected enrollment change	2006 CSD capacity utilization	2006 utilization # under or over capacity	Feb. 2008: 2005-09 Capital Plan # of new seats (& schools)	June 2004:* 2005-09 Capital Plan # of new seats (& schools)	Total capacity, 2006	Increase in capacity as per Feb. 2008 Proposed Amendment
12 West Farms, E Tremont, Crotona Park	-7.7%	-1,466	-8.8%	-1,617	80%	-4,548	0	0	22,874	0
13 DUMBO, Dwntown Bklyn, Bklyn Hts, Prospect Hts, Fort Greene	-18.7%	-2,257	-27.2%	-3,280	66%	-6,786	0	0	19,670	0
14 Williamsburg, Greenpoint, North Side, E Williamsburg	-19.5%	-2,862	-25.9%	-3,806	67%	-8,111	0	0	24,256	0
15 Park Slope, Sunset Pk, Windsor Terrace, Red Hook, Carroll Gdns, Cobble Hill	-2.1%	-486	+4.8%	+1,112	88%	-2,867	1,071 (2)	630 (1)	23,720	4.6%
16 Bedford, Stuyvesant Hts	-19.3%	-1,947	-27.5%	-2,773	60%	-6,116	0	0	15,300	0
17 Prospect-Lefferts Gdns, Crown Hgts, E Flatbush	-17.9%	-3,974	-26.6%	-5,895	72%	-7,650	0	0	28,967	0
18 Canarsie, E Flatbush, Rugby/Remsen Vlg	-13.1%	-2,184	-22.0%	-3,685	73%	-5,577	506 (1)	630 (1)	20,928	1.7%
19 E New York, Cypress Hills	-10.2%	-2,297	-15.8%	-3,546	79%	-5,661	1,030 (2)	630 (1)	26,935	3.8%
20 Bay Ridge, Dyker Hts, Boro Pk (part), Sunset Pk (part), Bensonhurst W, Bath Beach	+4.7%	+1,395	+20.0%	+5,878	103%	+974	5,448 (9)	5,118 (8)	28,026	19.4%
21 Coney Island, Brighton Bch, Gravesend, Boro Pk (part), Midwood (part)	-9.8%	-2,229	-10.6%	-2,398	82%	-4,627	0	1,260 (2)	26,127	0
22 Sheepshd Bay, Marine Pk, Flatlands, Midwood, Flatbush	-8.6%	-2,414	-11.2%	-3,117	94%	-1,639	1,260 (4)	2,520 (4)	27,361	5.3%

continued

Community School District and City Planning Department neighborhoods	2005–2010 projected enrollment change	2005–2010 projected enrollment change	2005–2015 projected enrollment change	2005–2015 projected enrollment change	2006 CSD capacity utilization	2006 utilization # under or over capacity	Feb. 2008: 2005-09 Capital Plan # of new seats (& schools)	June 2004:* 2005-09 Capital Plan # of new seats (& schools)	Total capacity, 2006	Increase in capacity as per Feb. 2008 Proposed Amendment
23 Ocean Hill-Brownsville	-14.4%	-1,798	-17.9%	-2,237	69%	-5,690	0	0	17,816	0
24 Corona, Elmhurst Middle Vlg, Ridgewood, Maspeth, Glendale	-5.7%	-2,185	-2.1%	-801	105%	+1,686	5,220 (10)	4,660 (8)	34,061	15.3%
25 Flushing, College Pt, Whitestone, Malba, Murray Hill, Bay Terrace, Kew Gdns Hills	-9.6%	-2,170	-10.3%	-2,239	86%	-3,444	630 (2)	440 (1)	25,192	2.5%
26 Douglaston, Little Neck, Floral Pk, Auburndale, Bayside, Bellerose, Oakland Gdns, Fresh Meadows	-8.4%	-1,410	-7.7%	-1,295	98%	-300	441 (3)	880 (2)	17,471	2.5%
27 Far Rockaway, Edgemere, Arverne, S Ozone Pk, Howard Beach, Richmond Hill	-5.7%	-1,947	-6.9%	-2,343	94%	-2,109	2,331 (6)	2,596 (5)	35,200	6.6%
28 S Jamaica, Jamaica Ctr, Briarwood, Kew Gdns Hills, Forest Hills, Rego Pk	-5.5%	-1,363	-9.0%	-2,211	91%	-2,168	2,520 (5)	2,520 (4)	24,448	10.3%
29 Rosedale, Laurelton, Cambria Hts, Springfield Gdns, St Albans. Hollis	-11.4%	-2,885	-16.2%	-4,117	90%	-2,518	630 (1)	630 (1)	26,182	2.4%
30 Steinway, Astoria, E Elmhurst, Jackson Hts, Woodside, Sunnyside Gdns, Hunters Pt, Long Isl City, Ravenswood	-11.8%	-3,546	-17.7%	-5,355	96%	-1,144	1,260 (3)	1,700 (3)	29,432	4.3%
31 Staten Island	-3.7%	-1,554	+0.4%	+185	95%	-2,084	3,364 (4)**	1,890 (3)	42,508	7.9%
32 Bushwick	-14.0%	-2,063	-19.3%	-2,846	77%	-4,335	441 (1)	0	19,090	2.3%

*Children First Ten-Year Needs Assessment and 2005-2009 Five-Year Capital Plan, June 2004. These figures do not include IS/HS buildings.

**3,364 includes full IS/HS 43 with 1,664 seats.

Appendix B

Residential Developments Recently Completed or Under Construction¹

Manhattan

PS 199, PS 191, PS 87 school zones (Lincoln Square environs)

Completed since 2005 (at least 2,800 units)

170 units. 240 Riverside Boulevard

288 units. 120 Riverside Boulevard

198 units. 555 W. 59th Street

345 units. The Avery, 100 Riverside Boulevard

506 units. 101 West End Avenue

600 units. 601 W. 57th Street

80 units. The Hudson, 225 W. 60th Street

132 units. The Harrison, 205 W. 76th Street

231 units, 15 Central Park West. Includes 30 “suites” which can be purchased for staff or home office use.

In addition, in return for a zoning bonus, 41 “affordable” units are located at 33 West End Avenue, a subsidized senior citizen building.

198 units. 555 W. 59th Street

173 units. 10 West End Avenue

Under construction (at least 1,000 units)

191 units. 200 West End Avenue

289 units. 80 Riverside Boulevard

196 units. 200 W 72nd Street

279 units. The Aldyn

24 units. Harsen House, 120 W. 72nd Street

34 units. 531 West End Avenue

41 units. The Adagio, 243 W. 60th Street

Brooklyn

PS 287 school zone (Downtown, Vinegar Hill)

Completed since 2006 (at least 700 units)

59 units. Bridgeview Tower, 189 Bridge Street

303 units. Oro Tower One, 40 stories, Gold Street

240 units. BellTel Lofts, 365 Bridge Street.

88 units. 99 Gold Street

Under construction (at least 3,000 units)

¹ This is not intended to be a complete list of all residential developments in these neighborhoods. Among the sources consulted were: curbed.com, therealdeal.com, streeteasy.com, brownstoner.com, gowanuslounge.blogspot.com, weekly community newspapers, New York City daily newspapers, telephone conversations with developers’ staffs, field observation.

150+ units. Oro Tower Two, 311 Gold Street. Foundation work started in 2007. Work has been suspended for several months as the project is reconfigured to include a Hilton Garden Inn and a Homewood Suites.

628 units. Avalon Fort Greene, on the block bounded by Myrtle Avenue, Flatbush Avenue, Gold Street, and Prince Street. Developer is AvalonBay Communities. Completion 2009.

240 units. Toren, 150 Myrtle Avenue. Approximately 40 units will be available to moderate-income families. Completion March 2009.

369 units. 80 DeKalb Avenue, 34-story tower by Forest City Ratner. Foundation work is underway. Developer is expecting to receive Housing Finance Agency financing that will require 20 percent of the units to be “affordable.”

512 units. Three towers at Gold Street between Tillary and Concord Streets. Developer is Lalezarian Properties. Pile driving is underway.

108 units. 85 Flatbush Avenue at Tillary Street. Foundation work is underway.

650 units. City Point, on site of the former Albee Square Mall, Fulton and Gold Streets. Some units are to be kept “affordable.” Demolition of former Albee Square Mall is underway and construction is expected to begin by the end of 2008.

491 units. 107-111 Lawrence Street, 51-story tower. Developer is Clarett Group. Excavation is underway.

In advanced planning (at least 450 units)

360 units, 388 Bridge Street. 49-story tower. Developer is Pulte Homes. Site is cleared.

108 units. 75 Flatbush Avenue Extension. In February 2008, the Department of Buildings gave developer Isaac Hager permission to build this project, according to *Brownstoner.com*.

PS 8 school zone (Brooklyn Heights, DUMBO)

Completed since 2005 (At least 1,200 units)

266 units. J Condominium, 100 Jay Street

79 units. Beacon Tower, 85 Adams Street

56 units. Nexus, 84 Front Street

33 units. The River Front, 57 Front Street

255 units. 70 Washington Street

449 units. One Brooklyn Bridge Park, 2 Joraleman Street (currently being marketed)

52 units. 133 Water Street

Under construction/conversion:

18 units. 155 Water Street, being converted to residential.

100 units. Standish Arms Hotel has been purchased and is going to be converted.

Proposed construction:

In July 2007, Two Trees Management Company proposed a mixed-use building on the lot bounded by Front, Dock and Water Streets, next to the Brooklyn Bridge. It would have 400 units (80 of which would be “affordable”) and a public middle school with a capacity of 300.

PS 261 (Boerum Hill)

Completed since 2005 (at least 500 units)

46 units. 199 State Street, Lookout Hill Condos

300 units. 110 Livingston Street

158 units. State Renaissance Court. The development’s Internet site notes that it is zoned for PS 161, “one of the city’s best elementary schools.”

Under construction (at least 570 units²)

50 units. The Smith (Atlantic and Smith)

246 units. BE@Schermerhorn. 25-story building at 189 Schermerhorn Street (200 Livingston). Procida Construction is the developer.

271 units. 236 Livingston Street. A 26-story tower is being built on Livingston Street and a 10-story one on Schermerhorn Street. Developer is Schlomo Karpen.

Additional units in a number of new townhouses and small condominium projects, such as 360 Baltic Street.

Proposed

26 units. 307 Atlantic Avenue between Smith and Hoyt Streets. Plans have been filed with the Buildings Department.

66 units. 252 Atlantic Avenue at Boerum Place. Site has been cleared.

Units not known. 262 Pacific Street. A 12-story building is proposed.

PS 38 (Boerum Hill)

Under construction or in advanced planning (at least 650 units)

37 units. Rockwell Place

189 units. Residential conversion of the 34-story Williamsburgh Bank tower. (Now selling)

187 units. Borough Gardens, Ashland Place and Fulton Street. Over half of the units will be affordable to low, moderate, and middle-income families.

59 units. 410 Fourth Avenue between 6th and 7th Streets.

172 units. 29 Flatbush Avenue. Groundbreaking is expected in 2009.

Additional units are underway or in advanced planning in smaller condominium buildings, such as 322 Dean Street.

² An additional project is 217-unit Schermerhorn House, to open in 2008. All of the units are to be “affordable.” Half the units will be reserved for formerly homeless single adults and individuals with special needs, and will therefore not add to demand for public school seats. The other half of the units will be reserved for low-income working tenants, including local actors and artists.

Queens

CSD 25 (Flushing—PS 20, 21, 22, 24, 120, 214, 242 zones)

Under construction (at least 1,600 units)

1,100 units. The \$1 billion mixed-use Sky View Parc is being built by Muss Development along the Flushing River at College Point Boulevard and Roosevelt Avenue. Phase One, with 449 units, is to be completed in 2009. Sales have begun.

66 units. East Lake Plaza, 42-33 Main Street.

480 units. LEV Group has begun work on a five-tower, mixed-use complex, River Park Place, which will have 480 units.

In advanced planning (500 units)

500 units. Flushing Commons, a \$500 million mixed-use project with 500 residential units, including 100 units of affordable housing, is being planned for Municipal Parking Lot #1.

Long Island City, PS 78 (CSD 30)

Projects completed since 2005 or under construction (at least 3,300 units)

237 units. Arris Lofts, 27-28 Thomson Avenue

40 units. The Fusion LTC, 45-51 Hunter Street

650 units. EastCoast 1 (2005), Queens West

395 units. EastCoast 2 (2007), Queens West

184 units. The View at East Coast by Rockrose, Queens West

602 units. Avalon Riverview North, Queens West

400 units. The Powerhouse, 50-09 2nd Street (200 units in first phase, 200 to follow)

118 units. 5th Street Lofts, 5-09 48th Avenue

47 units. The Gantry, 58-21 5th Street

50 units. The Echelon, 13-11 Jackson Avenue

44 units. Badge Building, 10-55 47th Avenue

81 units. 515-525 Borden Avenue

73 units. Hunters View, 11-15 19 49th Avenue. Units are being sold.

131 units. One Hunters Point, 543 Borden Avenue. Units are being sold.

22 units. Casa Vizcaya, 10-40 46th Road

120 units. 45-56 Pearson Street

57 units. 44-27 Purves Street

22 units. View 59, 24-16 Queens Plaza South

28 units. Murray Park, 45th Avenue, Long Island City

41 units. Ten63 (10-63 Jackson Avenue)

40 units. 10-50 Jackson Avenue

12 units. The Galaxy, 5-03 50th Avenue

Appendix C

Supplementary Tables

School Capacity Utilization Rates for Selected Neighborhoods and CSDs

Manhattan

CSD 2

Table M-1. Tribeca, Civic Center, Battery Park City

	Capacity utilization	Enrollment/capacity
PS 89, Battery Park City	124%	517/416*
PS 150, Tribeca	99%	180/182
PS 234, Tribeca	139%	695/501
TOTAL	126.6%	1,392/1,099

*Shares building with IS 89 with 294 students in a space with capacity of 342.

Table M-2. Chinatown

	Capacity utilization	Enrollment/capacity
PS 1, Chinatown	82%	604/735
PS 2, Chinatown	76%	708/935
PS 42, Chinatown-Lower East Side	98%	710/722
PS 124, Chinatown	114%	1,011/884
PS 126, Chinatown-Lower East Side	73%	706/968
PS 130, Chinatown-SoHo	118%	1,083/914
TOTAL	93.4%	4,822/5,158

Table M-3. Chelsea

	Capacity utilization	Enrollment/capacity
PS 11, Chelsea	89%	493/557
PS 33, Chelsea	56%	330/588
	79% (SPED)	71/90
TOTAL	72.4%	894/1,235

Table M-4. Clinton

	Capacity utilization	Enrollment/capacity
PS 51, Clinton	119%	328/276
PS 111, Clinton	70%	550/789
PS 212, Clinton	104%	354/342
TOTAL	87.5%	1,232/1,407

Table M-5. Murray Hill-Kips Bay, Turtle Bay-East Midtown, Midtown S, Gramercy

	Capacity utilization	Enrollment/capacity
PS 40, Gramercy, northern Stuyvesant Town, Peter Cooper Village	99%	551/559**
PS 59, Turtle Bay-East Midtown*	132%	315/239
PS 116, Murray Hill	105%	733/700
TOTAL	106.7%	1,599/1,498

*The PS 59 zone covers East Midtown primarily, although a portion of the zone covers the East 60's on the Upper East Side.

**Shares with IS 255, with 361 students in space with capacity for 361.

Note: See main text for other CSD 2 schools.

CSD 3**Table M-6. 96th Street to Cathedral Parkway**

	Capacity utilization	Enrollment/capacity
PS 145	67%	578/864
PS 165	98%	610/637
TOTAL	79.2%	1,188/1,501

Table M-7. Cathedral Parkway to West 122nd Street*

	Capacity utilization	Enrollment/capacity
PS 76	87%	449/515
	65% (SPED)	49/75
PS 149	178% (Tandem) ¹	73/97
	35%	315/894
PS 185	65%	317/491
PS 180	65%	509/789
PS 208	51%	256/498
PS 241	73%	423/581
TOTAL	60.7%	2,391/3,940

*Not including PS 242, which houses only charter schools.

See main text for other CSD 3 schools

CSD 5**Table M-8. 122nd Street to 135th Street, Hudson River to East River**

	Capacity utilization	Enrollment/capacity
PS 30, East Harlem	51%	406/796
PS 36, Morningside Heights	72%	543/729
PS 92, Harlem	67%	354/528
PS 125, Harlem	46%	423/918
PS 129, Harlem	81%	513/636
PS 133, Harlem	58%	344/593
PS 154, Harlem	60%	488/812
PS 161, Morningside Heights	107%	885/824
PS 175, Harlem	93%	365/394
PS 318, Harlem	62%	101/162
TOTAL	69.1%	4,422/6,392

Table M-9. North of 135th Street , West of St. Nicholas Ave

	Capacity utilization	Enrollment/capacity
PS 46	92%	726/842
	54% (Minischool)	54/100
PS 123	58%	607/1,041
PS 194	85%	338/396
PS 197	73%	572/782
PS 200	90%	808/900
TOTAL	76.4%	3,105/4,061

CSD 6**Table M-10. Inwood**

	Capacity utilization	Enrollment/capacity
PS 5	97%	843/873
	175% (Transportable)	100/57
PS 18	117%	441/376
PS 98	59%	482/815
	160% (Minischool)	150/94
PS 176 (PS 311)	104%	410/394
PS 176 (PS 314)	172%	296/172
PS/IS 278*	105%	453/432
TOTAL	98.8%	3,174/3,213

*The Blue Book does not provide separate PS and IS enrollments for this school.

Table M-11. Washington Heights (West 135^h Street to West 181st Street)

	Capacity utilization	Enrollment/capacity
PS 4	114%	688/602
	46% (Annex)	100/219
	38% (Annex)	130/343
PS 8	121%	651/638
PS 28	132%	1,261/953
PS 128	78%	812/1,035
	93% (Minischool)	75/81
PS153	79%	1,054/1,337
PS 192	81%	499/617
PS 325 (shares building)	104%	315/304
TOTAL	91.1%	5,585/6,129

Table M-12. Washington Heights, 181st Street to Dyckman Street

	Capacity utilization	Enrollment/capacity
PS 48	115%	571/491
	165% (SPED)	28/17
	50% (Transportable)	52/103
PS 115	95%	953/1,002
PS 132	88%	769/874
	83% (Annex)	197/236
PS 152	104%	1,111/1,066
PS 173	83%	854/1,032
PS 178	65%	225/344
	43% (Minischool)	65/151
PS 187	181%	372/205
PS 189	96%	1,183/1,231
PS 210	215%	157/73
TOTAL	95.8%	6,537/6,825

Bronx

CSD 8

Table Bx-1. Morrisania,* Hunts Point

	Capacity utilization	Enrollment/capacity
PS 48, Hunts Point	95%	808/917
	110% (PS 48 AX-ECC)	145/132
PS 48 (IS 101)	82%	72/88
PS 60, S Bronx	77%	682/977
PS 62, Hunts Point	84%	748/894
PS 75, Hunts Point	90%	478/868
PS 130, S Bronx	120%	684/566
PS 146, Morrisania	82%	464/569
	56% (International Community)	97/173
PS 140, Morrisania	62%	507/820
	76% (Minischool)	108/142
TOTAL	78.0%	4,793/6,146

*See CSD 9 for additional Morrisania schools

Other CSD 8 neighborhoods not shown

CSD 9

Table Bx-2. Morrisania,* Concourse, Mott Haven

	Capacity utilization	Enrollment/capacity
PS 2, Morrisania	77%	330/430
PS 35, Concourse	148%	688/464
PS 42, Morrisania	89%	514/575
PS 53, Morrisania	94%	1,121/1,014
	93% (Minischool #1)	225/241
	134% (Minischool #2)	203/151
PS 55, Morrisania	78%	700/806
PS 63, Morrisania	102%	315/309
	73% (Minischool)	143/196
PS 70, Morrisania	98%	1,242/1,272
	124% (Minischool)	250/202
PS 88, Mott Haven	122%	322/264
PS 90, Morrisania	123%	1,042/846
	85% (Minischool)	260/307
PS 110, Crotona Park South	84%	505/532
PS 132, Morrisania	89%	598/676
PS 170, Morrisania	169%	252/149
PS 199, Mt. Eden	85%	778/914
PS 218, South Bronx	106%	958/900
TOTAL	101.9%	10,446/10,248

*See CSD 8 for additional Morrisania schools

Table Bx-3. Highbridge, Mt. Eden

	Capacity utilization	Enrollment/capacity
PS 11, Highbridge	91%	435/477
	114% (Annex)	265/232
PS 64, Highbridge	98%	851/869
	145% (Transportable)	80/55
PS 73, Highbridge	89%	700/785
	151% (Minischool)	122/81
PS 114, Highbridge	116%	817/704
PS 126, Highbridge	88%	787/890
TOTAL	99.0%	4,057/4,093

Table Bx-4 Morris Heights

	Capacity utilization	Enrollment/capacity
PS 109, Morris Heights	84%	491/583
	100% (Minischool)	217/217
PS 204, Morris Heights	120%	
	100% (Annex)	306/25461/61
PS 230, Morris Heights	55%	496/896
TOTAL	77.1%	1,571/2,011

*More Morris Heights schools are in CSD 10.

Table Bx-5. Tremont

	Capacity utilization	Enrollment/capacity
PS 28, Tremont	92%	777/842
	62% (Transportable)	18/29
PS 58, East Tremont	57%	421/735
PS 163, Tremont	122%	463/381
	139% (Transportable)	256/184
PS 236, Bathgate	124%	94/76
	191% (Annex)	421/735
TOTAL	82.1%	2,450/2,982

CSD 10

Table Bx-6. Norwood, Van Cortlandt

	Capacity utilization	Enrollment/capacity
PS 8, Norwood	144%	979/682
	161% (Minischool)	175/161
PS 20, Norwood	98%	1,106/1,123
	96% (SPED)	115/120
	112% (Temporary)	175/156
PS 51, Norwood	127%	266/246
PS 56, Norwood Heights	146%	351/241
	160% (Minischool)	170/106
PS 94, Gun Hill	103%	690/620
	145% (Minischool)	190/131
	164% (Transportable)	108/66
	149% (Annex)	125/84
PS 95, Van Cortlandt	101%	1,287/1,280
	118% (Annex)	78/66
PS 280, Norwood	114%	700/613
	41% (Transportable)	48/117
TOTAL	112.9%*	6,563/5,812*

*If capacity in transportables and temporary facilities are not counted, the utilization rate was 119.9%.

Table Bx-7. Kingsbridge Heights

	Capacity utilization	Enrollment/capacity
PS 86, Kingsbridge Heights	118%	1,323/1,121
	141% (Minischool)	253/179
	52% (Annex)	119/227
PS 310, Kingsbridge Heights	70%	534/768
	110% (Minischool)	175/109
PS 340, Kingsbridge	95%	550/580
PS 360, Kingsbridge Heights	105%	513/489
TOTAL	99.9%	3,467/3,473

Table Bx-8. Riverdale-Kingsbridge (CSD 10 west of Broadway)

	Capacity utilization	Enrollment/capacity
PS 7, Kingsbridge/Marble Hill	101%	628/620
PS 24, Riverdale	112%	715/640
PS 37, Kingsbridge-Riverdale	91%	576/632
PS 81, Riverdale	131%	673/512
PS 207, Kingsbridge	127%	487/384
PS 340, Kingsbridge	95%	550/580
TOTAL	107.7%	3,629/3,368

Table Bx-9. University Heights, Morris Heights

	Capacity utilization	Enrollment/capacity
PS 15, University Heights	109%	573/524
PS 91, University Heights	105%	660/626
	147% (Minischool)	125/85
PS 226, University Heights	108% (Minischool)	266/246
	100% (Van Carpenter)	175/175
PS/MS 279, Morris Heights	108%	977/904
	112% (Annex)	93/112
PS 291, University Heights	140%	577/412
PS 306, Burnside	97%	730/751
PS 315, Morris Heights	89%	234/262
PS 396, Morris Heights	80%	300/375
TOTAL	105.3%	4,710/4,472

Table Bx-10. Fordham

	Capacity utilization	Enrollment/capacity
PS 9, Fordham	67%	532/790
	130% (Temporary)	168/129
PS 33, Fordham	152%	881/550
	114% (Annex)	176/154
PS 46, Fordham	103%	879/855
	104% (Annex)	146/140
	171% (Minischool)	203/119
PS 54, Fordham	99%	496/500
PS 85, Fordham/Belmont	103%	837/814
	163% (Minischool)	285/175
PS 159, Fordham University	137%	241/176
PS 209, Fordham University	85%	214/252
PS 246, Fordham	121%	794/654
TOTAL	110.2%	5,852/5,308

Table Bx-12. East Tremont, Belmont

	Capacity utilization	Enrollment/capacity
PS 3, East Tremont	92%	526/574
PS 23, Belmont	101%	543/535
PS 32, Belmont	104%	659/631
	113% (Minischool)	143/126
PS 59, East Tremont	83%	485/582
	103% (Annex)	75/74
PS 79, Tremont	106%	1,035/974
	84% (SPED)	114/131
PS 205, Belmont	114% (PS 205 A)	630/554
	135% (PS 205B)	350/260
TOTAL	102.6%	4,560/4,441

CSD 11**Table Bx-13. Wakefield, Norwood, Eastchester**

	Capacity utilization	Enrollment/capacity
PS 16, Wakefield	112%	502/450
	226% (Transportable 1)	79/35
	168% (Transportable 2)	89/53
PS 19, Norwood	135%	470/348
PS 21, Williamsbridge-Wakefield	122%	802/657
PS 68, Wakefield	86%	610/703
	132% (Temporary CR bldg)	179/136
PS 78, Eastchester Heights	106%	808/762
PS 87, Wakefield-Woodlawn	100%	372/373
	127% (Transportable)	161/127
PS 103, Wakefield	105%	864/826
PS 111, Eastchester	61%	628/1,024
PS 112, Edenwald	125%	630/502
TOTAL	103.3 %	6,144/5,996

Table Bx-14. Co-Op City, Baychester

	Capacity utilization	Enrollment/capacity
PS 153, Co-Op City	92%	589/637
	118% (SPED)	93/79
PS 160, Co-Op City	65%	540/829
PS 178, Co-Op City	93%	488/424
	114% (SPED)	156/137
PS 189 Co-Op City	Na*	
TOTAL	88.6%	1,866/2,106

*Opened in 2007.

Other CSD 11 schools not shown.

CSD 12**Table Bx-15. West Farms, Parkchester, Soundview**

	Capacity utilization	Enrollment/capacity
PS 47, Soundview	145%	1,151/792
PS 102, West Farms/ Parkchester	90%	1,261/1,399
PS 195, South Bronx (Grades 2-4 only)	147%	199/135
	74%	379/513
PS 196* Grades 2-4	94%	382/405
PS 197* Pre K and K	130% (Temp)	199/135
	58% (Temp)	210/265
TOTAL	96.3%	3,781/3,644

*Same location as PS 195

Other CSD 12 schools not shown.

Brooklyn

CSD 13

Table K-1. Brooklyn Heights, DUMBO, Vinegar Hill, Fort Greene (part)

	Capacity utilization	Enrollment/capacity
PS 8, Brooklyn Heights, DUMBO, Vinegar Hill	118%	429/365
PS 67, Fort Greene	65%	278/425
PS 287*, Downtown, Vinegar Hill, Fort Greene	68%	193/282
PS 307, ** Vinegar Hill	66%	333/508
TOTAL	78%	1,233/1,580

*PS 287 shares its building with Urban Assembly High School, with 319 students. Total building enrollment is 512 and capacity is 701, for a total utilization rate of 73%.

** PS 307 shares its building with IS 313, with 285 students. Total building enrollment is 618 and capacity is 1,1014, for a utilization rate of 61%.

Table K-2. Fort Greene, Prospect Heights

	Capacity utilization	Enrollment/capacity
PS 9* Prospect Heights	73%	535/706
PS 11, Fort Greene	63%	488/775
PS 20, **Fort Greene	67%	515/943
PS 46, Fort Greene	49%	391/797
TOTAL	59.8%	1,929/3,221

*Shares building with MS 571, with 279 students. Total building enrollment is 794 and capacity is 1,098, for a utilization rate of 72%.

**Shares with IS 492, with 86 students and capacity for 307.

Table K-3. Park Slope

	Capacity utilization	Enrollment/capacity
PS 133	81%	285/250
PS 282	76%	660/863
TOTAL	84.9%	945/1,113

Table K-4. Clinton Hill

	Capacity utilization	Enrollment/capacity
PS 3	72%	627/872
PS 56	66%	358/542
PS 270*	104%	303/290
TOTAL	75.6%	1,288/1,704

*Shares with IS 103 at 71% (291/403)

Table K-5. Bedford

	Capacity utilization	Enrollment/capacity
PS 44	72%	601/839
PS 54	51%	389/769
PS 93	71%	473/668
PS 256	54%	428/800
PS 305	70%	220/313
TOTAL	62.3%	2,111/3,389

CSD 14

Table K-6. Greenpoint

	Capacity utilization	Enrollment/capacity
PS 31, Greenpoint	66%	596/903
PS 34, Greenpoint	113%	461/408
PS 110, Greenpoint	64%	425/666
TOTAL	75.1%	1,482/1,977

Table K-7. Williamsburg (west of Union Ave)

	Capacity utilization	Enrollment/capacity
PS 16, Williamsburg	52%	391/756
PS 17, Williamsburg	50%	398/800
PS 19, Williamsburg	67%	526/780
PS 84, Williamsburg	48%	509/1,057
PS 319, Williamsburg	215%	181/84
PS 380, Williamsburg	79%	493/622
	85% (SPED)	135/160
TOTAL	61.8%	2,633/4,259

Table K-8. Williamsburg (east of Union Ave)

	Capacity utilization	Enrollment/capacity
PS 18, Williamsburg	106%	257/243
PS 132, Williamsburg	113%	661/587
PS 147, Williamsburg	44%	338/772
PS 157, Williamsburg	52%	327/625
PS 196, Williamsburg	62%	403/606
PS 250, E Williamsburg	97%	873/896
PS 257, Williamsburg	67%	566/842
TOTAL	74.9%	3,425/4,571

Table K-9. Bedford Stuyvesant

	Capacity utilization	Enrollment/capacity
PS 23, Bedford-Stuyvesant	59%	336/565
PS 58, Bedford-Stuyvesant	62%	558/905
PS 120, Bushwick	84%	481/575
	90% (SPED)	121/134
PS 157, Bedford-Stuyvesant	52%	327/625
	34% (Achievement First Charter)	84/249
PS 297, Bedford-Stuyvesant	50%	383/766
TOTAL	59.9%	2,290/3,819

CSD 15

Table K-10. Park Slope

	Capacity utilization	Enrollment/capacity
PS 10, S Park Slope	80%	564/706
PS 39, Park Slope	121%	373/308
PS 107, Park Slope	109%	463/423
PS 124, Park Slope	111%	342/307
PS 321, Park Slope	122%	1,278/858
	88% (Minischool)	96/141
TOTAL	114%	3,116/2,743

Table K-11. Boerum Hill, Gowanus

	Capacity utilization	Enrollment/capacity
PS 32*	58%	168/290
PS 38	64%	480/751
PS 261	106%	760/718
	144% (Transportable)	36/25
TOTAL	80.9%	1,444/1,784

*Shares building with IS 442, the New Horizons School , which had 228 students and capacity of 337 (68%).

CSD 16

Table K-12 Bedford-Stuyvesant (Region 1)

	Capacity utilization	Enrollment/capacity
PS 21, Bedford-Stuyvesant	85%	684/808
PS 28, Bedford-Stuyvesant	84%	231/276
PS 40, Bedford-Stuyvesant	66%	385/586
PS 243, Weeksville/ Bedford-Stuyvesant	48%	453/952
PS 262, Bedford-Stuyvesant	44%	374/850
PS 335, Bedford-Stuyvesant/Crown Heights	72%	469/655
TOTAL	62.9%	2,596/4,127

Table K-13. Stuyvesant Heights (Region 2)

	Capacity utilization	Enrollment/capacity
PS 5, Bedford-Stuyvesant	53%	450/851
	65% (SPED)	54/65
PS 25, Bedford-Stuyvesant	85%	684/808
	187% (SPED)	20/11
PS 26, Bedford-Stuyvesant	53%	401/877
PS 81, Bedford-Stuyvesant	60%	138/2291
	61% (SPED)	38/229
PS 304 Bedford Stuyvesant	63%	390/623
	121% (SPED)	68/56
PS 308, Bedford-Stuyvesant	81%	895/1,102
PS 309, Bedford-Stuyvesant	49%	453/934
PS 393 (shares PS 26 bldg)	105%	424/403
TOTAL	66.5%	4,115/6,188

CSD 17

Table K-14. Crown Heights

	Capacity utilization	Enrollment/capacity
PS 22, Crown Heights	60%	580/963
PS 138, Crown Heights	71%	1,019/1,435
PS 167, Crown Heights	69%	584/844
PS 191, Crown Heights	56%	344/611
PS 289, Crown Heights	103%	836/808
	166% (SPED)	40/24
PS 316, Crown Heights	59%	390/665
TOTAL	70.1%	3,793/5,350

Table K-15. Prospect-Lefferts Gardens, Crown Heights

	Capacity utilization	Enrollment/capacity
PS 91, E Flatbush	80%	635/795
	64% (Minischool)	105/165
PS 92, Prospect-Lefferts	74%	786/1,059
PS 16, Crown Heights	106%	979/927
PS 189, Crown Heights-Brownsville	88%	847/964
	242% (Minischool)	300/124
PS 22, Crown Heights	62%	512/820
	65% (Minischool)	149/231
PS 241, Crown Heights	89%	522/589
	67% (Minischool)	101/151
PS 375, E Flatbush	55%	510/926
PS 397, Wingate	104%	403/387
PS 398, East New York	52%	522/996
TOTAL	78.3%	6,371/8,134

Table K-16. Flatbush, Erasmus

	Capacity utilization	Enrollment/capacity
PS 6, Erasmus	99%	636/642
PS 181, Flatbush	94%	1,237/1,315
PS 249, Flatbush	106%	742/701
PS 399, Flatbush	155%	449/289
TOTAL	103.9%	3,064/2,947

CSD 19

Table K-17. Cypress Hills

	Capacity utilization	Enrollment/capacity
PS 7, Cypress Hills	131%	767/721
	105% (Transportable)	138/131
PS 65, Cypress Hills	92%	278/302
	136% (Annex)	260/191
PS 89, Cypress Hills	101%	141/140
PS 108, Cypress Hills	107%	916/854
	82% (Annex)	50/61
PS 290, Cypress Hills	104%	601/580
	65% (Transportable)	33/65
TOTAL	104.4%*	3,184/3,045

*111.8% when transportables are excluded from capacity.

Table K-18. East New York (CSD 19 Region 2)

	Capacity utilization	Enrollment/capacity
PS 13, East NY	69%	618/898
	158% (First East NY Charter)	251/159
PS 72, East NY	74%	728/1,045
PS 149, East NY	74%	693/940
	96% (Annex)	72/75
PS 158, East NY	85%	531/628
PS 159, East NY	95%	616/649
	99% (Minischool)	195/197
	200% (Transportable)	98/49
PS 174, East NY	61%	509/838
PS 190, East NY	95%	346/361
PS 202, East NY	82%	922/1,222
	91% (Transportable)	153/168
PS 213, East NY	80%	516/643
PS 214, East NY	95%	754/794
	119%(Transportable)	273/250
PS 328, East NY	75%	729/966
PS 345, East NY	69%	748/948
TOTAL	80.1%*	8,752/10,830

*83.4% if transportables are excluded from capacity.

Table K-19. East New York (CSD 19 Region 3)

	Capacity utilization	Enrollment/capacity
PS 224, East New York	102%	871/848
PS 260, East New York	101%	443/439
PS 273, East New York	79%	517/656
PS 306, East New York	71%	706/996
PS 346, East New York	66%	791/1,196
TOTAL	80.5%	3,328/4,135

CSD 20

Table K-20. Bay Ridge, Sunset Park (south)

	Capacity utilization	Enrollment/capacity
PS 69, Bay Ridge	134%	785/587
PS 102, Bay Ridge	106%	1,106/1,039
PS 104, Bay Ridge-Fort Hamilton	125%	1,091/871
	119% (SPED)	39/33
	115% (Annex)	189/164
	145% (PS 185)	45/31
PS 170, Bay Ridge	110%	686/625
	156% (Transportable)	78/50
PS 185, Bay Ridge	134%	755/563
PS 314, Sunset Park	95% (PS 503)	763/804
	118% (PS 506)	755/640
TOTAL	116.4%%	6,292/5,407

Table K-21. Dyker Heights, Fort Hamilton

	Capacity utilization	Enrollment/capacity
PS 105, Fort Hamilton	111%	1,227/1,107
PS 112, Dyker Heights	126%	428/341
	255% (Transportable)	51/20
PS 127, Dyker Heights	133%	405/305
PS 176, Borough Park/Dyker Heights	112%	1,089/972
PS 204, Dyker Heights	103%	984/952
PS 229, Bensonhurst/Dyker Heights	148%	570/386
TOTAL	116.4%	4,754/4,083

Table K-22. West Bensonhurst, Bath Beach

	Capacity utilization	Enrollment/capacity
PS 48, Bensonhurst	122%	618/505
PS 163, Bath Beach	85%	416/490
	90% (Transportable)	71/79
PS 186, Bath Beach	104%	853/821
PS 200, Bath Beach/Bensonhurst	116%	1,223/1,058
PS 205, Bensonhurst	95%	960/1,014
PS 247, Bensonhurst	104%	658/634
TOTAL	106.9%	4,799/4,601

Table K-23. Borough Park, Kensington

	Capacity utilization	Enrollment/capacity
PS 164, Borough Park	76%	494/650
	84% (SPED)	65/77
PS 179, Kensington	86%	801/927
	150% (Transportable)	162/108
PS 180, Borough Park	94%	623/661
	116% (SPED)	201/174
PS 192, Borough Park	67%	442/660
	71% (SPED)	73/103
TOTAL	85.2%	2,861/3,360

CSD 21

Table K-24. Midwood, Borough Park

	Capacity utilization	Enrollment/capacity
PS 99, Midwood	109%	809/751
PS 121, Borough Park	86%	262/306
PS 199, Midwood	91%	516/565
PS 238, Midwood	60%	579/968
TOTAL	83.6%	2,166/2,590

Table K-25. Bensonhurst (East), Bath Beach

	Capacity utilization	Enrollment/capacity
PS 212, Bath Beach	81%	637/691
PS, 226, Bensonhurst	69%	748/1,144
PS 177, Bensonhurst-Gravesend	103%	870/847
PS 101, Bath Beach	138%	824/597
PS 97, Bensonhurst	128%	732/572
	96% (Transportable)	100/104
PS 128, Bensonhurst	68%	318/458
TOTAL	95.8%	4,229/4,413

Table K-26. Coney Island

	Capacity utilization	Enrollment/capacity
PS 90, Coney Island	76%	509/674
PS 100, Coney Island	101%	671/666
PS 188, Coney Island	78%	679/873
PS 288, Coney Island	69%	584/852
PS 329, Coney Island	81%	645/793
	135% (SPED)	103/135
	105% (Transportable)	43/41
TOTAL	80.2%	3,235/4,034

Table K-27. Gravesend, Homecrest

	Capacity utilization	Enrollment/capacity
PS 95, Gravesend	86%	793/974
	115% (Transportable)	110/96
PS 153, Homecrest	109%	575/529
PS 209, Gravesend	80%	553/689
	161% (Transportable)	79/49
PS 215, Gravesend	94%	651/696
	128% (SPED)	36/28
PS 216, Gravesend	59%	443/750
TOTAL	85.0%*	3,240/3,811

*88.0% if transportables are not counted in capacity.

Table K-28. Brighton Beach

	Capacity utilization	Enrollment/capacity
PS 225, Brighton Beach	96%	914/949
	73% (SPED)	151/206
PS 253, Brighton Beach	78%	545/698
	144%(Transportable)	36/25
TOTAL	87.6%	1,646/1,878

CSD 23 not shown

CSD 22

Table K-29. Midwood, East Flatbush, Ditmas Park, Kensington

	Capacity utilization	Enrollment/capacity
PS 119, Midwood	108%	483/448
PS 134, Kensington	76%	284/372
	131% (Minischool)	140/107
PS 139, Ditmas Park	131%	1,093/833
PS 152, Midwood	100%	638/635
	25% (Transportable)	18/73
PS 193, Midwood	93%	783/843
	123% (Transportable)	87/71
PS 197, Midwood	74%	438/593
PS 198, East Flatbush	97%	607/627
	152% (Transportable)	97/64
PS 217, Ditmas Park	109%	1,196/1,097
PS 245, East Flatbush	37% (PS 245-K)	166/453
PS 269, Flatbush	74%	532/716
PS 315, Midwood	159%	799/504
	144% (Transportable)	13/9
PS 361, East Flatbush	109%	519/475
	128% (Minischool)	193/151
PS 395, East Flatbush	74% (SPED)	70/95
	80% (PS 109)	739/921
TOTAL	97.9%	8,895/9,087

Table K-30. Flatlands, Mill Basin, Marine Park, Bergen Beach

	Capacity utilization	Enrollment/capacity
PS 203, Flatlands	90%	942/1,050
PS 207, Marine Park	103%	701/679
	81% (Annex)	150/186
PS 222, Marine Park	110%	888/804
PS 236, Mill Basin	101%	559/553
	119% (SPED)	70/59
	94% (Transportable)	48/51
PS 251, Flatlands	101%	664/655
PS 312, Bergen Beach	106%	881/830
PS 326, Flatlands	166%	290/175
TOTAL	103.0%	5,197/5,042

Table K-31. Sheepshead Bay, Gerritsen Beach, Manhattan Beach

	Capacity utilization	Enrollment/capacity
PS 52, Sheepshead Bay	93%	747/804
PS 194, Gerritsen Beach	76%	448/592
	142% (Transportable)	17/12
PS 195, Manhattan Beach	124%	378/305
PS 206, Sheepshead Bay	95%	1,236/1,307
PS 254, Sheepshead Bay	99%	587/590
PS 255, Sheepshead Bay	103%	712/694
PS 277, Gerritsen Beach	103%	428/416
TOTAL	96.5%	4,553/4,720

Queens

CSD 24

Table Q-1. Ridgewood, Glendale

	Capacity utilization	Enrollment/capacity
PS 68, Ridgewood	111%	855/773
PS 71, Ridgewood	98%	955/976
PS 81, Ridgewood	126%	894/711
	130% (Transportable)	133/102
	107%(Annex)	165/154
PS 88, Ridgewood	97%	971/990
	133% (Annex)	80/60
PS 91, Glendale	92%	793/860
PS 113, Glendale	164%	504/310
PS 239, Ridgewood	128% (SPED)	55/43
	128%	687/535
TOTAL	110.5%	6,092/5,514

Table Q-2. Middle Village

	Capacity utilization	Enrollment/capacity
PS 49, Middle Village	122%	491/414
PS 87, Middle Village	86%	634/740
PS 128, Middle Village	178%	182/102
	135% (Annex)	209/155
TOTAL	107.4%	1,516/1,411

Table Q-3. Woodside, Maspeth

	Capacity utilization	Enrollment/capacity
PS 12, Woodside	124%	1,186/957
PS 58, Maspeth	99%	918/924
	76% (SPED)	72/95
PS 153, Maspeth	121%	1,361/1,121
PS 199, Maspeth-Long Island City	114%	651/569
	104% (Annex)	105/101
	128% (Transportable)	104/81
PS 229, Woodside	100%	1,235/1,236
TOTAL	110.8%	5,632/5,084

Table Q-4. Corona

	Capacity utilization	Enrollment/capacity
PS 14, Corona	95%	1,062/1,122
PS 16, Corona	116%	1,280/1,107
	82% (SPED)	24/29
PS 19, Corona	128%	1,479/1,156
	107% (Minischool)	264/247
	134% (Transportable)	231/172
PS 28, Corona (ECC)	122%	467/384
PS 143, Corona	102%	835/820
	131% (Minischool)	256/195
	116% (Transportable)	119/103
TOTAL	112.8%*	6,017/5,335

*118.9 percent if transportables are not counted as capacity.

Table Q-5. Elmhurst

	Capacity utilization	Enrollment/capacity
PS 7, Elmhurst	123%	1,178/924
PS 89, Elmhurst	118%	1,648/1,397
PS 13, Elmhurst	131%	889/628
	179% (Minischool)	302/169
	155% (Transportable)*	153/99
PS 102, Elmhurst	101%	430/426
	201% (Minischool)	283/141
	190% (Transportable)	114/60
TOTAL	130.0%	4,997/3,844

CSD 25: The Flushing, College Point and Whitestone parts of CSD 25 are in the main text.

CSD 26

Table Q-6. Little Neck, Glen Oaks

	Capacity utilization	Enrollment/capacity
PS 94, Little Neck	178%	417/234
PS 98, Douglaston	140%	303/216
PS 186, Glen Oaks	83%	330/398
	77% (SPED)	106/138
PS 221, Little Neck	105%	641/608
TOTAL	112.7%	1,797/1,594

Table Q-7. Floral Park, Bellerose, Queens Village

	Capacity utilization	Enrollment/capacity
PS 18, Queens Village	121%	462/382
PS 115, Floral Park	86%79% (SPED)	443/51321/27
PS 133, Bellerose	94%	509/539
PS 191, Floral Park	136%88% (SPED)	358/26465/74
PS/IS 266, Bellrose (shares w/ PS 208 C 29)	104%80% (SPED)	666/63967/84
TOTAL	102.7%	2,591/2,522

Table Q-8. Bayside

	Capacity utilization	Enrollment/capacity
PS 31, Bayside	134%	576/429
PS 41, Bayside	98%	331/338
	147% (Transportable)	84/57
PS 46, Bayside	121%	422/348
PS 130, Bayside	130%	337/259
	112% (SPED)	74/66
PS 159, Bayside	103%	553/539
PS 162, Bayside	145%	719/496
PS 203, Bayside	102%	739/727
PS 213, Bayside	85%	412/482
	98% (SPED)	32/333
TOTAL	105.0%	4,279/4,074

Table Q-9. Hollis Hills, Fresh Meadows, Oakland Gardens, Jamaica Estates

	Capacity utilization	Enrollment/capacity
PS 26, Fresh Meadows	106%	641/602
PS 173, Fresh Meadows	100%	773/771
PS 178, Jamaica Estates	90%	421/468
PS 188, Hollis Hills	102%	441/432
	88% (SPED)	65/74
PS 205, Bayside-Oakland Gardens	96%	279/240
	50% (SPED)	93/186
TOTAL	97.8%	2,713/2,773

In addition, PS 179 is listed as SPED only (87%, 140/161) and PS 14 (which is located in Corona) is listed in CSD 26 (84%, 205/243).

CSD 27

Table Q-10. Far Rockaway, Edgemere

	Capacity utilization	Enrollment/capacity
PS 43, Far Rockaway	96%	1,137/1,187
	123% (Annex)	118/96
	104% (Transportable)	109/105
	83% (SPED)	134/162
PS 104, Far Rockaway	91%	600/661
PS 105, Far Rockaway	109%	873/804
PS 106, Far Rockaway	95%	194/204
	137% (Minischool)	256/187
PS 197, Far Rockaway	76%	524/690
PS 215, Far Rockaway	104%	589/566
PS 253, Far Rockaway	95%	451/475
	93% (SPED)	48/52
TOTAL	97.0%	5,033/5,189

Table Q-11. Arverne, Rockaway Beach, Rockaway Park, Belle Harbor, Broad Channel

	Capacity utilization	Enrollment/capacity
PS 42, Arverne	88%	853/967
PS 47, Broad Channel	153%	269/176
PS 114, Belle Harbor	129%	795/617
PS 183, Rockaway Beach	80%	645/802
PS 225, Rockaway Park	99%	692/699
TOTAL	99.8%*	3,254/3,261

*Without PS 333 (Goldie Maple Academy, non-zoned, 22%, 279/1,241).

Table Q-12. Howard Beach

	Capacity utilization	Enrollment/capacity
PS 146, Howard Beach	100%	521/523
PS 207, Howard Beach	82%	742/910
PS 232, Howard Beach	110%	699/634
TOTAL	94.9%	1,962/2,067

Table Q-13. Richmond Hill

	Capacity utilization	Enrollment/capacity
PS 51, Richmond Hill	176%	267/152
PS 56, Richmond Hill	117%	428/366
	63% (Transportable)	30/48
PS 60, Woodhaven	119%	949/798
	144% (Minischool)	223/155
PS 62, Richmond Hill	110%	962/875
PS 66, Richmond Hill	118%	382/323
	196% (Transportable)	53/27
PS 90, Richmond Hill	108%	850/785
PS 97, Woodhaven	131%	712/544
PS 254, Richmond Hill	107%	491/458
	47% (SPED)	45/96
TOTAL	116.5%	5,392/4,627

Table Q-14. Ozone Park, South Ozone Park

	Capacity utilization	Enrollment/capacity
PS 45, S Ozone Park	75%	459/610
PS 63, Ozone Park	116%	1,282/1,101
PS 64, Ozone Park	144%	696/482
PS 65, Ozone Park	131%	521/397
PS 96, S Ozone Park	110%	223/202
	289% (Transportable)	52/18
PS 100, S Ozone Park	109%	1,107/1,017
PS 108, S Ozone Park	110%	1,334/1,217
PS 123, S Ozone Park	83%	619/748
PS 124, S Ozone Park	121%	1,084/889
PS 155, S Ozone Park	96%	563/588
	129%(Transportable)	93/72
PS 223, S Ozone Park	68%	661/976
TOTAL	104.5%	8,694/8,317

CSD 28

Table Q-15. Rego Park, Forest Hills

	Capacity utilization	Enrollment/capacity
PS 220, Forest Hills	90%	483/538
PS 206, Forest Hills	120%	592/493
	121% (Transportable)	81/67
PS 139, Rego Park	113%	764/676
PS 174, Rego Park	108%	506/468
	146% (Transportable)	82/56
PS 175, Rego Park	96%	640/669
PS 196, Forest Hills	131%	560/429
	156% (Transportable)	98/63
PS 144, Forest Hills	105%	708/677
PS 101, Forest Hills	137%	631/462
TOTAL	111.9%	5,145/4,598

Table Q-16. Kew Gardens, Jamaica (north)

	Capacity utilization	Enrollment/capacity
PS 54, Richmond Hill	90%	305/339
	122% (Transportable)	45/371
	139% (Minischool)	76/127
PS 82, Jamaica	111%	459/414
	143% (Annex)	114/80
PS 86, Jamaica	112%	945/846
PS 99, Kew Gardens	78%	433/555
	118% (Annex)	308/261
PS 117, Briarwood	100%	1,040/1,041
PS 182, Jamaica	176%	387/220
	134%	386/289
	134% (Annex)	118/88
TOTAL	99.6%	4,606/4,631

Table Q-17. Jamaica, South Jamaica, Richmond Hill

	Capacity utilization	Enrollment/capacity
PS 30, Jamaica	64%	485/754
	92% (Transportable)	65/71
PS 40, S Jamaica	55%	458/831
	70% (Young Women's Leadership)	160/230
	45% (Transportable)	54/120
PS 48, S Jamaica	96%	335/348
	94% (Transportable)	29/31
PS 50, Jamaica	109%	636/582
	133%(Minischool)	202/152
PS 55, Richmond Hill	97%	394/408
	117% (Minischool)	197/169
	145% (Transportable)	128/88
PS 80, S Jamaica	90%	603/672
PS 121, Ozone Park	101%	841/871
	141% (Transportable)	124/88
PS 140, Jamaica	85%	660/778
	94% (Transportable)	103/109
PS 160, Jamaica	78%	620/790
	125% (Transportable)	142/114
PS 161, Richmond Hill	122%	830/680
TOTAL	89.9%*	7,066/7,859

*99.3 percent if transportables are not counted in capacity.

CSD 29

Table Q-18. Jamaica, Queens Village, Hollis

	Capacity utilization	Enrollment/capacity
PS 33, Queens Village	111%	1,144/1,031
	63% (Transportable)	31/49
PS 34 Queens Village	107%	320/299
	90% (Minischool)	200/221
PS 35, Hollis	113%	613/544
	20% (Transportable)	20/100
PS 95, Jamaica	127%	1,261/993
PS 116 South Jamaica	101%	811/802
	109% (Transportable)	61/56
PS 118, Hollis	93%	680/735
PS 131, Jamaica	77%	495/640
	123% (Transportable)	162/132
PS 134, Hollis	59%	461/787
PS 135, Queens Village	118%	1,218/1,033
PS 268, Jamaica	76%	479/628
	71% (SPED)	51/71
TOTAL	98.6%	8,007/8,121

Table Q-19. Cambria Heights, St. Albans

	Capacity utilization	Enrollment/capacity
PS 36, St. Albans	138%	309/229
	105% (Minischool)	180/171
PS 136, St. Albans	92%	725/789
PS 147, Cambria Heights	75%	641/855
	113% (Minischool)	186/165
PS 176, Cambria Heights	93%	496/536
	146% (Transportable)	93/63
TOTAL	93.9%	2,630/2,808

Table Q-20. Springfield Gardens, Baisley Park, Rosedale, Laurelton, Brookville

	Capacity utilization	Enrollment/capacity
PS 15, Springfield Gardens	110%	1,144/1,031
PS 37, Laurelton	66%	589/890
PS 38, Rosedale	90%	251/278
	101% (Transportable)	130/129
PS 52, Springfield Gardens	91%	587/644
	65% (Transportable)	36/55
PS 132, Springfield Gardens	72%	279/376
PS 138, Rosedale	87%	924/1,062
PS 156, Springfield Gardens	96%	753/781
	117% (Transportable)	54/46
PS 181, Springfield Gardens	90%	515/574
PS 195, Brookville	118%	667/564
PS 208, Bellerose	90%	728/808
	111% (SPED)	67/60
PS 251, Springfield Gardens	115%	418/301
PS 270, Laurelton	107%	632/593
	73% (SPED)	52/71
TOTAL	94.7%	7,826/8,263

CSD 30**Table Q-21. Astoria, Steinway**

	Capacity utilization	Enrollment/capacity
PS 17, Old Astoria-Astoria	82%	728/890
PS 84, Astoria-Steinway	85%	360/424
PS 85, Astoria	69%	295/546
	157% (Transportable)	163/104
PS 122, Astoria	109%	1,360/1,253
PS 171, Old Astoria	90%	747/828
PS 234*, Astoria	112%	697/622
TOTAL	93.2%	4,350/4,667

* Opened in 2003 to relieve overcrowding in PS 17

Table Q-22. Long Island City-Ravenswood

	Capacity utilization	Enrollment/capacity
PS 76, Long Island City- Ravenswood	75%	684/914
PS 111, Long Island City-Ravenswood	51%	398/784
TOTAL	67.3%	1,082/1,698

Table Q-23. Woodside

	Capacity utilization	Enrollment/capacity
PS 11, Woodside	110%	758/692
	130% (Minischool)	245/188
	162% (Transportable)	189/117
PS 150, CSD 30, Sunnyside/ Woodside	108%	1,096/1,012
	147% (Annex)	150/102
PS 151, CSD 30, Woodside	80%	452/565
	204% (Transportable)	218/107
	135% (SPED)	47/35
PS 152, CSD 30, Woodside	125%	1,246/997
TOTAL	115.4%	4,401/3,815

Table Q-24. Jackson Heights

	Capacity utilization	Enrollment/capacity
PS 2, Jackson Heights	100%	624/626
PS 69, Jackson Heights	111%	1,038/936
	143% (Portable)	96/67
PS 148, Jackson Heights	116%	1,121/968
PS 149, Jackson Heights	100%	1,061/1,051
PS 212, Jackson Heights	134%	1,159/1,129
PS 222, (ECC, K-2), Jackson Heights	139%	322/231
	113% (SPED)	9/8
PS 228, (ECC), Jackson Heights	188%	369/196
TOTAL	111.3%	5,799/5,212

Table Q-25. East Elmhurst, Corona

	Capacity utilization	Enrollment/capacity
PS 92, Corona	113%	696/618
	175% (Transportable)	98/56
PS 127, E Elmhurst	88%	1,010/1,154
TOTAL	98.7%	1,804/1,828

See main text for Hunters Point-Long Island City (West), PS 70, 78, 112, and 166.

Staten Island

CSD 31

Table S-1. Arden Heights, Pleasant Plains, Rossville, Tottenville

	Capacity utilization	Enrollment/capacity
PS 1, Tottenville	144%	468/326
	71% (Annex)	85/119
PS 3, Pleasant Plains	89%	536/604
	112% (Annex)	219/196
	75% (SPED)	11/15
PS 4, Arden Heights	71%	764/1,076
PS 5, Pleasant Plains	92%	220/236
PS 6, Tottenville	135%	911/674
PS 56, Rossville	96%	747/778
TOTAL	98.4%	3,961/4,024

Table S-2. Annadale, Eltingville, Great Kills

	Capacity utilization	Enrollment/capacity
PS 8, Great Kills	89%	440/497
PS 32, Great Kills	113%	933/827
PS 36, Annadale	85%	810/951
	62% (Annex)	137/222
PS 42, Eltingville	86%	639/747
	107% (Annex)	304/283
PS 55, Eltingville	121%	664/548
TOTAL	96.4%	3,927/4,075

Table S-3. Bull's Head, Travis, New Springville, Willowbrook

	Capacity utilization	Enrollment/capacity
PS 26, Travis	107%	200/187
PS 54, Willowbrook	111%	819/739
PS 58, New Springville	102%	759/744
	118% (SPED)	60/51
PS 60, Bull's Head	95%	938/986
PS 69, New Springville	80%	783/978
TOTAL	96.8%	3,559/3,685

Table S-4. Dongan Hills, South Beach, South Shore, Todt Hill

	Capacity utilization	Enrollment/capacity
PS 11, Dongan Hills	103%	288/280
PS 39, South Beach	106%	483/455
PS 46, South Shore	100%	296/296
PS 48, Todt Hill	131%	380/289
PS 52, Dongan Hills	94%	639/679
PS 80 (Petrides Complex), Todt Hill(Sunnyside)	64% (Bldg B)	735/1,154
	68% (Bldg K)	72/106
	186% (Bldg C)	434/233
	160% (SPED)	8/5
TOTAL	95.4%	3,335/3,497

Table S-5. Richmondtown, Midland Beach, New Dorp, Oakwood Heights, Bay Terrace

	Capacity utilization	Enrollment/capacity
PS 23, Richmondtown	111%	550/496
PS 38, Midland Beach	39%	152/389
	122% (Transportable)	33/27
PS 41, New Dorp	109%	660/608
PS 50, Oakwood Heights	79%	544/685
PS 53, Bay Terrace	116%	706/607
TOTAL	94.1%	2,645/2,812

Table S-6. Castleton Corners, Clifton Park Hill, New Brighton, Rosebank, Stapleton, Sunnyside, Tompkinsville, West New Brighton

	Capacity utilization	Enrollment/capacity
PS 13, Rosebank	125%	756/605
PS 14, Stapleton	76%	589/780
PS 16, Tompkinsville	94%	726/775
	85% (Annex)	306/358
PS 18, West New Brighton	84%	532/634
PS 29, Castleton Corners	98%	535/546
PS 31, New Brighton	89%	503/564
PS 35, Sunnyside	144%	338/234
PS 45, West New Brighton	139%	986/709
PS 57, Clifton/Park Hill	62%	628/1,006
TOTAL	86.3%	5,364/6,211

Table S-7. Elm Park, Graniteville, Mariner's Harbor, Port Richmond, Westerleigh

	Capacity utilization	Enrollment/capacity
PS 19, Port Richmond	105%	527/501
	222% (Transportable)	109/49
PS 20, Port Richmond	129%	406/314
PS 21, Elm Park	141%	496/351
PS 22, Graniteville	121%	1,188/979
PS 30, Westerleigh	109%	819/753
PS 44, Mariners Harbor	90%	865/964
TOTAL	112.7%	4,410/3,911