FEELING THE SQUEEZE

THE STATE OF OUR OVERCROWDED AND UNDERFUNDED PUBLIC SCHOOLS

Queens Borough President
Melinda Katz
January 2019
The New York City Department of Education is the largest municipal public school system in the United States, serving nearly a million students grades Pre-K through 12 in over 1,700 schools.

Queens is home to the second largest number of public school students in the city. Despite this, Queens currently has the most overcrowded and most underfunded schools.

Currently, Queens has a public school utilization rate of 105.89%, with 16,654 more students than the number of seats available. It is the highest in the city, and the only borough that is overcrowded. Four of the top five most crowded school districts are in Queens.

<table>
<thead>
<tr>
<th>Borough</th>
<th>Elementary</th>
<th>Middle School</th>
<th>PS/IS</th>
<th>High School</th>
<th>IS/HS</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manhattan</td>
<td>-4,399</td>
<td>-4,898</td>
<td>-2,723</td>
<td>-9,179</td>
<td>-1,800</td>
<td>-22,999</td>
</tr>
<tr>
<td>Bronx</td>
<td>+1,277</td>
<td>-7,186</td>
<td>+1,976</td>
<td>-11,061</td>
<td>-1,239</td>
<td>-16,233</td>
</tr>
<tr>
<td>Brooklyn</td>
<td>-11,844</td>
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<td>-3,738</td>
<td>-11,240</td>
<td>-2,907</td>
<td>-16,830</td>
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<tr>
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<td>-4,616</td>
<td>+361</td>
<td>+9,177</td>
<td>+161</td>
<td>+16,654</td>
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<td>Staten Island</td>
<td>+2,658</td>
<td>-1,701</td>
<td>-35</td>
<td>+459</td>
<td>-327</td>
<td>+1,054</td>
</tr>
</tbody>
</table>

Upon advocacy from the Office of the Queens Borough President, the School Construction Authority recently dedicated $2,992,290,000 in order to fund the creation of 25,478 additional seats in Queens. But even with the new seats, Queens will still remain the most overcrowded with a utilization rate of 96.63%, with elementary schools, IS/HS schools, and high schools still operating over capacity.

<table>
<thead>
<tr>
<th>Borough</th>
<th>Elementary</th>
<th>Middle School</th>
<th>PS/IS</th>
<th>High School</th>
<th>IS/HS</th>
<th>Overall Borough</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manhattan</td>
<td>90.43%</td>
<td>73.36%</td>
<td>89.26%</td>
<td>85.33%</td>
<td>84.99%</td>
<td>85.97%</td>
</tr>
<tr>
<td>- including new seats</td>
<td>87.77%</td>
<td>73.36%</td>
<td>84.58%</td>
<td>85.33%</td>
<td>84.99%</td>
<td>84.56%</td>
</tr>
<tr>
<td>Bronx</td>
<td>101.57%</td>
<td>80.50%</td>
<td>110.21%</td>
<td>80.31%</td>
<td>92.47%</td>
<td>92.31%</td>
</tr>
<tr>
<td>- including new seats</td>
<td>94.83%</td>
<td>80.50%</td>
<td>91.59%</td>
<td>80.31%</td>
<td>92.47%</td>
<td>88.36%</td>
</tr>
<tr>
<td>Brooklyn</td>
<td>90.49%</td>
<td>70.82%</td>
<td>88.95%</td>
<td>86.87%</td>
<td>80.53%</td>
<td>85.21%</td>
</tr>
<tr>
<td>- including new seats</td>
<td>86.74%</td>
<td>70.82%</td>
<td>68.88%</td>
<td>86.87%</td>
<td>80.53%</td>
<td>81.40%</td>
</tr>
<tr>
<td>Queens</td>
<td>111.56%</td>
<td>90.74%</td>
<td>101.08%</td>
<td>114.69%</td>
<td>101.23%</td>
<td>105.89%</td>
</tr>
<tr>
<td>- including new seats</td>
<td>105.35%</td>
<td>90.74%</td>
<td>75.36%</td>
<td>101.43%</td>
<td>101.23%</td>
<td>96.63%</td>
</tr>
<tr>
<td>Staten Island</td>
<td>110.73%</td>
<td>87.27%</td>
<td>99.97%</td>
<td>102.68%</td>
<td>43.62%</td>
<td>101.28%</td>
</tr>
<tr>
<td>- including new seats</td>
<td>98.81%</td>
<td>87.27%</td>
<td>82.38%</td>
<td>102.68%</td>
<td>43.62%</td>
<td>95.50%</td>
</tr>
</tbody>
</table>
Funding for schools is determined using a wide range of factors. The Department of Education funds schools through School Allocation Memorandums (SAMs). Each SAM is a dedicated funding stream, each with its own unique distribution formula, from either the City, State, or Federal government. For example, the largest source of funding is SAM 01: Fair Student Funding. Funded by the City, it takes into account, among others, number of students, number of English Language Learners, and Academic Intervention in the weighting of its funding distribution formula. Another large source of funding for schools is SAM 08: Title I. This federally funded allocation is based on the number of low-income students. These SAMs combined comprise of a school's total budget.

In Fiscal Year 2019, The Mayor raised the Fair Student Funding floor for all schools to 90%. However, Queens schools still remain the most underfunded schools in the city based on per pupil spending. Queens received $11,359 per pupil in general education spending, significantly less than even the second lowest, Staten Island at $12,237 per pupil\(^9\).

<table>
<thead>
<tr>
<th>Borough</th>
<th>Total Spending</th>
<th>Total Number of Students*</th>
<th>Per Pupil Spending</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manhattan</td>
<td>$1,379,267,178</td>
<td>108,131</td>
<td>$12,756</td>
</tr>
<tr>
<td>Bronx</td>
<td>$2,021,955,240</td>
<td>142,529</td>
<td>$14,186</td>
</tr>
<tr>
<td>Brooklyn</td>
<td>$2,688,575,570</td>
<td>211,487</td>
<td>$12,713</td>
</tr>
<tr>
<td>Queens</td>
<td>$2,515,403,765</td>
<td>221,446</td>
<td>$11,359</td>
</tr>
<tr>
<td>Staten Island</td>
<td>$533,602,051</td>
<td>43,607</td>
<td>$12,237</td>
</tr>
<tr>
<td>Citywide</td>
<td>$9,138,803,804</td>
<td>727,200</td>
<td>$12,567</td>
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</table>

\(*\)D75 and Pre-K students are not included as their funding formula is calculated differently.

When observing Per Pupil Spending by school grade type for the school's total budget, Queens schools have the lowest Per Pupil Spending for every school level other than High Schools, which is the second lowest. Four of the five school districts with lowest Per Pupil Spending in general educational spending in relation to the school's total budget are in Queens\(^10\).
A significant portion of the school’s total budget is comprised of the City’s Fair Student Funding. When observing Per Pupil Spending by school grade type for the school’s Fair Student Funding amount, Queens schools have the lowest Per Pupil Spending for every school level. Three of the five school districts with lowest Per Pupil Spending in relation to the school’s Fair Student Funding allocation amount are in Queens[11]. Meanwhile, for every school level, Queens has the lowest Per Pupil Spending in relation to Fair Student Funding.

<table>
<thead>
<tr>
<th>Per Pupil Spending by Grade - Fair Student Funding Only</th>
<th>Elementary</th>
<th>PS/IS</th>
<th>Middle School</th>
<th>IS/HS</th>
<th>High School</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manhattan</td>
<td>$10,573</td>
<td>$11,126</td>
<td>$11,896</td>
<td>$11,015</td>
<td>$10,938</td>
</tr>
<tr>
<td>Bronx</td>
<td>$11,032</td>
<td>$10,971</td>
<td>$13,841</td>
<td>$12,490</td>
<td>$12,587</td>
</tr>
<tr>
<td>Brooklyn</td>
<td>$10,213</td>
<td>$10,333</td>
<td>$11,378</td>
<td>$11,204</td>
<td>$10,748</td>
</tr>
<tr>
<td>Queens</td>
<td>$9,902</td>
<td>$9,871</td>
<td>$10,530</td>
<td>$9,515</td>
<td>$10,199</td>
</tr>
<tr>
<td>Staten Island</td>
<td>$11,484</td>
<td>$10,944</td>
<td>$11,912</td>
<td>$16,781</td>
<td>$10,850</td>
</tr>
<tr>
<td>Citywide</td>
<td>$10,410</td>
<td>$10,490</td>
<td>$11,641</td>
<td>$11,134</td>
<td>$10,933</td>
</tr>
</tbody>
</table>

In order to resolve some of these inequities, several initiatives must be implemented. Foremost, the School Construction Authority must prioritize the creation of new seats in school districts with the highest overcrowding.

Second, the State needs to fully fund the amount due to the City from its ruling brought to the New York State Court of Appeals by the Campaign for Fiscal Equity. $1.5 billion is still due to New York City.

Finally, the process in which schools are funded should be completely overhauled. Schools should receive funds to finance Other Than Personal Services only. Teacher salaries, and all other salaries, should be centralized and directly paid by the Department of Education, while principals retain all hiring decisions. This would allow schools to hire the teachers and aides that they need without being constricted by the funding, or lack of funding, they receive.

Queens schools are significantly overcrowded and underfunded. The result of this inequity in capacity and funding is an overextension of resources by Queens schools. Less teachers, pupil services staff, and paraprofessionals are able to be hired by schools. The purpose of this report is to provide a profile of each school district in Queens, highlighting overcapacity, overcrowding rate, and Per Pupil Spending in order to portray the need for more school seats and increased funds for students in Queens.
COMMUNITY PROFILE
SCHOOL DISTRICT 24

- Total Students: 55,887
- ELL Students: 21.7%
- Student Poverty Count: 76.9%
- Current Overcrowding by # of Students, Rank: 4 of 32
- Current Overcrowding by %, Rank: 5 out of 32 School Districts
- Number of New Seats Planned: 1,464
- Per Pupil Spending - School Total Budget, Rank: 21 out of 32 School Districts
- Per Pupil Spending - Fair Student Funding, Rank: 24 out of 32 School Districts

Current Number of Students Over or Under Capacity

Per Pupil Spending – Total Budget

Per Pupil Spending – FSF
COMMUNITY PROFILE
SCHOOL DISTRICT 24

UPK PPS

$22,000
$21,000
$20,000
$19,000
$18,000
$17,000

SD 24 Citywide

UPK

D75 PPS

$35,000
$30,000
$25,000
$20,000
$15,000
$10,000
$5,000
$0

SD 24 Citywide

Average Teacher Salary

$92,000
$90,000
$89,000
$88,000
$86,000
$84,000
$82,000
$80,000
$78,000
$76,000

SD 24 Citywide

Number of Students Supported by One Teacher

Number of Students Supported by One School Aide

SD 24 Citywide
COMMUNITY PROFILE
SCHOOL DISTRICT 25

- Total Students: 35,969
- ELL Students: 18.6%
- Student Poverty Count: 69.9%
- Current Overcrowding by # of Students, Rank: 2 of 32
- Current Overcrowding by %, Rank: 1 out of 32 School Districts
- Number of New Seats Planned: 4,862
- Per Pupil Spending - School Total Budget, Rank: 30 out of 32 School Districts
- Per Pupil Spending - Fair Student Funding, Rank: 29 out of 32 School Districts
COMMUNITY PROFILE
SCHOOL DISTRICT 26

- Total Students: 31,061
- ELL Students: 7.6%
- Student Poverty Count: 58.2%
- Current Overcrowding by # of Students, Rank: 3 of 32
- Current Overcrowding by %, Rank: 3 out of 32 School Districts
- Number of New Seats Planned: 2,380
- Per Pupil Spending - School Total Budget, Rank: 32 out of 32 School Districts
- Per Pupil Spending - Fair Student Funding, Rank: 32 out of 32 School Districts

Current Overcrowding Rate

Per Pupil Spending – Total Budget

Per Pupil Spending – FSF
COMMUNITY PROFILE
SCHOOL DISTRICT 27

- Total Students: 41,537
- ELL Students: 11.1%
- Student Poverty Count: 76.8%
- Current Overcrowding by # of Students, Rank: 13 of 32
- Current Overcrowding by %, Rank: 13 out of 32 School Districts
- Number of New Seats Planned: 1,756
- Per Pupil Spending - School Total Budget, Rank: 21 out of 32 School Districts
- Per Pupil Spending - Fair Student Funding, Rank: 20 out of 32 School Districts
COMMUNITY PROFILE
SCHOOL DISTRICT 28

- Total Students: 39,133
- ELL Students: 10.4%
- Student Poverty Count: 69.1%
- Current Overcrowding by # of Students, Rank: 5 of 32
- Current Overcrowding by %, Rank: 4 out of 32 School Districts
- Number of New Seats Planned: 2,676
- Per Pupil Spending - School Total Budget, Rank: 31 out of 32 School Districts
- Per Pupil Spending - Fair Student Funding, Rank: 28 out of 32 School Districts
COMMUNITY PROFILE
SCHOOL DISTRICT 28

UPK PPS

D75 PPS

Average Teacher Salary

Number of Students Supported by One Teacher

Number of Students Supported by One School Aide
COMMUNITY PROFILE
SCHOOL DISTRICT 29

- Total Students: 25,121
- ELL Students: 8.3%
- Student Poverty Count: 73.8%
- Current Overcrowding by # of Students, Rank: 15 of 32
- Current Overcrowding by %, Rank: 16 out of 32 School Districts
- Number of New Seats Planned: 1,048
- Per Pupil Spending - School Total Budget, Rank: 28 out of 32 School Districts
- Per Pupil Spending - Fair Student Funding, Rank: 25 out of 32 School Districts
COMMUNITY PROFILE
SCHOOL DISTRICT 29

UPK PPS

D75 PPS

Average Teacher Salary

Number of Students Supported by One Teacher

Number of Students Supported by One School Aide
COMMUNITY PROFILE
SCHOOL DISTRICT 30

- Total Students: 37,837
- ELL Students: 17%
- Student Poverty Count: 71.5%
- Current Overcrowding by # of Students, Rank: 12 of 32
- Current Overcrowding by %, Rank: 12 out of 32 School Districts
- Number of New Seats Planned: 6,207
- Per Pupil Spending - School Total Budget, Rank: 27 out of 32 School Districts
- Per Pupil Spending - Fair Student Funding, Rank: 27 out of 32 School Districts

![Community Profile Diagram](image_url)

- Current Number of Students Over or Under Capacity
- Current Overcrowding Rate
- Per Pupil Spending – Total Budget
- Per Pupil Spending – FSF

![Graphs showing various statistics](image_url)
COMMUNITY PROFILE
SCHOOL DISTRICT 30

UPK PPS

$19,800 $19,600 $19,400 $19,200 $19,000 $18,800 $18,600

UPK

SD 30  Citywide

D75 PPS

$35,000 $30,000 $25,000 $20,000 $15,000 $10,000 $5,000 $0

K-6 K-9 5-9 6-12 9-12

SD 30  Citywide

Average Teacher Salary

$90,000 $88,000 $86,000 $84,000 $82,000 $80,000 $78,000

K-6 K-9 5-9 6-12 9-12

SD 30  Citywide

Number of Students Supported by One Teacher

19 18 17 16 15 14 13

K-6 K-9 5-9 6-12 9-12

SD 30  Citywide

Number of Students Supported by One School Aide

500 400 300 200 100 0

K-6 K-9 5-9 6-12 9-12

SD 30  Citywide
END NOTES

3. Ibid.
4. Ibid.
5. Ibid.
6. Ibid.
7. Ibid.
8. FY 2019 New York State School Funding Transparency Form
9. Ibid.
10. Ibid.
Total Students – Total student was obtained from the FY 2019 Initial Allocation Summary by District.
Student Poverty Count – Demographic Snap Shot, New York City Department of Education, 2018. NYC DOE “Poverty” counts are based on the number of students with families who have qualified for free or reduced price lunch, or are eligible for Human Resources Administration (HRA) benefits.
Current Overcrowding by # of Students, Rank – Overcrowding by the number of students was determined using the Enrollment, Capacity and Utilization Report 2017 – 2018 by determining the difference between Enroll and Target Cap. Each school district was then ranked highest to lowest; a rank of 1 would be the school district with the most students over their Target Cap.
Current Overcrowding by %, Rank – Overcrowding percentage was determined using the Enrollment, Capacity and Utilization Report 2017 – 2018, Target Util. Target Util is the percentage of students within the target cap (Enroll/Target Cap). A Target Util of 80 would indicate that the school is currently 20% under capacity while a Target Util 120 would indicate that it is 20% over capacity. Each school district was then ranked highest to lowest; a rank of 1 would be the school district with the highest overcrowding percentage.
Number of New Seats Planned – This data is obtained from the FY 2020 – FY 2024 Proposed Five-Year Capital Plan Amendment
Per Pupil Spending - School Total Budget, – Per Pupil Spending for the school's total budget was determined using the FY 2019 New York State School Funding Transparency Form, utilizing sheet Part-C General Education Spending and the total number of non-D75 students in grades K-12 found in Part B Projected Enrollment & Demographics. Each school district was ranked from highest to lowest; a rank of 1 would be the school district with the highest Per Pupil Spending relative to the total budget of the schools.
Per Pupil Spending - Fair Student Funding – Per Pupil Spending for Fair Student Funding was determined using the FY 2019 New York State School Funding Transparency Form, utilizing sheet Part-E Weighted Register Allocation and the total number of non-D75 students in grades K-12 found in Part B Projected Enrollment & Demographics. Each school district was ranked from highest to lowest; a rank of 1 would be the school district with the highest Per Pupil Spending relative to the Fair Student Funding budget of the schools.
Current Number of Students Over or Under Capacity – This is Current Overcrowding by # of Students for each school district by grade compared to the Citywide average for each grade.

Current Overcrowding Rate – This is Current Overcrowding by percent for each school district by grade compared to the Citywide over crowding percentage.

UPK Per Pupil Spending – Per Pupil Spending for UPK was determined using the FY 2019 New York State School Funding Transparency Form, utilizing sheet Part-C General Education Spending and the total number of non-D75 students in Pre-K found in Part B Projected Enrollment & Demographics.

D75 Per Pupil Spending – Per Pupil Spending for UPK was determined using the FY 2019 New York State School Funding Transparency Form, utilizing sheet Part-C Special Education Spending and the total number of D75 students in grades K-12 found in Part B Projected Enrollment & Demographics.

Average Teacher Salary – Average Teacher Salary was determined using the FY 2019 New York State School Funding Transparency Form, utilizing sheet Part-B Projected Staffing (FTE Basis) to determine the number of teachers and sheet Part-C Personal Service Classroom Teachers to determine total salary.

Number of Students Supported by One Teacher – Teacher to Student ratio was determined sing the FY 2019 New York State School Funding Transparency Form, utilizing sheet Part-B Projected Staffing (FTE Basis) to determine total number of teachers and sheet Part-B Projected Enrollment & Demographics to determine number of students.

Number of Students Supported by One School Aide – School Aide to Student ratio was determined sing the FY 2019 New York State School Funding Transparency Form, utilizing sheet Part-B Projected Staffing (FTE Basis) to determine total number of Pupil Support and Services Staff and sheet Part-B Projected Enrollment & Demographics to determine number of students.

School District Maps were obtained from the New York City Department of Education website.
<table>
<thead>
<tr>
<th>Store Class</th>
<th>Unit</th>
<th>Retail</th>
<th>A &amp; S</th>
<th>A &amp; L</th>
<th>Total</th>
<th>A &amp; L/Unit</th>
<th>A &amp; A/Unit</th>
<th>Total/Unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>A &amp; A/Unit</td>
<td>1</td>
<td>584,249</td>
<td>471</td>
<td>321,572</td>
<td>398</td>
<td>321,572</td>
<td>471</td>
<td>321,572</td>
</tr>
<tr>
<td>A &amp; S</td>
<td>2</td>
<td>394,294</td>
<td>471</td>
<td>321,572</td>
<td>398</td>
<td>321,572</td>
<td>471</td>
<td>321,572</td>
</tr>
<tr>
<td>A &amp; L/Unit</td>
<td>3</td>
<td>194,567</td>
<td>471</td>
<td>321,572</td>
<td>398</td>
<td>321,572</td>
<td>471</td>
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</tr>
<tr>
<td>Total/Unit</td>
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<td>1,701,774</td>
<td>471</td>
<td>321,572</td>
<td>398</td>
<td>321,572</td>
<td>471</td>
<td>321,572</td>
</tr>
</tbody>
</table>

TOTAL | 6 | 1,701,774| 471 | 321,572 | 398 | 321,572 | 471 | 321,572 |

### Notes
- The data provided indicates a total sum of 1,701,774 units, with various subcategories within each classification.
ACKNOWLEDGEMENTS

The Queens Borough President acknowledges the staff members and interns who contributed to this report. Writing and compilation of data was led by Richard Lee, Budget Director for the Office of the Queens Borough President, assisted by Monica Gutierrez, Director of Education for the Office of the Queens Borough President and Lauren Yesko, Policy Intern. The Queens Borough President also wishes to acknowledge former staff members who contributed to this report, Greg Shapiro and Jessica Schabowski.