



**Sharing Space: Rethinking the Implementation of
Small High School Reform in New York City**

**THE COUNCIL OF
THE CITY OF NEW YORK**

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Executive Summary

New York City's small schools movement, which is currently being implemented at breakneck speed, has resulted in unintended negative consequences for the city's school system and deserves a thorough analysis. While small schools that have been successful throughout the country have reduced anonymity, increased communication and personalization among students and staff, New York City's small schools initiative is failing to achieve these goals and may be creating additional problems for the city's students.

The small schools movement in New York City, and the Mayor's agenda in particular, have drawn criticism from teachers, parents, principals, and students.¹ Due to poor planning by the city's Department of Education (DOE), along with space and budget constraints, many small schools have been placed in shared facilities with large schools already plagued with safety and achievement problems. Within these buildings, small schools are sharing space not only with other similar small schools, but also with large struggling schools. Conflicts have arisen between students as well as between administrators and even police officers in the buildings. These circumstances have prompted the City Council to question the efficacy of the city's small schools reforms.

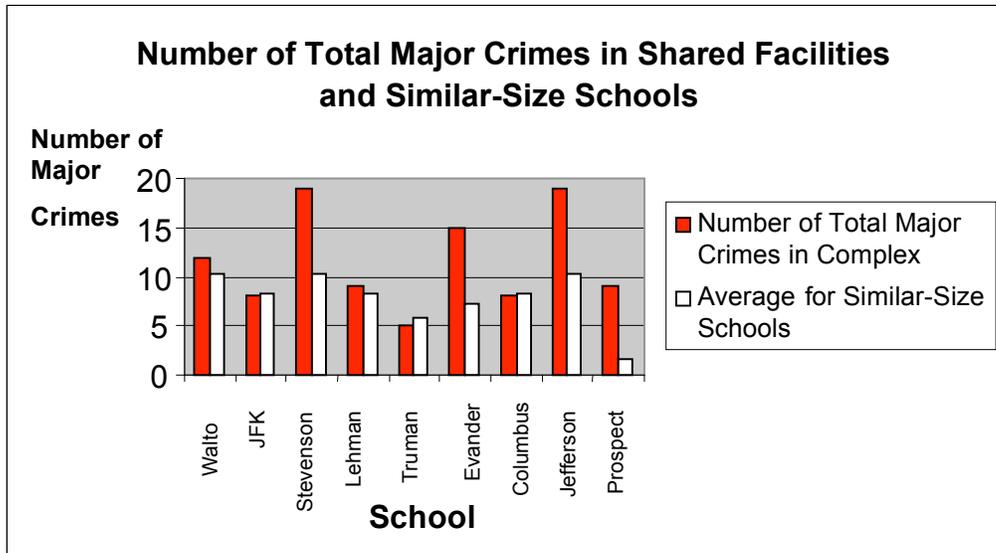
Nationwide, small schools have been created and promoted as a solution to the failure of large schools, especially in urban areas. New York City's Mayor and schools chancellor have embraced the small schools movement and hailed it a success. However, no objective analysis has been conducted and the evaluation process lacks transparency. What the public does know from reports by the media, educators, and students is that recent reforms involving the housing of small schools in large facilities resulted in negative consequences.

This report evaluates how a sample of nine host school facilities housing 34 small schools are performing with regard to safety and the use of space. (For full details on methodology, including interviews, data analysis and school visits, see Appendix 1: A Note on Sources.) It addresses whether or not the current DOE policies of housing new small schools in shared facilities with large, traditional high schools should be continued and, if not, what structural, administrative, and school safety options should be implemented in order to ensure safe, effective schools in the reform environment.

Findings of Sample NYC Small Schools Analysis

- The DOE knowingly placed small schools in some of the city's most dangerous school facilities already housing "Impact Schools."
- Six of the nine complexes evaluated had crime rates ranging from 5% to 105% higher than average crime rates of other facilities of similar size:

| | |
|--------------------------|------------------|
| Evander Childs complex | 105% higher rate |
| Thomas Jefferson complex | 84% higher rate |
| Adlai Stevenson complex | 84% higher rate |
| Walton complex | 17% higher rate |
| Herman Lehman complex | 8% higher rate |
| Prospect Heights complex | 5% higher rate |



Data Source: New York City Department of Education 2003-2004

- The practice of housing new small schools with large struggling schools replicated problems of the large traditional school, such as conflict and anonymity.
- Tensions between large and small schools sharing facility space were fostered by disparities, such as larger class sizes and higher proportions of ELL and special needs students in large schools compared to their neighboring small schools.
- Host facilities failed to meet seven of the eight components considered essential for sharing space with small schools.

Performance of Sample Facilities on Key Components

| | Teachers and administrators know students | Personalized environment | Advisories drive discipline | Schools are autonomous | Schools are contiguous | Schools don't share safety agents | Building councils | Small Class Size |
|------------------|---|--------------------------|-----------------------------|------------------------|------------------------|-----------------------------------|-------------------|------------------|
| Walton | No | No | No | No | No | No | Yes | No |
| JFK | No | No | No | No | No | No | Yes | No |
| Stevenson | No | No | No | No | No | No | Yes | No |
| Lehman | No | No | No | No | No | No | Yes | No |
| Truman | No | No | No | No | No | No | Yes | No |
| Columbus | No | No | No | No | No | No | Yes | No |
| Evander | No | No | No | No | No | No | Yes | No |
| Jefferson | No | No | No | No | No | No | Yes | No |
| Prospect | No | No | No | No | No | No | Yes | No |

*In order to analyze the facilities on the components, both qualitative and quantitative data was used. “No” indicates that the complex is not characterized by the particular component, while “Yes” indicates that the complex is characterized by the component. e.g. “No” for small class size indicates that small class sizes are not held throughout the facility.

Recommendations

The Council recommends the following revisions to the DOE's new small school policies:

1. New small schools should be placed in underutilized existing schools only when the schools in the building are similar in size and school culture.
2. New small schools should not be placed in shared facilities with large struggling schools, regardless of future plans to retain or discontinue the large school's operation.
3. There should be no host school – all schools should have equal standing in the facility, since it is clear that large host facilities do not foster safe, effective small schools.
4. Where it is necessary to have shared facilities with multiple small schools, a representative building council should remain in place as currently utilized by the DOE.
5. Co-locate schools within Community Based Organizations in order to pool resources and maximize community services for families and students.
6. Allow for transparency in assessing the small school reform movement through the creation of an Independent Institute for Research and Accountability¹ to evaluate and report on its impact.
7. Each school should have its own school safety agents and officers that work closely with principals and teachers to form a personalized approach to discipline based on the small schools model.
8. Shared facility spaces should be monitored by agents, teachers or monitors from each school within the complex so that if disciplinary action becomes necessary the appropriate school employee is present.
9. All schools within the complex should have separate entrances and students at the new small schools should not be required to pass through metal detectors, to ensure that they retain the school culture and climates that they are intended to have.

These policies will move the small schools initiative forward in creating safe, effective environments for the students they serve.

¹ The New York City Council's Commission on the Campaign for Fiscal Equity recently recommended creating an Independent Institute for Research and Accountability to provide the public with evaluation of educational reform initiatives by the school system. This independent body would conduct educational research and assessment needed to report on system reforms, provide data to the public, and instill public confidence.

Table of Contents

| | | |
|--------------|---|-----------|
| I. | Introduction | 6 |
| II. | The State of The City’s Schools | 8 |
| III. | Research Methodology | 10 |
| IV. | Analysis of Findings | 14 |
| V. | Alternatives to the Current Shared Facilities Plan | 23 |
| VI. | Recommendations | 24 |
| VII. | Bibliography | 25 |
| VIII. | Appendices | 28 |
| IX. | Endnotes | 38 |

I. Introduction

New Small Schools in New York City

Since 2003, 105 small schools have been created in New York City. Fifty-three new secondary schools were created last year alone. The city will create another 52 small schools with seats for more than 6,750 students in the fall of 2006 and the Mayor has pledged to open 200 small schools by the year 2007. Concern from the public and educators about the safety and performance of these schools, which are often housed with other, larger schools in the same complex, has prompted the City Council to analyze this initiative. This report examines what structural, administrative and organizational options should be implemented in order to ensure safe new small schools in the reform environment. The Council also seeks to determine whether or not the shared facilities that house small schools are consistent with successful small school models or if they merely replicate the large, struggling high schools that they have been chosen to replace.

The small schools movement was implemented in response to the failings of large, traditional high schools. Because of space and budget constraints, combined with the speed and scope with which the current administration is implementing the reforms, many schools are forced to co-locate with other schools. A review of the data shows that roughly half of New York City public high schools share a facility. Recent media reports and interviews also reveal that conflicts have arisen in schools with shared facilities, especially those facilities that house both new small schools and large struggling schools. The analysis that follows evaluates the data and experiences of nine of the city's 39 shared facilities.²

Small school reform efforts are seen as a response to traditional large high schools that have historically failed urban students, especially from low-income, minority communities. Most of the schools have been paid for with a \$56 million grant from the Bill and Melinda Gates Foundation, which will continue to provide funding for further reforms. Nationwide, the Bill and Melinda Gates Foundation has worked with more than 1,500 schools in 42 states to reduce large high schools to communities of 400 students or fewer. The most notable cities that are launching comparable plans to reform their education systems with small schools are Los Angeles and Chicago.³

Under the plan, each school opens its doors with about 100 students and increases over time to a maximum of 500 students. The Schools Chancellor, Joel Klein, has said that 13 of the 52 new schools will be housed in newly built or leased buildings. The other 39 will be carved out of large traditional schools, which will share a \$6 million grant earmarked for helping the transition run smoothly.

Where Does the DOE Site Small Schools?

There are three options that the DOE considers in placing new schools. The first is to employ existing resources in the form of underutilized campuses. Utilization is measured in square foot per child. This year there were 45 new schools that were placed in underutilized facilities and seven of those were placed on large campuses. The campuses may be underutilized because they are in an awkward location, may have a School Under Regents Review (SURR)⁴ on the campus, or may have announced closure and thus have few applicants.⁵ Therefore, in many ways these facilities may be undesirable. However, they represent existing underutilized resources and are the primary source of locations for new schools.⁶ The second option is to lease space in existing buildings and the third is to construct new schools. The DOE states that they are making efforts to think creatively about leasing space and utilizing community partners.⁷ However, it is unclear to what extent they are doing so and how many resources are going into this initiative.

The Directory of *New* New York City Public High Schools for 2005-2006 shows that of the 34 new high schools opening in the fall of 2006, only 18 had confirmed locations at the time of application. Ten of the 34 in the publication have no address and no district listed, although they are listed by borough. Three of the 34 have no address listed, but do have a district listed. The remaining three have a proposed location listed with

confirmation pending. Thus, parents and students are being asked to consider application to new schools without knowing where almost half of them are to be located. In many instances, applicants are being asked to apply to schools with no information on what type of facility the school will be housed in.⁸ A representative from Insideschools.org stated that many parents have been calling their hotline to inquire about transferring schools once the location is determined. Many apply and then become upset when they find out that the school is placed within a facility that houses an impact school or that is located in a dangerous neighborhood.⁹

Has New York City's Small Schools Movement Been Successful?

The Mayor and the DOE have stated that the new small schools are successful. However, there has been no long-term comprehensive study of the schools. Interviews of teachers, current and former principals and parents which were conducted by *The New York Times*, produced a wide range of results. They suggest that even the "hallmarks of small schools" – better attendance rates and graduation rates—are not guaranteed. Other factors, such as school culture, strength of partnership with the community organization and facility issues may impact the success or failure of a school.¹⁰

The small schools movement in New York City and the Mayor's agenda in particular, has drawn criticism from teachers, parents, principals, and students. One complaint is that the push to quickly create small schools has been shortsighted because the changes have caused larger schools to become overcrowded.¹¹ These larger schools create environments which are unsafe for students, as well as teachers and administrators.¹² In addition, critics say that because of the speed and scope of the small schools movement in New York City, there has not been sufficient time for planning regarding where to place the schools and how to organize them. There is evidence that this lack of planning has had negative consequences for both large and small schools, especially those schools that are housed in shared facilities. As reported in *The Washington Post* on May 10, 2005: "What we are seeing is a real mixed bag," said Jill Chaifetz, executive director of Advocates for Children, a nonprofit group that tracks what is happening in the school system. "Some of the reforms have been very promising, but there have been problems with implementation."¹³

School safety in shared complexes is of primary concern. In January 2005, an unruly student enrolled at Bronx Guild High School, one of four small high schools housed in the Adlai Stevenson complex, was approached by a school safety agent (SSA). This agent was assigned to the Stevenson complex in the Bronx that houses one large school with just under 3,000 students and four small schools, each with under 300 students. The SSA requested that the student turn over her school identification card, but she refused to do so and entered her classroom. The SSA subsequently entered the classroom and removed the student. The student sought help and protection in the principal's office, the primary source of discipline in this small school. An altercation ensued as the principal attempted to take control of the situation and he was subsequently arrested and removed from the school. Months later, he has returned to the school after many advocated on his behalf and it was determined that he had not acted outside of his role.¹⁴ Incidents such as this have occurred in other new schools to varying degrees. It thus illustrates the types of conflicts that have emerged between school administrators and safety agents in shared facilities that affect students' performance and the school environment.

Administrators from various schools sharing facilities are also experiencing challenges in using space because of the variation between schools and the lack of structural autonomy. Because the buildings were not designed to house multiple schools and structurally do not offer autonomous, contiguous spaces, the schools must cooperate in their use of space. This has been problematic at many high schools, including Walton High School in the Bronx. Because the library is centrally located, the students from Walton must walk through the High School for Teaching and Professions and have vandalized hallways and school banners.¹⁵ The campus manager at that school was reassigned after conflicts between principals in the building proved too difficult to remedy. The disagreements stemmed from discipline policy in shared spaces and a lack of uniformity in application and reporting.¹⁶

Thus, the current environments in these shared facilities are characterized by uncertain roles in authority and conflicting interests. The tension is increased by the fact that the “host” schools are bigger and often wield more power than the small schools in the building.¹⁷

School Safety Policies in New York City

In September 1998, the New York City Board of Education voted to transfer control of public school security to the Police Department. Many speakers attempted to persuade board members to vote against the plan, arguing that it would create a “prison-like atmosphere” in the schools.¹⁸ The plan stated that the training, recruitment and management of the Division of School Safety’s 3,200 officers would be turned over to the Police Department. These police officers would not carry guns, but the uniformed and armed officers that had been patrolling 128 of the then 1,100 schools would continue to do so. The school system and the Police Department would continue to maintain separate incident reports.

After months of escalated violence in the city’s schools, and denials by the Administration that school safety was a problem, the Council held a town hall forum in 2003 at which over 100 parents demanded that the city address the growing number of incidents. In January 2004, Mayor Bloomberg reversed his claims that school safety was not an issue and he, Chancellor Klein and Police Commissioner Raymond Kelly extended “Operation Impact” policies to the public school system. Under this policy, schools are chosen as Impact Schools based on quantitative and qualitative data from the DOE and NYPD and are given extra safety officers and police officers. In conjunction with the policy, suspension procedures were modified in order to expedite the removal of violent students. The Council passed three school safety bills over the mayor’s veto, including SchoolStat, which would compel the DOE and NYPD to publicly report on the number and nature of incidents in every school.

As new schools have been created and housed with existing host schools and other small schools, the reporting of safety incidents and crimes has been conducted on an aggregate facility-level basis. Thus, facilities are not treated as autonomous schools, but rather as large complexes that they had been designed to replace. Many of the new small schools have been placed in complexes with Impact Schools, a practice which reinforces the lack of foresight and planning. These schools are known to have unsafe environments and to be places that are not conducive to the small school model.

II. The State of the City’s High Schools

America’s high schools leave many young people without the academic preparation they need to be successful in college, work or their communities. Nearly one in five seniors cannot identify the main idea in what they have read; nearly two in five seniors haven’t mastered the usage of fractions, percentages and averages; and American high school student achievement ranks in the lower half of developed countries.¹⁹

The situation in New York City schools is, in fact, worse than in urban schools around the country. DOE data on school performance reveals that New York schools average a 20% drop-out rate (US average is 10%)²⁰ and a 51% graduation rate (US average is 72.5%).²¹ Additionally, 50 per every 1,000 students are suspended. As a result, the DOE is in the process of phasing out 11 underperforming high schools between 2002 and 2007.²²

Many studies have concluded that larger sized schools create conditions that erode the ability of schools to be effective learning environments.²³ These conditions are anonymity, violence and teacher disengagement. High schools have doubled in size in the last generation, resulting in overcrowding and reduced student and teacher interaction.²⁴ As a result, many teachers see over 150 students every day.²⁵ This makes it impossible for teachers to get to know the majority of their students by name or to properly evaluate their academic progress. A number of studies document that high schools are impersonal places where far too many students slip by unnoticed.²⁶

The bleak performance of urban schools has prompted many state and local officials to reform the public school systems. The concept of creating small schools has become increasingly popular among academics, researchers and the Departments of Education in Washington, D.C. and New York State. Smaller schools, however, are not the silver bullet. If implemented too quickly and without proper planning, they may have unintended negative consequences.

The Number of Shared Facilities in New York City is Increasing

Because of space and budget constraints in New York City, schools are sharing buildings with other schools or with non-educational enterprises. Combined with the recent increase in the number of small schools and charter schools being created as part of the school reform policies of the current administration, the practice of sharing space is becoming commonplace.

An analysis of 2004-2005 school address and enrollment data reported by the DOE²⁷ shows that out of a total of 319 secondary and high schools, 145 are housed within a shared facility, while 174 are housed in an individual facility. Thus, about 45% of all NYC secondary and high schools share a facility.

There are 76,304 students enrolled in high schools that share a facility with other high schools, while 236,006 students attend schools with their own facility. Thus, 24% of students attend schools that share a facility with another high school. (Appendix 2 on page 42 contains a table with complete data disaggregated by region.)

Although roughly half of New York City high schools share facilities, only about a quarter of the high school population attends schools in shared facilities. This may be expected to rise, however, as the small school movement grows – more schools will open and existing schools will grow to include more grades and thus, more students. Most of the small schools start with 108 students (the maximum for the first year) and add one grade, or another 108 students each year. This also means that the facilities that house more than one school will face greater facility, administration and safety challenges as the schools that comprise the building (sometimes as many as six or seven) grow and increase their enrollment.

The City's Small Schools Are Forced to Share Facilities With Host Schools

According to DOE administrators, three years ago 22 campuses were designated as shared facility campuses with host schools. It was decided that in three to four years, the host schools would phase out. However, because of high enrollment numbers and space constraints, many of these schools remain open and are taking new grades. Only one, South Bronx High School, has phased out and two, Morris High School and Martin Luther King, Jr. High School, will close this year. Columbus High School will cap at 1,200 students, John F. Kennedy will cap at 2,500 students and it has been decided that Harry S. Truman will be retained as a large high school. These three schools are important to this report because they are among the nine shared facilities chosen for analysis and it is clear from this interview that they will remain well above the 600 student enrollment cap of small schools. Walton High School and Evander Childs were scheduled to phase out, but because of need have not been able to begin the process. In the meantime, small schools are being placed in these buildings with large schools that may or may not be phased out in the near future.

In an interview with a policy director who worked on the reorganization of South Bronx High School in the nineties, the following facilities issue was revealed. "It all brings up the question – is this just all too fast? Many [education reformers] in Chicago and New York think that this is the case... Is it better to just start building these schools as fast as you can? I think that it is better to slow down and create good schools."²⁸

Recent Conflicts Characterize the Shared Facility Model in New York City

Many conflicts have arisen in the shared facilities chosen for analysis. These conflicts have occurred between students, teachers, school safety agents and administrators and may stem from difficulties in planning and utilization of space, as well as variation between the schools. As Jon Snyder, the dean of the Bank Street College of Education stated, “it can all fall apart in the practicalities. It’s like two families buying one house together. Logistically, it’s just a big challenge.”²⁹

The Department of Education views sharing facilities with new schools as creating a “culture from the bottom”. The small schools are personalized and the DOE feels that they may influence the larger school in the building. However, they also admit that there are tensions between schools that share buildings. These tensions are exacerbated by the variation between schools in the building. These range from variations in size to school culture to disciplinary procedures.

Operation Impact safety policies also affect these campuses. Out of the nine schools chosen for analysis, six are designated Impact Schools and were at the time that new schools were placed alongside them.³⁰ If the school is a “scan school,” meaning that the students must enter through metal detectors, it takes eight people to supervise the door. Students at new small schools must go through scanners as well if the complex contains an Impact School or scan school.³¹ Later on in the report, it will be shown that the research on school safety and small schools suggest that such “policing” of schools does not follow the effective small school model, although the practices are frequently employed in the shared facilities studied.

The System Lacks Transparency

While the Administration has touted its small school reforms as successful, reports from students, teachers, administrators, campus managers and the press have cast doubt on this self-assessment. A thorough analysis of the reform’s implementation, progress and impact on students and the schools that share space with these new small schools is needed. This report analyzed a sample of such school facilities, but a citywide analysis should be undertaken. The New York City Council’s Commission on the Campaign for Fiscal Equity recently recommended creating an Independent Institute for Research and Accountability to provide the public with evaluation of educational reform initiatives by the school system.³² This independent body would conduct educational research and assessment needed to report on system reforms, provide data to the public, and instill public confidence and could effectively conduct such an analysis.

III. Research Methodology and Limitations of the Data

Approach

Due to the fact that 53 schools opened this year and 105 have opened since 2003, the schools are new and very little outcome data exists on achievement and safety. The outcome data that does exist may not be able to inform policy because the schools were opened so recently. Therefore, a multi-strategy approach was used in this analysis. Each approach was limited by the data available or access to appropriate data, but the comprehensive strategy yields conclusions that are consistent and that inform the analysis and recommendations. Broadly stated, these approaches include: literature reviews, analysis of school and safety data and best practice research. (See Appendix 1)

Methodology

A multi-strategy approach was taken. Best practice small schools were evaluated to identify key components of effective small schools and shared facilities. The shared facility complexes chosen for analysis were then evaluated on those key components. To identify possible alternatives available for implementation in New York City, research was conducted on best practices for shared facilities, limited as it is. In addition, interviews were conducted with experts and DOE administrators. The experts consulted included: education advocates, small school reformers, policy directors in advocacy organizations, teachers and administrators. DOE administrators included: central administrators in the Office of New Schools, Campus Support and Facilities.

Sample Schools

There are 39 shared facilities which house 145 schools throughout the city (See Appendix 2). For this analysis, nine facilities were chosen that house multiple small schools and at least one large school. A small school has multiple definitions, but most specify capped enrollment between 400 and 700. Thus, the nine high school facilities that meet these criteria include: Walton, John F. Kennedy, Adlai Stevenson, Harry S. Truman, Herbert Lehman, Columbus, Evander Childs, Thomas Jefferson and Prospect Heights. Comprising the facilities are nine large schools and 34 small schools within them which were analyzed:

Walton High School

High School for Teaching and Professions
Celia Cruz Bronx High School of Music
Discovery High School

John F. Kennedy High School

Bronx School of Law and Finance
Marble Hill High School for International Studies
Bronx Theater High School

Adlai Stevenson High School

Gateway Academy
Pablo Neruda High School
Bronx Guild High School
School for Community Research

Harry S. Truman High School

East Bronx Academy
Bronx Health Science
High School for Performance and Stagecraft

Herbert Lehman High School

Peace and Diversity High School
Renaissance High School
Millennium Art Academy

Christopher Columbus High School

Columbus Institute for Math and Science
Astor Collegiate High School
Pelham Preparatory High School
Global Enterprise

Evander Childs High School

High School for Writing and Communication
Bronx Lab School,
High School for Computers and Technology
Academy of Health Careers

High School for the Contemporary Arts
Community High School for Social Justice
Bronx Aerospace

Thomas Jefferson High School

FDNY High School for Fire and Life Safety
High School for Civil Rights
High School for Performing Arts and Technology
World Academy for Total Community Health

Prospect Heights High School

International School at Prospect Heights
High School for Global Citizenship
Brooklyn Academy for Science and Environment
Brooklyn High School for Music and Theater.

Key Components for Successfully Sharing Facilities

Measures of evaluation were needed to determine whether or not the nine sample facilities follow effective models of small schools and shared facilities. A combination of literature research, interviews with experts and advocates, and reviews of promising practices in other jurisdictions yielded key components for successfully shared facilities in order to increase personalization and safety and decrease anonymity and violence.³³ These key components were extrapolated from a variety of sources that based their opinions on best practices and theories on schools' culture and safety. Only components that showed up repeatedly in the literature, were agreed upon by all experts (including advocates, school administrators and DOE central administrators) and led to promising practices were chosen. They are as follows:

1. All teachers and administrators know all students
2. Schools are personalized and have open communication
3. Advisories or family group principles drive discipline procedures
4. Schools are structurally and administratively autonomous and they have their own entrance
5. Schools are structurally contiguous
6. Schools do not share safety officers
7. Shared facilities have building councils
8. Class sizes are small throughout the building

In order to analyze the nine sample schools on the degree to which they exhibit these components, visits to some of the schools were conducted and representatives from Advocates for Children and InsideSchools.org were interviewed to gain second-hand qualitative information about the schools. Calls were made to all sample schools and a questionnaire was faxed to those schools that would not answer questions over the phone. No research method proved optimal but a combination of methods, permitted conclusions as to how the schools fared on these components. (A systematic data collection tool was used for the analysis and appears in Appendix 4.)

Range of Policy Options

When creating new small schools, a range of policy options exists regarding facilities, governance, and safety:

- *Facilities:* Schools may be housed in single school facilities or multi-school facilities. They may be housed with other small schools and/or with one or more large schools. They may also be housed with educational partners such as universities or non-educational partners such as community

organizations and museums. The DOE may use existing underutilized schools, lease space, or construct new school buildings.

- *Governance:* Where it is necessary for multiple schools to exist within a building, the governance of the shared spaces may be done by campus managers external to the schools, a democratic governing body representing all schools, or the local instructional superintendent (LIS).
- *Safety:* Where it is necessary for multiple schools to exist within a building, safety officers may be assigned to the complex or to each school separately. Discipline codes and scanning by metal detectors may be uniformly applied or specific to each school. Incident reporting may also be done for the complex or may be done for the individual school.

Criteria

Considering the needs and constraints of the New York City public education system, the following criteria were used in order to evaluate the options and choose those that would provide the greatest opportunity to ensure safe, effective schools and shared facilities:

- *Minimize cost to Department of Education:* Measured by the cost per square foot to construct, lease or use existing facilities and personnel costs for school safety agents and security.
- *Maximize school safety:* Measured by the change in number of conflicts between students, teachers, administrators and safety agents from different schools in a shared facility.
- *Maximize the adherence to small school principles and practices in shared facilities:* Measured by the extent to which new small schools are able to be similar to small school best practices in terms of reducing anonymity, retaining a level of personalization and increasing communication.
- *Maximize community involvement:* Measured by the amount of time the students participate in community activities as part of school requirements or curriculum.
- *Ability to be accepted by stakeholders:* Mayor, Department of Education, teachers' and principals' and administrators' unions, funders (New Visions for Public Schools and The Gates Foundation are the primary funders), local legislators and advocacy groups.

The options that fare best on the criteria described above were chosen to shape the recommendations. Because of cost constraints, constructing individual facilities for all new small schools is not feasible. Leasing space is an option that meets many effectiveness criteria, although does incur costs to lease space and an opportunity cost for the facilities department, which would have to deploy more resources to identify possible locations and partnerships. The practice of housing small schools with other small schools in underutilized buildings meets the criteria of adherence to small school principles and shared facility best practices, as does housing small schools with institutions of higher education or non-educational enterprises. However, housing small schools with large struggling schools does not meet any of the criteria, with the exception of the cost criterion.

In terms of governance, the option that performs best on the criteria is the building council option with participation of the local instructional superintendent to resolve disputes. This option gives the schools' instructional leaders, the principals, control over decisions made. All decisions should be made collectively and the principals should be encouraged to collaborate. This may be less problematic if the participating schools are more similar and thus, it is further recommended that small schools be housed with other small schools.

School safety has two components. The goal of the small school is to reduce anonymity and violence and create a sense of personalization and community. This cannot occur if students are forced to pass through a metal detector and eight security officers upon entering school. In addition, personalization should extend to the safety agents. Therefore, the options that offer this ability to increase personalization and decrease anonymity include having separate school safety agents for each school that are trained by the DOE and NYPD and that demonstrate an understanding of the discipline, culture, and values specific to the school.

IV. Analysis of Findings

There is a Great Amount of Variation Between Large and Small Schools

- **Small Schools Were Placed in Facilities Housing Large Impact Schools**

Six of the nine large schools in the shared facilities are Impact Schools. This means that new small high schools are being placed in facilities where it is acknowledged by the DOE that there are safety issues. The six schools that are impact schools include: Walton, Stevenson, Truman, Evander, Columbus and Thomas Jefferson.

- **Large Schools Have A Higher Proportion of ELL and Special Needs Students**

According to an interview conducted with a representative from the DOE office of new schools, the new small schools will be required to meet the average citywide percentage of English Language Learners (ELL) and special needs students by their third year of operation. The reason cited is that, because the new schools are so small, the average citywide percentage would represent a very large total number of students in the initial years³⁴. The following charts show the differences in average ELL and special needs percentages in the sample schools. The large schools have much higher percentages of both populations. This data is compiled directly from DOE data from 2003-2004, the latest years available. (See Charts 1 and 2)

**Chart 1
Percentage of English Language Learners in Small and Large Sample Schools 2003-2004**

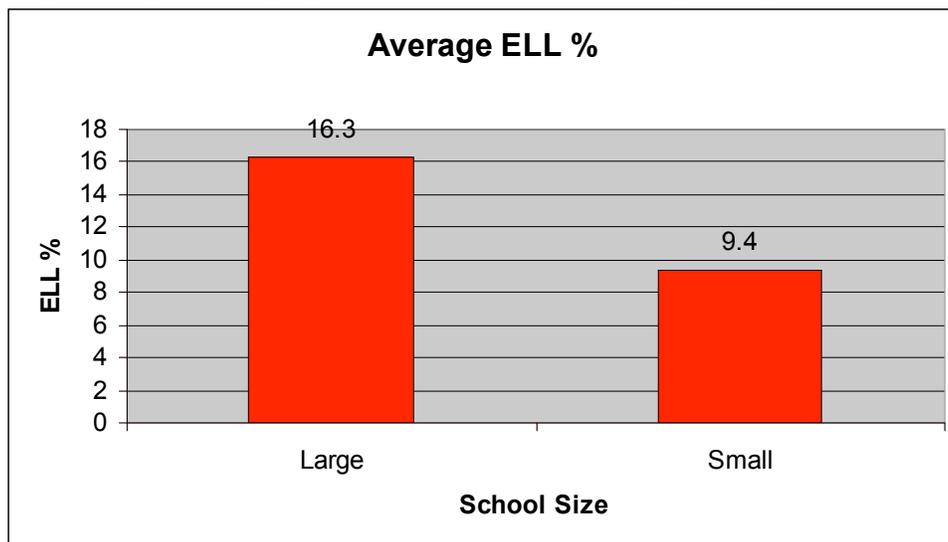
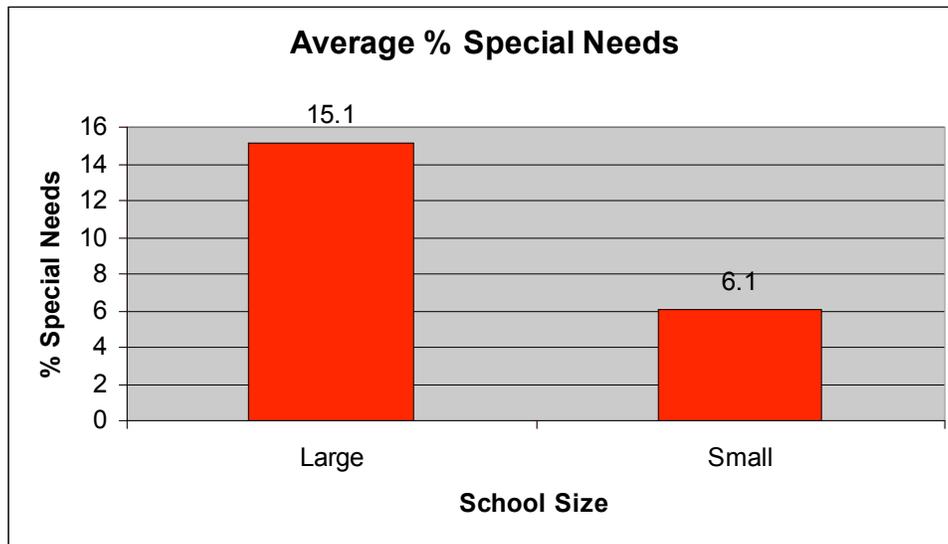


Chart 2

Percentage of Special Needs Students in Small and Large Sample Schools 2003-2004



- **Shared Facilities are Located in Outer Boroughs and Serve Low-Income Students**

Of the nine facilities that met the criteria for analysis, two are located in region 1, five are located in region 2, one is located in region 5 and one is located in region 6. The data below show that these schools serve a large proportion of low-income students. (See Table 1)

**Table 1
Distribution of Shared Facilities by Geography****

| Region | Boroughs and Neighborhoods Represented | Number of Shared Facilities with large and small schools | Average % Free Lunch in Sample Schools from Region* |
|----------|--|--|---|
| Region 1 | Bronx | 2 | 86.0% |
| Region 2 | Bronx | 5 | 67.0% |
| Region 5 | Brooklyn | 1 | 90.4% |
| Region 6 | Brooklyn | 1 | 79.4% |

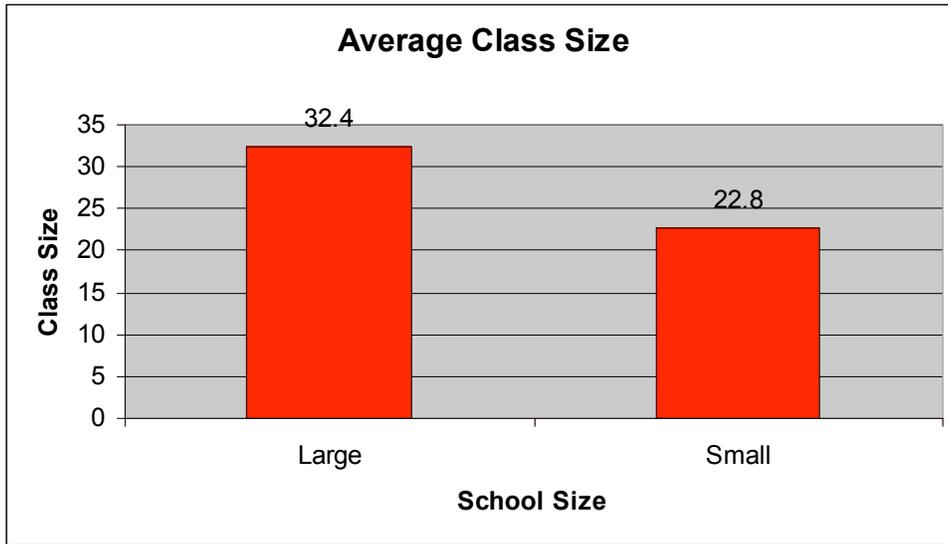
*Free lunch percentages are averages for the large schools in the sample facilities for that region. For example, Region 1 average was calculated by averaging the free lunch % of Walton and JFK high schools.

**Source: New York City Department of Education School Report Cards and Insideschools.org.

- **Small Schools Have Smaller Class Sizes than Large Schools Within the Facility**

The small schools in the sample have an average class size of 22.8 students and most of the schools' classes range in size from 20 to 25. There is one small school that has classes over 25. The large schools consistently have class sizes ranging from 25-34 with most toward the higher end of that the range. The citywide average as reported by the United Federation of Teachers is about 32 for high schools and the maximum allowed by DOE at this level is 34. (The data on class size is compiled from Insideschools.org and is not available for all schools.) This is yet another disparity between the schools within the same building. (See Chart 3)

Chart 3
Average Class Size in Small and Large Sample Schools 2003-2004



- **Shared Facilities Had Higher Crime and Incident Rates than Citywide Averages**

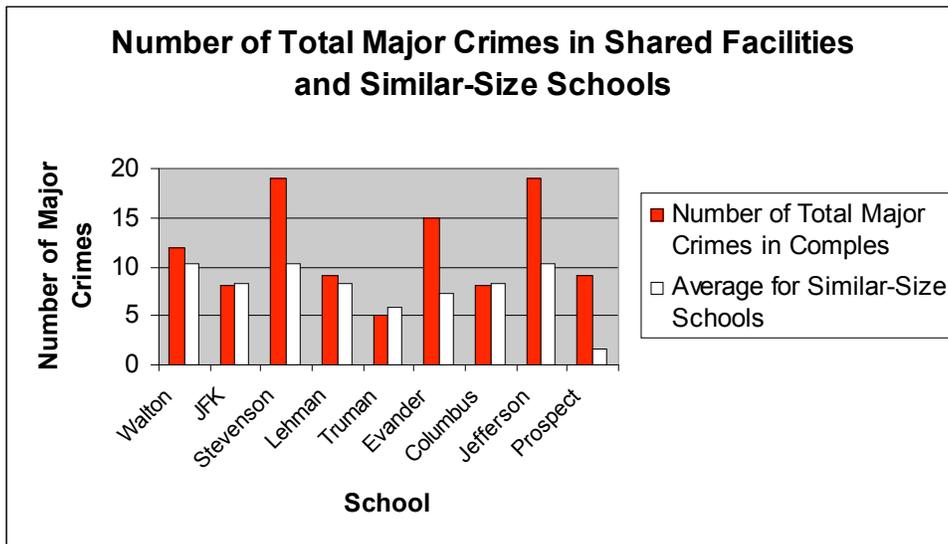
In almost every facility studied, in each of the three categories, it is evident that the number of crimes and incidents was higher than the citywide averages for similar size schools. These data are compiled from DOE Division of School Safety reports and are aggregate for the consolidated complexes from 2003-2004. Thus, the data show that it was evident that the schools had safety problems prior to the inclusion of new small schools this fall. (Appendix 3 contains data sets which include years of establishment and more detailed incident data.)

Total major crimes are defined as the most serious personal and property crimes. The property crimes include: burglary, grand larceny and grand larceny auto. The crimes against persons include: murder, rape, robbery and felony assault.³⁵ As there were no murders recorded in any New York City public school for the 2003-2004 school year, only the latter three comprise the data below. In the majority of the schools in the sample, the number of total major crimes in the complex exceeded the average for similar-size schools. The exceptions are Truman, Columbus and JFK. However, many of the other schools in the sample greatly exceed the average for similar-size schools. (See Chart 4)

Six of the nine complexes evaluated had crime rates up to 105% higher than average crime rates of other facilities of similar size:

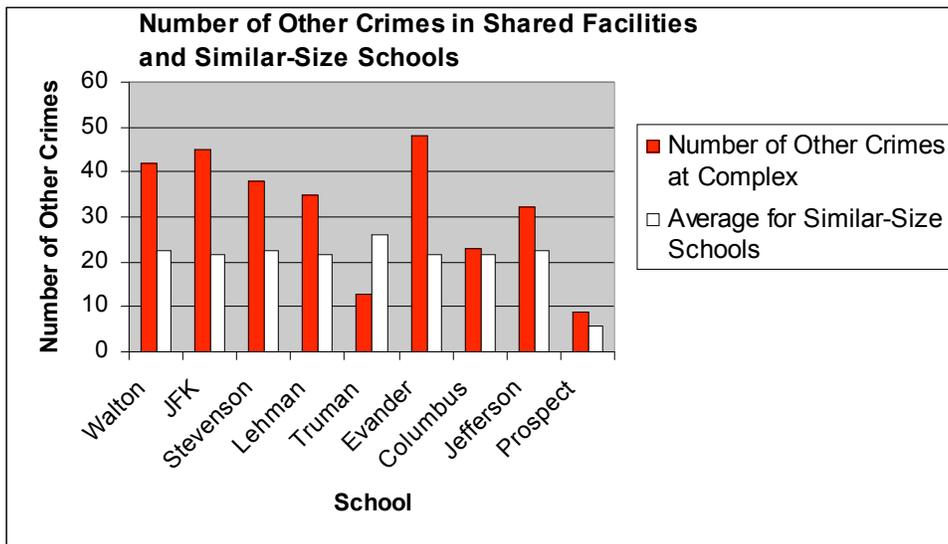
| | |
|--------------------------|------------------|
| Evander Childs complex | 105% higher rate |
| Thomas Jefferson complex | 84% higher rate |
| Adlai Stevenson complex | 84% higher rate |
| Walton complex | 17% higher rate |
| Herman Lehman complex | 8% higher rate |
| Prospect Heights complex | 5% higher rate |

Chart 4
Total Major Crimes: 2003-2004



Other crimes are defined as “many crimes and incidents that range in severity”, including: arson/explosion, misdemeanor assault, criminal possession or sale of a controlled substance, sale of marijuana, criminal mischief, petit larceny, reckless endangerment, sex offenses (not including rape) and weapons possession.³⁶ The chart shows that eight of the nine facilities have higher “other crime” incidents than similar-size schools. (See Chart 5)

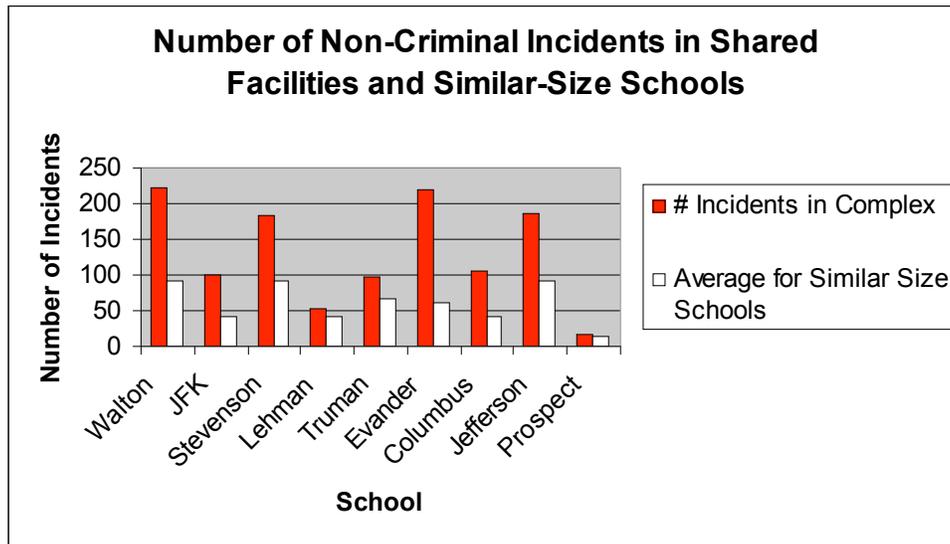
Chart 5
Other Crimes 2003-2004



Non-Criminal Incidents are defined as actions which are not classified as crimes, but are “nevertheless disruptive to the school environment”. These include: disorderly conduct, harassment, loitering, possession of marijuana,

possession of dangerous instruments and trespassing.³⁷ All of the nine schools had higher numbers of non-criminal incidents than similar-size schools. (See Chart 6)

Chart 6
Non-Criminal Incidents 2003-2004



The data show that the schools within a building vary widely depending on their size. In addition, the nine sample facilities disproportionately house Impact Schools and have high crime and incident rates when compared to the citywide averages for similar size schools. The following findings from literature and field research explain why these variations matter and offer alternatives that may solve the problems that they create.

Shared Facilities Fail to Meet Key Criteria

Eight key components were derived from a review of best practice research, visits to schools and interviews with key stakeholders. These were used to determine whether or not the nine sample facilities follow effective models of small schools and shared facilities. It was found that instead of creating new, safe, effective schools, the structures created are replicating the problems of large schools with added possibilities for conflicts between schools that share the facility.

All of the nine sample schools have building councils of principals who make up a democratic governance structure. The council makes decisions for the campus regarding issues affecting all schools in the building, such as those relating to facilities/space, scheduling, safety, staff, budget, and school transition (in places where the host school is transferring out).³⁸

On the other dimensions, however, the nine facilities fail. None of the schools are completely autonomous and contiguous because they all share common spaces and must travel through other schools or share spaces in other schools. Only a few of the schools have separate entrances. In addition, an interview with a DOE administrator revealed that at the Impact Schools (six of the nine), students have to pass through scanners. Just having the scanners at the school can create a negative environment for the other students, and at scan schools, “all students from all schools must pass through the scanners”.³⁹ Because of the nature of the space and the

facilities, safety officers and agents are often shared and are responsible for students in more than one school. This erodes the autonomy and takes power away from the chain of command that characterizes small schools.

Overall, these shared facilities that house large and small schools do not conform to the models for effective small schools and shared facilities. The goals of the small school reforms are noble, but the facilities must support and foster them. The system must also be more transparent about how the reforms are working and the impact they have on the entire facility. The following options for policy changes and recommendations seek to accomplish this goal. The following chart summarizes the performance of the sample of shared facilities on the key components previously identified.

Table 2*
Performance of Sample Facilities on Key Components

| | Teachers and administrators know students | Personalized environment | Advisories drive discipline | Schools are autonomous | Schools are contiguous | Schools don't share safety agents | Building councils | Small Class Size |
|------------------|---|--------------------------|-----------------------------|------------------------|------------------------|-----------------------------------|-------------------|------------------|
| Walton | No | No | No | No | No | No | Yes | No |
| JFK | No | No | No | No | No | No | Yes | No |
| Stevenson | No | No | No | No | No | No | Yes | No |
| Lehman | No | No | No | No | No | No | Yes | No |
| Truman | No | No | No | No | No | No | Yes | No |
| Columbus | No | No | No | No | No | No | Yes | No |
| Evander | No | No | No | No | No | No | Yes | No |
| Jefferson | No | No | No | No | No | No | Yes | No |
| Prospect | No | No | No | No | No | No | Yes | No |

*In order to analyze the facilities on the components, both qualitative and quantitative data was used. “No” indicates that the complex is not characterized by the particular component, while “Yes” indicates that the complex is characterized by the component. e.g. “No” for small class size indicates that small class sizes are not held throughout the facility.

It may be argued that with effective governance, these conflicts might be mitigated and the schools may benefit from collaboration. However, because of great degrees of variation between the schools, it may be more likely that the practice of sharing facilities will not be effective in creating effective small school environments. Some examples of compliance failure or achievement found through this research are:

1. All Teachers and Administrators Know All Students

An interview with a teacher at A. Philip Randolph High School in Harlem revealed that it is not enough to know the students in one’s classes; teachers must know all of the students in the school to be able to effectively mitigate conflicts and engage in quality communication. He recounted an experience of a fight occurring in the hallway and because he did not know the students, was not able to assess the nature of the problem and how to deal with it. “In a small school environment, you know all of the students and not only do you know them by name, you probably know why they are fighting.”⁴⁰ In facilities where large and small schools cohabitate, many teachers and administrators are unable to know or even identify all students in the building.

2. Schools are Personalized and Have Open Communication

Small schools usually have a theme and there is a clear effort to make time for communication. Students have more of an opportunity to speak with teachers because class sizes are smaller and they usually have a family group or advisor. The theme of the school may be reinforced by curriculum, hallway decorations and other activities. It was recounted that at the High School for Teaching and Professions, a small school in the Walton complex in the Bronx, a banner for the school was damaged with graffiti by students from Walton as they were passing through the small school on the way to the library. Thus, the personalization of the school was hampered by the shared facility model due to tensions between the schools.

3. Advisories Drive Discipline Procedures

One of the main components of new small schools is the concept of advisory, which is a core class in which teachers meet with a group of 12-15 students. The purposes vary based on the school, but most often offer a forum for discussion and guidance. The teacher works with the same students over a specified period of time, usually 2-4 years. Thus, each student is known well by at least one teacher and it is more difficult for the student to fall through the cracks. Although small schools appear to be an important factor in creating more effective schools, they are not enough in and of themselves to address all the problems of large high schools. Visits to Fannie Lou Hamer High School and Urban Academy, schools that have been cited as effective small schools revealed that *advisories* or *family group* techniques drove their schools' theme, communication and community involvement.

Not all schools within the complexes had advisories. Though smaller sized schools make possible certain structures and practices that are conducive to student learning, size by itself is necessary but not sufficient to ensure the success of the most important factors of a high performing small school: strong relationships and a sense of community.⁴¹ Advisories have been advanced as critical adjuncts and the specific structure to build relationships among students, teachers, parents and administrators in the school.⁴²

Advisories provide social exchange and peer recognition in a safe environment. In large schools students' concern about peer pressure, not wanting to appear able, and the resultant self-handicapping strategies result in poor academic performance.⁴³ Advisories mediate between academic and social concerns. The advisory curriculum supports achievement by addressing the range of intervening variables such as: personal factors (self-esteem, attitudes, behavior, motivation, well-being, and anxieties); interpersonal factors (peer relationships, belonging, and acceptance); and practical strategies for success (study habits, test-taking techniques, and peer-coaching), all mitigating self-defeating behaviors.

Advisories can be effective mechanisms for solving the problems of small urban high schools. One study conducted by Research in Middle Level Education (RMLE) examined the impact of advisories led by staff trained in group facilitation. They analyzed data from 44 students who participated in advisory groups (advisory) and 27 who did not (control). Participants were administered surveys measuring social support, school environment and school performance. The data suggest a trend for advisory students to be more likely to share their feelings with a teacher, seek out help from persons in the community and perceive improvement in their school behavior, relative to the control group.⁴⁴

Advisory-type programs are the basis for the cultures of small schools. Even schools that do not have a specified advisory period, have a better chance of achieving high levels of communication and interactions between students and teachers. When multiple schools are in a building, this becomes more difficult, especially when the lines of autonomy regarding space are blurred.

4. Schools are Structurally and Administratively Autonomous and Have Their Own Entrance

A policy director at Business and Professional People for the Public Interest revealed her experience that there should ALWAYS be separate entrances for each school in the complex. She gave the example of JFK because it is so huge and students can feel lost there. She says that, "kids need to get greeted at the door...every

good small school has the principal at the door and at dismissal.” This was also observed at the Heritage School in East Harlem. The students looked happy upon entering the school and welcomed by the staff. Students stated that they felt “safe and welcome” at their school and that they felt that they were “looked after and protected”. The policy director felt strongly that all policies should reinforce autonomy from each other and the DOE in terms of governance and teaching.

Research by, among others, Jacqueline Ancess of the National Center for Restructuring Education, Schools and Teaching (NCREST) at Columbia University’s Teachers college, found that small schools suffered when forced to take root in large school buildings, alongside other schools with conflicting school cultures and incompatible approaches to learning. Dr. Ancess said that she has been dismayed to see small schools crippled by their placement in buildings with metal detectors and a strong police presence. “When they’re put in a building with a school that has an antithetical culture, this is a recipe for failure.”⁴⁵ In response, a meeting with the Director of Campus Support at the DOE agreed that, “mixing large and small schools together may clash”, but that the practice was continued in order to make use of the space.

5. Schools are Structurally Contiguous

Research says that schools should be contiguous. Schools should have physically separated areas of the building that belong to the school. The physical separation “creates a sense of ownership and identity within the school”.⁴⁶ In addition, this physical separation can mitigate conflict between schools and help to ensure the success of new small schools. Unfortunately, this was not the case for the sample facilities where lack of contiguity in the space created tensions between the schools and disjointed each school’s environment.

6. Schools Do Not Share Safety Officers

On a visit to Fannie Lou Hamer Freedom High School, students were observed loitering in the hallway during a class period. The safety agent in the hall called each of the students by name and suggested that they get to class. Because of this level of personalization, the students were held accountable and the approach was effective. This approach would not be likely to work in a large shared facility because of the huge student population, as the safety agents are shared. An administrator from Morris and South Bronx High Schools stated that safety officers should not be shared because this would decrease the ability of the small school to conform to principles of forming relationships and personalized environments.

One interviewee (name withheld) stated, “In an ideal world, kids would not have to be scanned when they enter the building. New small schools should definitely not have scanners. At Morris and South Bronx [when she worked on those schools] the worst part was that each school wanted control over security and this was not possible. It was a difficult decision to decide where security should be stationed. This is especially difficult when you share the floor and only occupy, say, half of it. One year [they] had their own security aide, but not their own security officer. This is part of the negotiation”.

Small schools and large schools have very different methods of discipline by definition. The smaller schools have philosophies based on communication and relationships and thus, the discipline is handled through chains of command that are based on those relationships. For example, at Fannie Lou Hamer, students requiring disciplinary action are sent to their advisory and then to the principal. In a large school, disciplinary actions are usually the charge of the deans and the security officers. In Impact Schools, the security officers and agents have an increased role because of the sheer numbers and policies. This can create problems in shared spaces because the methods of discipline are very different in the various schools occupying the space.

7. Shared Facilities Have Building Councils

The New York City Department of Education has just produced a “Shared Space Toolkit” for a shared space conference that was held this spring. Participants included any administrators from schools that shared space, including building councils. The document outlines best practices for school collaboration and conflict resolution. It is clear from this document and from interviews with advocates, teachers, administrators and

researchers, that building councils are necessary and that the participation of the principals in the schools is critical. Many problems occurred with the campus manager system that was implemented in New York and that is currently in place in Chicago. Because the campus manager is external to the schools themselves, conflicts are common between the principals and the campus manager.⁴⁷ There are many models of effective building councils and they must be tailored to the needs of the schools involved.

The Chicago Public School system (CPS) recently implemented a new policy regarding building councils in shared facilities. This policy says that every school has to create a memorandum of understanding describing who does what and how they are going to do it. CPS has now made obsolete the term “host school”. The reasoning behind that policy change is that it ensures that all schools are on an equal footing on the council.⁴⁸ CPS believes that all schools should be treated as equals, regardless of size. In New York City, the larger school is usually the host school.

8. Class Size Matters

One of the main benefits of new small schools is the small class sizes which they can offer. Research has shown that class size is crucial to student achievement. New York City has some of the largest class sizes in the state and even the country. Many teachers have testified before the Council that excessive class size has impeded their ability to teach. The UFT has submitted that as high school classes have ballooned to 34 students throughout the city students have suffered: “Class sizes this large mean students’ programs are limited, they have little lab time, almost no one-on-one time with teachers, [and] little chance to get personal feedback on their writing or anything else that will prepare them for college and a productive life.”⁴⁹

Analyses of Facility, Governance, and Safety Policies

The options available in terms of school facilities and governance and safety are evaluated on the aforementioned criteria (See page 13). A high score is given to those options that fare best on a criterion, while a low score is given to those options that fare least well (See Appendix 5 for matrices). Housing new small schools with community partners, including educational and non-educational enterprises fare best on all of the criteria. Although this option does incur a cost for identifying and leasing property, it fares high on all effectiveness criteria, including increasing safety and community involvement while retaining the principles of the small school movement. The DOE is currently exploring this option, but may increase their efforts in their operation and facilities departments to identify locations. The price per square foot for leasing space varies greatly depending on the location and the community partner.⁵⁰

Housing small schools with large struggling schools does not fare well on any of the criteria, with the exception of the cost criterion. Another possible option would be to break the larger school up into academies in order to make the schools in the building more similar. However, the research says that, “it may be easier to bring the specialized and varied behavior settings to small schools than to raise the level of individual participation in large schools...[however] the evidence on various reforms to create small schools through mechanisms such as schools-within schools where large schools are subdivided into houses or academies, is nowhere near as extensive or conclusive as the evidence on school size. This is partly because these reforms are relatively new and partly because the arrangements that create schools within a school vary so widely.”⁵¹

In terms of governance, the option that best meets the criteria is the building council option with participation of the local instructional superintendent to resolve disputes. This option gives the schools’ instructional leaders, the principals, control over decisions made. All decisions should be made collectively and the principals should be encouraged to collaborate. This may be less problematic if the participating schools are more similar and thus, it is further recommended that small schools be housed with other small schools. Principal managers are clearly the governance choice for the short-term in the shared facilities as this option fares better against the criteria than external managers or “campus managers”. The principal managers have ownership over their school and will represent a democratic governance structure.

School safety has two components. The goal of the small school is to reduce anonymity and violence and create a sense of personalization and community. This cannot happen if students are forced to pass through a metal detector and eight security officers upon entering school. In addition, personalization should extend to the safety agents and officers. Therefore, the options that offer this ability to increase personalization and decrease anonymity include having separate school safety agents for each school that are trained by the DOE and NYPD and that demonstrate an understanding of the discipline, culture, and values specific to the school.

V. Alternatives to the Current Shared Facilities Plan

A Promising Practice: Leasing Space with Community Partners

Jon Snyder, Dean of the Bank Street College of Education states that shared space with community partners can work, if it is planned well. “Shared space is a no-brainer, financially and also educationally...since children stopped learning at the feet of their parents, educators have been trying to address the separation between school and the real world. Placing a school in an environment where different generations and professions come into contact offers an opportunity to bridge that gap.”⁵²

Partnerships have been bridged between community-based organizations (CBOs), museums, churches, libraries, universities, senior centers and even zoos. The advantages of creating these partnerships and leasing space in the community include: expanding learning opportunities for students, expanding service provision for communities, and efficiently using space.⁵³

Co-locating with another organization can have enormous benefits for a school’s students, their families and the broader community. Many communities around the nation have used this concept and found widespread benefits. In a paper written for the Carnegie Corporation, researcher Joy Dryfoos described these places as community schools. There is a growing body of evidence that community schools are beginning to demonstrate positive effects on students, families and communities and many of these models have the capacity to produce multiple impacts that include and go beyond the expectations of traditional education reform⁵⁴. El Puente in New York City is an example of best practice of housing human service programs and a school in the same building to serve students and families. Services provided through a school-community center can include academic support, health care, family support, counseling, senior citizen services and job training services.⁵⁵

Learning opportunities for students can be expanded through these partnerships. For example, at the Minnesota school of environmental science students share space with and have internships at the Minnesota zoo and produce presentations for the visitors. There is a public school in the Mall of America that focuses on marketing and advertising.⁵⁶ Because of New York’s size and diversity, there are many opportunities that may be available for collaboration with public schools. The Julia Richmond complex is another example of a successful school reorganization project in New York City. In this case, the high school shares space with an elementary school and an early childhood program. Cincinnati’s Parham Elementary school partners with FamiliesFORWARD which provides a vast array of courses and after-school programs to supplement faculty activities. Thus, leasing space for public schools within partnering organizations, businesses and service agencies may provide an expansion of services for students and their families, allow a community to offer programs, facilities and services that it might not otherwise be able to afford and create more time for families to spend together.

Other options that exemplify promising practices include: housing small schools independently, housing small schools with other similar small schools or breaking large schools up into smaller schools. However, there is no research to indicate which model is best. Each can be effective if the small schools are able to adhere to the key components that have been identified by the research.

VI. Recommendations

If implemented correctly, small schools create intimate learning communities where students are well known and encouraged by adults who care about them. Students are less likely to get lost and teachers are better able to understand their strengths and weaknesses. When teachers know their students, discipline problems and dropout rates go down, while attendance goes up. Overall student achievement increases and the gap between poor students and their more affluent peers is narrowed. The cost per graduate may also be ultimately lower in small schools compared to large comprehensive high schools.⁵⁷ To ensure that the city's small schools movement succeeds, it should follow the lead set forth by other cities, where small learning environments produced greater efficacy, job satisfaction among teachers, and improved student performance.⁵⁸ The Council recommends the following revisions to the DOE's new small schools policies:

1. New small schools should be placed in underutilized existing schools only when the schools in the building are similar in size and school culture.
2. New small schools should not be placed in shared facilities with large struggling schools, regardless of future plans to retain or discontinue the large school's operation.
3. There should be no host school – all schools should have equal standing in the facility, since it is clear that large host facilities do not foster safe, effective small schools.
4. Where it is necessary to have shared facilities with multiple small schools, a representative building council should remain in place as currently utilized by the DOE.
5. Co-locate schools within Community Based Organizations in order to pool resources and maximize community services for families and students.
6. Allow for transparency in assessing the small school reform movement through the creation of an Independent Institute for Research and Accountability to evaluate and report on its impact. Such an evaluation should ensure that shared facilities meet the seven key components:
 - Teachers and administrators know students
 - Personalized Environment
 - Advisories drive discipline
 - Schools are autonomous
 - Schools are contiguous
 - Schools have Building Councils
 - Class Sizes are Small
7. Each school should have its own school safety agents and officers that work closely with principals and teachers to form a personalized approach to discipline based on the small schools model.
8. Shared facility spaces should be monitored by agents, teachers or monitors from each school within the complex so that if disciplinary action becomes necessary the appropriate school employee is present.
9. All schools within the complex should have separate entrances and students at the new small schools should not be required to pass through metal detectors, to ensure that they retain the school culture and climates that they are intended to have.

These policies will move the small schools initiative forward in creating safe, effective environments for the students they serve.

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Appendix 1: A Note On Sources

First, secondary literature research was conducted in order to understand the context of the small schools movement and to identify conclusions drawn from earlier studies on small schools, school safety and shared facilities. This research yielded best practices from the small school movement and outcome data that conclude that small schools are effective in reducing school violence and raising achievement. Literature research was also conducted on school safety policies and methods in order to incorporate them into the discussion of small school reform and the current New York City environment. Media reports from various sources were consulted in order to identify controversial schools and high profile incidents that have occurred in the time period following the implementation of the small school movement and new safety initiatives. Council hearing testimony was used to contextualize the issue and identify key players in the policy-making environment.

Second, in order to determine the scope of the problem, a review and analysis of New York City High Schools was conducted. The data used for this analysis included school addresses and enrollment numbers from the 2004-2005 school year. This review yielded information regarding how many small and large secondary schools and high schools currently serve New York City students. In addition, this research showed how many students attend large and small schools and how many schools share facilities with other schools. Nine shared facilities were subsequently chosen for analysis. These facilities all house multiple schools, including one large traditional school along with several small schools.

Third, suspension and crime incident data were used to determine the scope of the problem regarding school safety. Because suspension data was not available for all schools and because suspension data is difficult to interpret, incidents reported by the NYPD were used. However, these data are from 2003-2004 and are aggregate for the entire shared facility or “consolidated complex”. Thus, they do not include all of the schools in the building currently. These data are important because they reflect the state of safety in the building before adding new small schools in the fall of 2004.

Fourth, data on the nine schools chosen for analysis were used in order to measure the amount of variation between the large school and the new smaller schools in each building. These data include: class size, attendance rates, the percentage of English language learners (ELLs) and the percentage of students with special needs. Ideally, more comprehensive outcome data would be used, but because the schools are so new, there exist very little data on graduation rates and test scores. Admissions criteria were taken into account, as well as income and demographics, although these data were not available for all schools.

Fifth, interviews with various actors in the movement were conducted in order to understand how the small schools initiative has been implemented. The interviews were conducted with the Department of Education’s (DOE) Office of New Schools, DOE’s School Safety Division, DOE’s Facilities Office, New York Civil Liberties Union and New Visions for Public Schools. In addition, interviews were conducted with Advocates for Children and InsideSchools.org in order to gain access to specific information about the schools and the implementation of small school reform. New Visions, Advocates for Children and InsideSchools.org are organizations that frequently visit schools and have comprehensive information about schools that is available to the public and used by parents to choose schools. Interviews were also conducted with current and former teachers, principals and campus managers.

Sixth, in order to determine how the small school movement has been implemented in other cities, phone interviews were conducted with education administrators and school safety officials in Chicago, Boston and Los Angeles. These cities were chosen because they are noted in the literature for having implemented small school reform and their size and demographics are most similar to New York City. However, it must be noted that shared facilities with both large and small schools are not utilized in the three other major cities analyzed. New York is unique in this practice and thus, it was difficult to find promising practices that could be directly applied to the New York City context.

Appendix 2: Number of Facilities and Enrollment in New York City High Schools

The source for this data is the New York City DOE website, www.nycenet.edu. In order to compile the data, school addresses and enrollment data were analyzed.

| Region | Number of Shared Facilities | Number of Schools in Shared Facilities | Number of Schools in Non-shared Facilities | Total Enrollment in Shared Facilities | Total Enrollment in Non-shared Facilities |
|--------------------|-----------------------------|--|--|---------------------------------------|---|
| 1 | 4 | 21 | 14 | 12,665 | 16,820 |
| 2 | 7 | 35 | 9 | 22,203 | 4,130 |
| 3 | 2 | 7 | 17 | 3,281 | 37,080 |
| 4 | 3 | 8 | 14 | 4,789 | 21,680 |
| 5 | 4 | 11 | 10 | 6,723 | 16,660 |
| 6 | 3 | 15 | 14 | 4,715 | 26,400 |
| 7 | 0 | 0 | 18 | 0 | 44,570 |
| 8 | 5 | 13 | 16 | 7,749 | 15,500 |
| 9 | 7 | 22 | 52 | 8,415 | 41,850 |
| 10 | 4 | 13 | 10 | 5,764 | 11,260 |
| Total (NYC) | 39 | 145 | 174 | 76,304 | 236,000 |

Appendix 3: High Schools Case Study Data

Case Study 1: Walton High School

Table 1a: Walton High School Complex Data

| School | Year Est. in Facility | Enrollment | Class Size | Attendance % | Capacity % | ELL % | Special Needs % |
|-------------------------|-----------------------|------------|------------|--------------|---------------|-------|-----------------|
| Walton High School | | 2958 | 34 | 73 | 171.3 | 37.6 | 16.01 |
| Teaching Professions | September 2002 | 422 | 28 | 84 | 86.6 | 6.93 | 6.69 |
| Bronx HS of Music | September 2004 | 158 | 20-25 | 90 | Not available | 5.06 | .63 |
| Discovery HS | September 2003 | 177 | 22-25 | 92 | Not available | 12.14 | 16.19 |
| Citywide Average | | 980 | 32 | 85 | Not available | 14.5 | 10.7 |

Table 1b: Walton High School Complex Police Incidents

| | Total Major Crimes | Major Crimes (property) | Major Crimes (against persons) | Other Crimes | Non-Criminal Incidents |
|----------------------------------|--------------------|-------------------------|--------------------------------|--------------|------------------------|
| Walton Complex | 12 | 4 | 8 | 42 | 223 |
| Average for Similar Size Schools | 10.3 | 2.8 | 7.5 | 22.4 | 92.3 |

The incidents data are from 2003-2004 and are aggregate for the following schools: Walton HS, Walton HS GED, HS for Teaching and Professions, Discovery HS.

Case Study 2: John F. Kennedy High School Complex

Table 2a: John F. Kennedy High School Complex Data

| School | Year Est. in Facility | Enrollment | Class Size | Attendance % | Capacity % | ELL % | Special Needs % |
|-------------------------|-----------------------|------------|------------|--------------|---------------|-------|-----------------|
| Kennedy Complex | | 4232 | 34 | 77 | 120.6 | 24.31 | 12.61 |
| Bronx Law/Finance | September 2003 | 199 | 21 | 88 | Not available | 7.22 | 3.09 |
| Marble Hill HS | September 2002 | 298 | 25 | 96 | 86.2 | 42.2 | .34 |
| Bronx Theater HS | September 2003 | 198 | 20-25 | 91 | Not available | 6.57 | 8.08 |
| Citywide Average | | 980 | 32 | 85 | Not available | 14.5 | 10.7 |

Table 2b: John F. Kennedy High School Complex Police Incidents

| | Total Major Crimes | Major Crimes (property) | Major Crimes (against persons) | Other Crimes | Non-Criminal Incidents |
|----------------------------------|---------------------------|--------------------------------|---------------------------------------|---------------------|-------------------------------|
| Kennedy Complex | 8 | 3 | 5 | 45 | 101 |
| Average for Similar Size Schools | 8.3 | 3.3 | 5 | 21.6 | 40.5 |

The incidents data are from 2003-2004 and are aggregate for the following schools: John F. Kennedy HS, John F. Kennedy HS GED, Marble Hill HS for International Studies, Bronx Theatre HS.

Case Study 3: Adlai Stevenson High School Complex**Table 3a: Adlai Stevenson High School Complex Data**

| School | Year Est. in Facility | Enrollment | Class Size | Attendance % | Capacity % | ELL % | Special Needs % |
|-------------------------|------------------------------|-------------------|-------------------|---------------------|-------------------|--------------|------------------------|
| Adlai Stevenson | | 2929 | Not available | 67 | 113.4 | 16.7 | 17.8 |
| Gateway Academy | September 2003 | 177 | 20-25 | 90 | | 5.45 | 4.25 |
| Pablo Neruda | September 2004 | 168 | 20 | 80 | | 13.84 | 6.91 |
| Bronx Guild | September 2004 | 261 | 20 | 89 | 52.4 | 6.59 | 10.24 |
| Community Research & | September 2003 | 186 | 20 | 84 | | 7.69 | 7.14 |
| Citywide Average | | 980 | 32 | 85 | Not available | 14.5 | 10.7 |

Table 3b: Adlai Stevenson High School Complex Police Incidents

| | Total Major Crimes | Major Crimes (property) | Major Crimes (against persons) | Other Crimes | Non-Criminal Incidents |
|----------------------------------|---------------------------|--------------------------------|---------------------------------------|---------------------|-------------------------------|
| Stevenson Complex | 19 | 4 | 15 | 38 | 184 |
| Average for Similar Size Schools | 10.3 | 2.8 | 7.5 | 22.4 | 92.3 |

The incidents data are from 2003-2004 and are aggregate for the following schools: Adlai Stevenson HS, Adlai Stevenson HS GED, The Bronx Guild HS and The HS for Community Research and Learning.

Case Study 4: Herbert Lehman High School Complex
Table 4a: Herbert Lehman High School Complex Data

| School | Year Est. in Facility | Enrollment | Class Size | Attendance % | Capacity % | ELL % | Special Needs % |
|-------------------------|-----------------------|------------|---------------|--------------|---------------|-------|-----------------|
| Herbert Lehman | | 4296 | 30 | 83 | 124.9 | 9.16 | 14.1 |
| Peace and Diversity | September 2004 | 113 | Not available | 92 | Not available | 15.93 | 8.85 |
| Renaissance HS | September 2004 | 171 | Not available | 92 | Not available | 4.85 | 7.88 |
| Millennium Art Acad. | September 2004 | 160 | 20 | 89 | Not available | 4.61 | 7.56 |
| Citywide Average | September 2004 | 980 | 32 | 85 | Not available | 14.5 | 10.7 |

Table 4b: Herbert Lehman High School Complex Police Incidents

| | Total Major Crimes | Major Crimes (property) | Major Crimes (against persons) | Other Crimes | Non-Criminal Incidents |
|----------------------------------|--------------------|-------------------------|--------------------------------|--------------|------------------------|
| Lehman Complex | 9 | 5 | 4 | 35 | 53 |
| Average for Similar Size Schools | 8.3 | 3.3 | 5 | 21.6 | 40.5 |

The incidents data are from 2003-2004 and are aggregate for the following schools: Herbert Lehman HS.

Case Study 5: Harry S. Truman High School Complex
Table 5a: Harry S. Truman High School Complex Data

| School | Year Est. in Facility | Enrollment | Class Size | Attendance % | Capacity % | ELL % | Special Needs % |
|-------------------------|-----------------------|------------|---------------|--------------|---------------|-------|-----------------|
| Harry Truman | | 3136 | Not available | 87 | 68.8 | 7.52 | 15.07 |
| East Bronx Academy | September 2004 | 154 | Not available | 89 | Not available | 4.86 | 7.64 |
| Bronx Health Science | September 2004 | 101 | Not available | 84 | Not available | 8.25 | 3.09 |
| Performance/Stagecraft | September 2004 | 100 | Not available | 83 | Not available | 6.06 | 5.05 |
| Citywide Average | | 980 | 32 | 85 | Not available | 14.5 | 10.7 |

Table 5b: Harry S. Truman High School Complex Police Incidents

| | Total Major Crimes | Major Crimes (property) | Major Crimes (against persons) | Other Crimes | Non-Criminal Incidents |
|----------------------------------|--------------------|-------------------------|--------------------------------|--------------|------------------------|
| Truman Complex | 5 | 1 | 4 | 13 | 97 |
| Average for Similar Size Schools | 5.8 | 1.4 | 4.4 | 26.2 | 67.8 |

The incidents data are from 2003-2004 and are aggregate for the following schools: Harry S. Truman.

Case Study 6: Evander Childs High School Complex

Table 6a: Evander Childs High School Complex Data

| School | Year Est. in Facility | Enrollment | Class Size | Attendance % | Capacity % | ELL % | Special Needs % |
|------------------------------|-----------------------|------------|---------------|--------------|---------------|-------|-----------------|
| Evander Childs HS | | 2563 | 30-34 | 67 | 151.5 | 13.36 | 17.91 |
| Writing and Communication | September 2004 | 104 | Not available | 84 | Not available | 5.88 | 6.86 |
| Bronx Lab School | September 2004 | 106 | 20-25 | 89 | Not available | 6.8 | 4.85 |
| HS Computers & Technology | September 2004 | 104 | 25 | 89 | Not available | 12.5 | 12.5 |
| Academy of Health Careers | September 2004 | 182 | 20 | 86 | Not available | 2.27 | 6.25 |
| Contemporary Arts HS | September 2003 | 197 | 22 | 85 | Not available | 6.28 | 7.85 |
| Community HS –Social Justice | September 2004 | 236 | Not available | 89 | 56.6 | 5.68 | 7.86 |
| Bronx Aerospace | September 2003 | 248 | 20-25 | 94 | Not available | 4.44 | 12.9 |
| Citywide Average | | 980 | 32 | 85 | Not available | 14.5 | 10.7 |

Table 6b: Evander Childs High School Complex Police Incidents

| | Total Major Crimes | Major Crimes (property) | Major Crimes (against persons) | Other Crimes | Non-Criminal Incidents |
|----------------------------------|--------------------|-------------------------|--------------------------------|--------------|------------------------|
| Evander Complex | 15 | 1 | 14 | 48 | 220 |
| Average for Similar Size Schools | 7.3 | 2.2 | 5.1 | 21.8 | 61.6 |

The incidents data are from 2003-2004 and are aggregate for the following schools: Evander Childs HS, HS for Contemporary Arts, and Bronx Aerospace HS.

Case Study 7: Christopher Columbus High School Complex

Table 7a: Christopher High School Complex Data

| School | Year Est. in Facility | Enrollment | Class Size | Attendance % | Capacity % | ELL % | Special Needs % |
|----------------------------|-----------------------|------------|---------------|--------------|---------------|-------|-----------------|
| Christopher Columbus | | 2770 | 34 | 74 | 158.4 | 16.65 | 16.96 |
| Institute for Math/Science | September 2004 | 215 | Not available | 95 | Not available | 2.37 | 3.32 |
| Astor Collegiate | September 2004 | 188 | Not available | 92 | Not available | 1.66 | 8.29 |
| Pelham Preparatory | September 2002 | 303 | 26 | 95 | Not available | 1.66 | 1.32 |
| Global Enterprise | September 2003 | 214 | 20-25 | 88 | Not available | 4.29 | 7.16 |
| Citywide Avg | | 980 | 32 | 85 | Not available | 14.5 | 10.7 |

Table 7b: Christopher Columbus High School Complex Police Incidents

| | Total Major Crimes | Major Crimes (property) | Major Crimes (against persons) | Other Crimes | Non-Criminal Incidents |
|----------------------------------|---------------------------|--------------------------------|---------------------------------------|---------------------|-------------------------------|
| Columbus Complex | 8 | 2 | 6 | 23 | 106 |
| Average for Similar Size Schools | 8.3 | 3.3 | 5 | 21.6 | 40.5 |

The incidents data are from 2003-2004 and are aggregate for the following schools: Christopher Columbus HS, Christopher Columbus HS GED, Christopher Columbus HS YABC, Bronx HS for the Visual Arts, Global Enterprise HS, and Pelham Preparatory Academy.

Case Study 8: Thomas Jefferson High School Complex**Table 8a: Thomas Jefferson High School Complex Data**

| School | Year Est. in Facility | Enrollment | Class Size | Attendance % | Capacity % | ELL % | Special Needs % |
|--------------------------|------------------------------|-------------------|-------------------|---------------------|-------------------|--------------|------------------------|
| Thomas Jefferson | | 1420 | 25-34 | 64 | Not available | 9.01 | 17.54 |
| FDNY High School | September 2004 | 105 | Not available | 78 | Not available | 2.13 | 2.13 |
| HS for Civil Rights | September 2004 | 106 | Not available | 70 | Not available | 5.94 | 7.92 |
| Performing Arts and Tech | September 2004 | 99 | Not available | 81 | Not available | 9.18 | 4.08 |
| World Academy | September 2004 | 107 | Not available | 88 | Not available | 5.83 | 2.91 |
| Citywide Average | | 980 | 32 | 85 | Not available | 14.5 | 10.7 |

Table 8b: Thomas Jefferson High School Complex Police Incidents

| | Total Major Crimes | Major Crimes (property) | Major Crimes (against persons) | Other Crimes | Non-Criminal Incidents |
|----------------------------------|---------------------------|--------------------------------|---------------------------------------|---------------------|-------------------------------|
| Jefferson Complex | 19 | 3 | 16 | 32 | 187 |
| Average for Similar Size Schools | 10.3 | 2.8 | 7.5 | 22.4 | 92.3 |

The incidents data are from 2003-2004 and are aggregate for the following schools: Thomas Jefferson High School.

Case Study 9: Prospect Heights High School Complex
Table 9a: Prospect Heights High School Complex Data

| School | Year Est. in Facility | Enrollment | Class Size | Attendance % | Capacity % | ELL % | Special Needs % |
|-------------------------|-----------------------|------------|---------------|--------------|---------------|-------|-----------------|
| Prospect Heights | | 713 | Not available | 70 | 78 | 12.24 | 7.69 |
| International School | September 2004 | 108 | 25 | 91 | Not available | 87.85 | 0 |
| HS Global Citizenship | September 2004 | 105 | Not available | 93 | Not available | 3.81 | 4.76 |
| Science and Environment | September 2003 | 220 | Not available | 92 | Not available | 1.35 | 4.04 |
| Music and Theater | September 2003 | 214 | 25-32 | 92 | Not available | .94 | 3.77 |
| Citywide Average | | 980 | 32 | 85 | Not available | 14.5 | 10.7 |

Table 9b: Prospect Heights High School Complex Police Incidents

| | Total Major Crimes | Major Crimes (property) | Major Crimes (against persons) | Other Crimes | Non-Criminal Incidents |
|----------------------------------|--------------------|-------------------------|--------------------------------|--------------|------------------------|
| Prospect Heights Complex | 9 | 1 | 8 | 9 | 17 |
| Average for Similar Size Schools | 1.6 | .7 | .9 | 5.6 | 13.8 |

These incidents data are from 2003-2004 and are aggregate for the following schools: Prospect Heights HS, Prospect Heights Evening High School (T), Prospect Heights Evening High School (M), Brooklyn Academy for Science and Environment, Brooklyn High School for Music and Theater.

Appendix 4: Systematic Data Collection Tool for Schools

Questions for Schools

Name of School _____

Your name/position (optional) _____

1. How contiguous and autonomous is the space in your school? Do you have your own floor or wing? Do other schools have to cross through your school to get to another part of the building?
2. Does your school have its own entrance?
3. Do your students have to go through metal detectors upon entering the school?
4. Do you have staggered schedules?
5. What spaces do you share with other schools (i.e. gym, library, lunchroom, hallways, etc)?
6. Do students from different schools eat lunch together or use the library or gyms at the same time?
7. Who is in charge of watching over these spaces? Are they affiliated with a specific school or the building in general?
8. What is the chain of command in your school in terms of discipline?
9. How many safety officers/agents does your school have? Do you share these officers/agents?
10. How does your building council function?

Appendix 5: Facility, Governance and Policy Options

Matrix 1: Type of School Facility

1. Large and Small
2. Independent Schools
3. Small and Small
4. Large and Large
5. Community Partners
6. Houses

| | Minimize Costs to DOE | Maximize School Safety | Adhere to Small School Movement | Maximize Community Involvement | Stakeholders' Acceptance |
|----------|------------------------------|-------------------------------|--|---------------------------------------|---------------------------------|
| 1 | High | Low | Low | Low | High |
| 2 | Low | High | High | Low | Low |
| 3 | High | Medium | Medium | Low | High |
| 4 | High | Low | Low | Low | Low |
| 5 | Medium | High | High | High | Medium |
| 6 | High | Low | Low | Low | Low |

Matrix 2: Type of Facility Acquisition

1. Lease New Space
2. Construct New Space
3. Use Existing Space

| | Minimize Costs to DOE | Maximize School Safety | Adhere to Small School Movement | Maximize Community Involvement | Stakeholders' Acceptance |
|----------|------------------------------|-------------------------------|--|---------------------------------------|---------------------------------|
| 1 | Medium | Medium | High | High | Medium |
| 2 | Low | High | High | Medium | Low |
| 3 | High | Low | Low | Low | High |

Matrix 3: Type of Governance Structure

1. Principal Managers
2. Campus Managers

| | Minimize Costs to DOE | Maximize School Safety | Adhere to Small School Movement | Maximize Community Involvement | Stakeholders' Acceptance |
|----------|------------------------------|-------------------------------|--|---------------------------------------|---------------------------------|
| 1 | High | Medium | High | N/A | High |
| 2 | Medium | Medium | Low | N/A | Low |

ENDNOTES

¹ UFT, forum on high school overcrowding, February 2005.

² The data used in this section has been obtained from the DOE website, containing data from the latest year available, 2003-2004. In addition, Insideschools.org has provided both quantitative and qualitative data that is updated to this year in most cases that supplements the DOE data.

³ Bill and Melinda Gates Foundation.

⁴ A school that is under review, in danger of being closed.

⁵ Interview with DOE Campus Support Administrator, May 2005.

⁶ Interview with DOE Facilities Administrator, April 2005.

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⁹ Interview, Insideschools.org. April 2005.

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²⁸ Interview with Kim Zalent, Policy Director at Business and Professional People for the Public Interest. May 2005.

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³⁰ Interview, DOE administrator, April 2005.

³¹ Interview with Campus Support DOE Administrator, April 2005.

³² The New York City Council Commission on the Campaign for Fiscal Equity, "Fulfilling the Promise: Getting High Quality Teachers Into Every New York City Classroom and Keeping Them There," April 2005.

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³⁴ Interview with Office of New Schools DOE Administrator, April 2005.

³⁵ "School Location Incident Data for 2003-2004 As Reported by the NYPD School Safety Division, www.nycenet.edu/ourschools/SchoolSafety.htm

³⁶ "School Location Incident Data for 2003-2004 As Reported by the NYPD School Safety Division, www.nycenet.edu/ourschools/SchoolSafety.htm

³⁷ "School Location Incident Data for 2003-2004 As Reported by the NYPD School Safety Division, www.nycenet.edu/ourschools/SchoolSafety.htm

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³⁹ "School Location Incident Data for 2003-2004 As Reported by the NYPD School Safety Division, www.nycenet.edu/ourschools/SchoolSafety.htm

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- ⁵⁸ Wasley, P. & Richard Lear, 2001

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