Multifamily Housing Development Impacts in Long Island Communities

School District Enrollment and Budget Trends

ECONOMIC AND REAL ESTATE ANALYSIS FOR SUSTAINABLE LAND USE OUTCOMES ™

4WARD PLANNING™

Key Findings

Enrollment trends are uneven across school districts

Three of the six districts featured in this analysis experienced a net gain in student enrollment over the past ten years (2010-10), but only two saw a significant increase greater than 5%–suggesting that few Long Island districts are facing an influx of new students.

Where enrollment is rising, new development is not the primary driver

School-age children residing in the multifamily housing developments studied here constitute less than 20% of new students in districts where enrollment has increased.

Total spending is not a precise indicator of enrollment trends

Some districts continue to realize increasing budgets for a variety of reasons. However, an increase in budget expenditures does not have a strong relationship to enrollment figures, alone.

Multi-family development project revenue exceeds student costs

An analysis of estimated annual public student costs associated with the multi-family development projects under study, along with reported ad valorem tax and PILOT revenues paid by these projects shows, in all cases, that the projects generate a net positive financial benefit to the school district (insofar as the school portion of the revenues are shared with the school district). The range in the estimated positive financial benefit to the school district is $54,920 to $737,456, with slightly more than $322,000 representing the median financial benefit for the one-year examined.

Selected Communities

The below seven communities were selected for analysis, as a result of an identification process that included an on-line search of third-party apartment listings for eligible developments, utilizing the Long Island Index housing development database*, and reviewing previous research done by Stony Brook University's College of Business. Eligible developments are multifamily residential projects of 100 or more rental units that have been built/occupied since 2010, representing an even distribution across Nassau and Suffolk counties.

Development	*Units*	*Year Built*	*Municipality*	*County*	*School District*
Jefferson Plaza	154	2015	Farmingdale (village)	Nassau	Farmingdale UFSD
Avalon Garden City	204	2012	Hempstead (town)	Nassau	Uniondale UFSD
One Third Avenue	315	2016	Mineola (village)	Nassau	Mineola UFSD
The Allure Mineola	275	2015	Mineola (village)	Nassau	Mineola UFSD
Reserve at the Boulevard	240	2016	Brookhaven (town)	Suffolk	Longwood CSD
Avalon at Huntington	303	2014	Huntington (town)	Suffolk	Huntington UFSD
New Village at Patchogue	291	2014	Patchogue (village)	Suffolk	Patchogue-Medford UFSD

*http://www.longislandindex.org/interactive-maps/

Selected Communities: Demographic Context

Profile data for each of the host communities is exhibited below. The majority of the communities examined are affluent and exhibit relatively high household density.

Municipality	*County*	*Total Est. Pop. (2019)*	*Est. Pop. Density (2019)*	*Total Est. Households (2014-18)*	*Est. Household Density (2014-18)*	*Est. Median Household Income (2014-18)*
Farmingdale (village)	Nassau	9,002	8,037/sq mile	3,704	3,307/sq mile	$86,447
Hempstead (town)	Nassau	766,980	6,467/sq mile	243,432	2,052/sq mile	$107,095
Mineola (village)	Nassau	19,207	10,216/sq mile	7,456	3,965/sq mile	$96,250
Brookhaven (town)	Suffolk	480,763	1,853/sq mile	160,602	619/sq mile	$92,569
Huntington (town)	Suffolk	200,503	2,130/sq mile	68,354	726/sq mile	$117,992
Patchogue (village)	Suffolk	12,321	5,452/sq mile	5,250	2,322/sq mile	$74,752

All figures collected from US Census data.

School District Enrollment Trends

Total numbers of enrolled students were collected from the New York State Education Department statistics database* for all eight school districts representing the period 2010-2019 (2019-20 totals not yet available). Numbers in red indicate years when selected multifamily developments opened in that district.

School District	*Students Enrolled, 2010-11*	*Students Enrolled, 2011-12*	*Students Enrolled, 2012-13*	*Students Enrolled, 2013-14*	*Students Enrolled, 2014-15*	*Students Enrolled, 2015-16*	*Students Enrolled, 2016-17*	*Students Enrolled, 2017-18*	*Students Enrolled, 2018-19*
Farmingdale UFSD	6,088	6,010	6,024	5,885	5,818	**5,762**	5,736	5,610	5,540
Uniondale UFSD	6,247	6,376	**6,394**	6,448	6,609	6,736	6,898	7,035	6,884
Mineola UFSD	2,658	2,638	2,623	2,638	2,671	**2,695**	2,751	2,797	2,810
Longwood CSD	9,153	9,038	8,970	9,005	9,050	8,991	**8,999**	9,145	9,166
Huntington UFSD	4,458	4,356	4,366	4,373	**4,440**	4,471	4,561	4,513	4,425
Patchogue-Medford UFSD	8,188	8,006	7,857	7,854	**7,661**	7,551	7,501	7,503	7,410

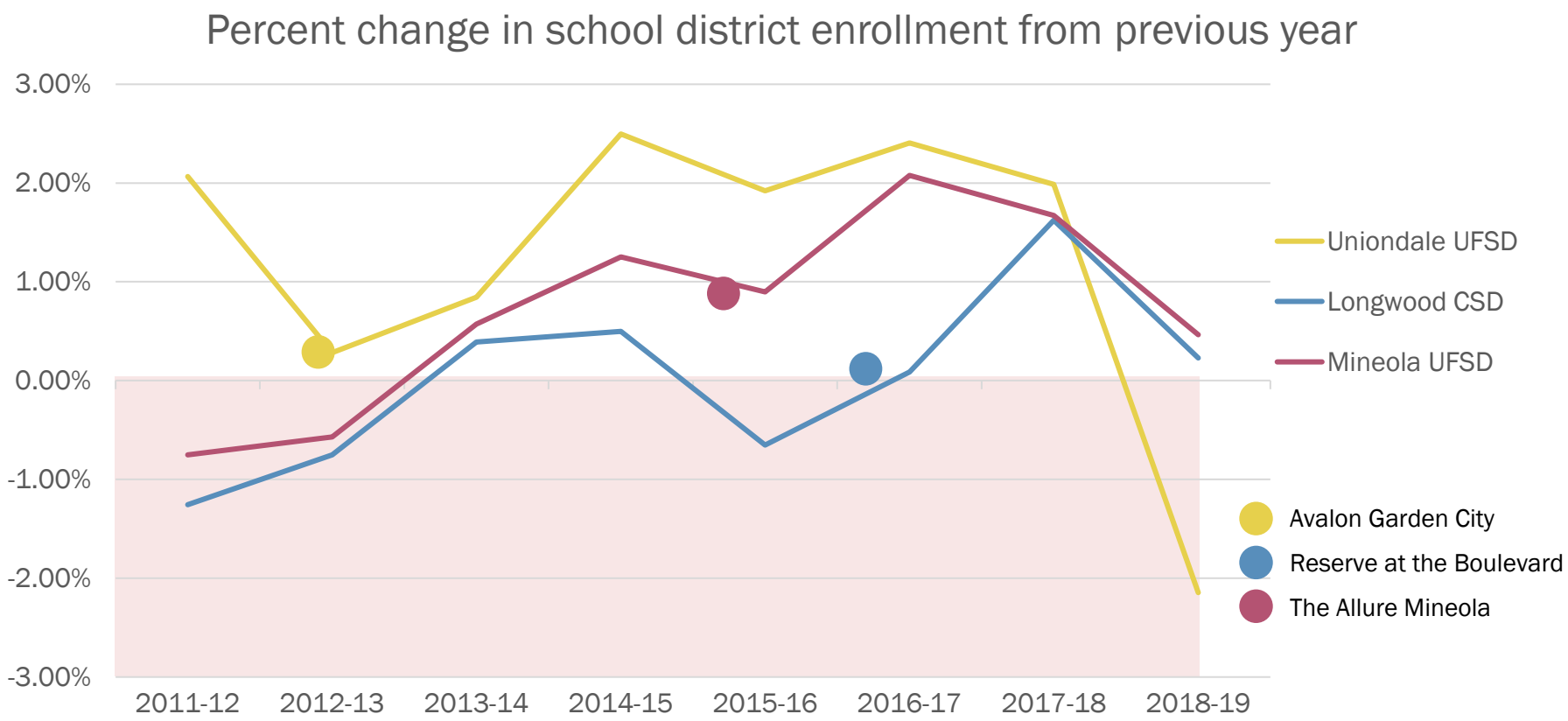
*https://data.nysed.gov/

School District Enrollment Trends

The table below shows the percent change in enrollment for each district, 2010-2019, as well as the number and percent change in students enrolled from the time of the residential project's opening through 2019. Three of the six districts (in bold) experienced an increase in students enrolled following the occupancy of a new multifamily development, inviting the possibility that construction of those units was a contributing factor to rising enrollment.

School District	*Enrollment Numbers as of the First Year of Residential Occupancy*	*Students Enrolled, 2018-19*	*Change in Students Enrolled, Year of Occupancy through 2019*	*Percent Change in Students Enrolled, Year of Occupancy through 2019*	*Total Percent Change in Students Enrolled, 2010-19*
Farmingdale UFSD	5,762 (2015-16)	5,540	-222	-3.85%	-9.00%
Uniondale UFSD	6,394 (2012-13)	**6,884**	**+490**	**+7.66%**	**+10.20%**
Mineola UFSD	2,695 (2015-16)	**2,810**	**+115**	**+4.27%**	**+5.72%**
Longwood CSD	8,999 (2016-17)	**9,166**	**+167**	**+1.86%**	**+0.14%**
Huntington UFSD	4,440 (2014-15)	4,425	-15	-0.34%	-0.74%
Patchogue-Medford UFSD	7,661 (2014-15)	7,410	-251	-3.28%	-9.50%

School District Enrollment Trends

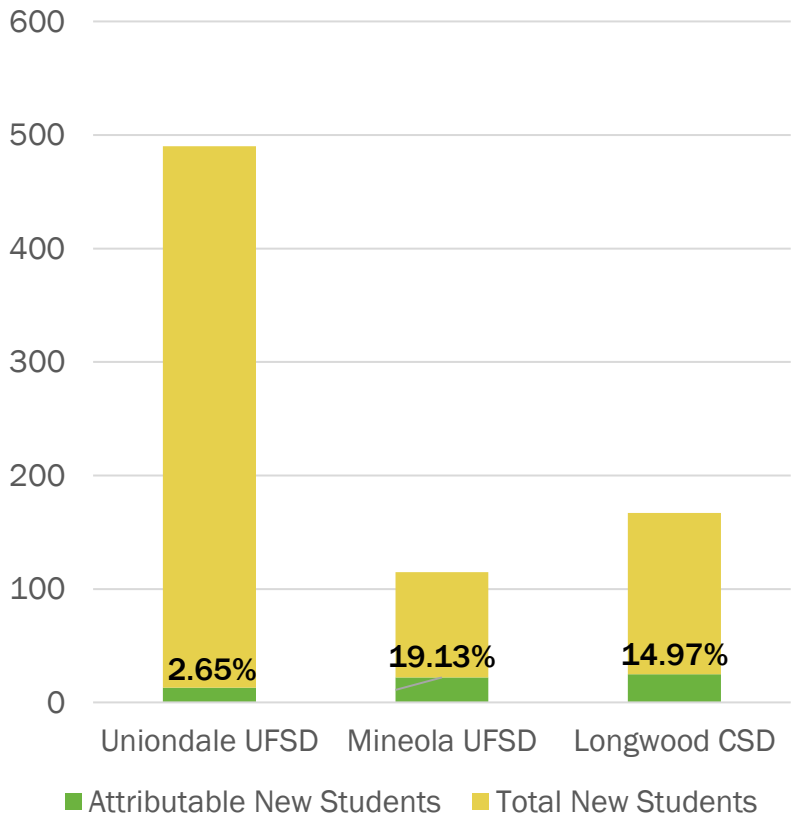


The chart above visualizes the percentage change in enrollment, year-to-year, for the three districts that saw a net gain in students from 2010 through 2019. Circles indicate the occupancy date of selected multifamily housing developments (developments identified via the color key at right) in that district. Based on this data, it appears that occupancy dates correlate to positive changes in enrollment, but this observation by itself is insufficient to prove that new multifamily units were entirely the cause of such trends.

School District Enrollment Trends

To better approximate the relationship between new multifamily housing development and increased student enrollment, the highest recorded number of students at each selected development was compared to the total number of new students enrolled in that district after occupancy. In none of the three districts could more than 20% of new students enrolled be attributable to those living in the selected developments, indicating that new multifamily housing was not the primary driving force behind rising student enrollment in those districts.

School District	*Change in Students Enrolled, Year of Occupancy through 2019*	*Max. Student Residents at Selected Multifamily Developments, 2010-2018**	*Percentage of Added Students Attributable to Selected Multifamily Developments*
Uniondale UFSD	+490	13	2.65%
Mineola UFSD**	+115	22	19.13%
Longwood CSD	+167	25	14.97%



*"Impact of Market Rate Apartments on School District Enrollment", Stony Brook University College of Business, May 2019;
**Combines enrollment for the The Allure Mineola (15) and One Third Avenue (7) projects

School District Budget Trends

Lastly, to ascertain the impact new student enrollment has had on public education expenditures, the annual adopted budgets of districts that brought in new students for each year since the occupancy of selected developments were analyzed.

School District	*Total Adopted Budget, 2012-13*	*Total Adopted Budget, 2013-14*	*Total Adopted Budget, 2014-15*	*Total Adopted Budget, 2015-16*	*Total Adopted Budget, 2016-17*	*Total Adopted Budget, 2017-18*	*Total Adopted Budget, 2018-19*	*Total Adopted Budget, 2019-20*
Uniondale UFSD	$161.8MM	$166.1MM	$169.7MM	$175.4MM	$182.8MM	$187.2MM	$196.1MM	$207.3MM
Mineola UFSD				$89.7MM	$91.2MM	$94.4MM	$98.2MM	$99.9MM
Longwood CSD					$235.0MM	$242.8MM	$250.0MM	$255.5MM

Districts across the selected communities, including those that experienced falling enrollment (not shown here), have seen their budgets consistently grow throughout the time period observed. This makes drawing a relationship between changes in spending and student count unfeasible, based on this data alone. Notably, however, the Assistant Superintendent for Business Affairs at Uniondale UFSD—which saw the greatest climb in newly enrolled students out of any district studied—stated that there had been "no impact on [their] budgets," regarding student enrollment generated by the subject multi-family projects.

Methodology: Adjusting School District Budgets

The most widely used technique for performing fiscal impact analyses (the per capita approach) has, with few exceptions, included all line-item expenditures within municipal and school district annual budgets. Ostensibly, this approach makes sense, as, if the objective is to derive a per capita budget expenditure cost, the sum total of all expenditure line items should be included when dividing by the current jurisdiction's population or households. However, this approach grossly overestimates the likely per capita/per household cost due to the inclusion of salaries, wages and fringe benefit costs of municipal and school district personnel, as well as the inclusion of capital outlays, fund transfers and debt service payments by municipal government and school districts.

The underlying theory of the per capita approach is that a pro rata share of goods and services are exhausted (worn out) by each resident's (or household's) consumption of said goods, services, and natural resources over some period of time (whether a month, a year or five years). For, example, a municipality has a certain number of housing units, each of which will receive notices over the course of the year from the municipality (e.g., tax notices, water and/or sewer bill notices, health department notices, etc.). These notices are mailed and, thus, consume paper, ink and postage, in addition to the labor involved in processing said notices. Separating out labor cost, for the moment, there is a known total cost for producing these notices and, via a simple calculation, the cost per household (recognizing that regardless of the number of household members, there is, with few exceptions, only one notice sent per household). Consequently, should additional households form within that municipality, the increase in total costs associated with sending public notices should, ostensibly, be known in advance, as the additional cost is simply a function of the per household cost multiplied by the number of new households.

Methodology: Adjusting School District Budgets

Similarly, a school district will purchase a certain number of textbooks based on the student enrollment within its district. If there is an influx of new residents and the number of students is projected to increase over the current student enrollment figure, than more textbooks will be purchased and a known additional cost can be derived (note: where the school district has a sufficient number of textbooks prior to new students arriving, either due to an unexpected decrease in enrollment in prior years or its having purchased more text books than necessary, no incremental textbook cost should be attributed to each new student, as the textbook costs are already amortized over the existing student body in place, prior to the arrival of the new students). Additionally, the same logic would apply to other supplies, such as paper, pens and pencils, notebooks, chalk, staples, markers, etc.) that a school district would purchase.

While a case is easily made for the consumption of municipal and school district supplies and materials associated with residents, households and students, the consumption or wearing out of personnel (whether municipal or school district associated) cannot be calculated in a similar manner. Specifically, the addition of residents and households to a municipality doesn't diminish the physical capacities of the town clerk, public works director or health department director, or their staffs; as while they may have to spend a marginal amount of additional time in providing service to additional residents, each of these workers will continue to work an eight hour shift and earn the same wage or salary, regardless of whether the municipality experienced an increase in 100 households or a decrease 100 households (this is an economies of scale effect). The same can be said of school district personnel – an increase or decrease in enrollment, generally, will have little practical impact on the capacity and cost of the district employee.

Methodology: Adjusting School District Budgets

However, while municipal and school district personnel are not "consumed" in the same way as office supplies, there comes a point at which additional residents (in the case of a municipal employee) or additional students (in the case of a school district employee) necessitates greater capacity than can be provided by existing personnel (most municipal and school district employees are full-time salaried personnel and, thus, for all intents and purposes, their service delivery per day, week, month and year remains relatively fixed, regardless of the change in population (municipal) or student enrollment (school district)). It is in these situations that additional personnel are, generally, hired and an attendant increase in personnel cost incurred by the municipality and/or school district.

Conducting interviews with school district superintendents (the Case Study approach) for purposes of understanding existing service delivery capacities and how these capacities might be over-burdened with an increase of public school students is a superior approach to identifying the prospective school district personnel impact (staffing and associated costs) than using the per capita method which automatically assumes each new student will require additional personnel and associated costs.

For example, two or three new students who are assigned to a classroom which has four or five available desks, extra textbooks and a teacher already present are not likely to cause the school district to increase personnel or associated costs; that is, sufficient capacity to accommodate these students is evident.

Methodology: Adjusting School District Budgets

The excluding capital outlays, fund transfers, contractual expenditures, debt service payments, and certain other non-personnel related costs from budget expenditures, in advance of performing a fiscal impact analysis is only logical, as these expenditures, while real, are not influenced by the increase or decrease in the number of enrolled students in a given jurisdiction – for example, the amount of debt payments will not fluctuate if 40 new students arrive or 40 new students leave.

Consequently, to include these budget expenditures in the analysis is to overestimate service costs associated with new students.

Estimated Per Pupil Annual Expenditure: Farmingdale

FY 2020-21 School District Expenditures -Farmingdale UFSD

Development: The Jefferson at Farmingdale

Total 2020-21 Budget Expenditures	**173,076,607**
Less	
Salaries	*$89,138,842*
Employee Benefits	*$42,007,738*
Debt Service	*$3,866,913*
Capital Projects & Transfers	*$1,150,000*
Adjusted Expenditures	$36,913,114
2020-21 Enrollment	5,523
Adjusted Budget Expenditures/Student	$6,684
New Students Associated with Project	6
Estimated One-Year Total Cost	$40,101

Estimated Per Pupil Annual Expenditure: Uniondale

FY 2020-21 School District Expenditures - Uniondale UFSD

Development: Avalon Garden City

Total 2020-21 Budget Expenditures	**211,098,055**
Less	
Salaries	*$102,511,751*
Employee Benefits	*$44,369,259*
Debt Service	*$480,913*
Capital Projects & Transfers	*$200,000*
Adjusted Expenditures	$63,536,132
2020-21 Enrollment	6,884
Adjusted Budget Expenditures/Student	$9,230
New Students Associated with Project	13
Estimated One-Year Total Cost	$119,984

Estimated Per Pupil Annual Expenditure: Mineola

FY 2020-21 School District Expenditures -Mineola UFSD

Development: One Third Avenue & The Allure Mineola

Total 2020-21 Budget Expenditures	**100,859,780**
Less	
Salaries	*$53,439,378*
Employee Benefits	*$24,083,000*
Debt Service	*$3,258,382*
Capital Projects & Transfers	*$3,200,000*
Adjusted Expenditures	$16,879,020
2020-21 Enrollment	2,894
Adjusted Budget Expenditures/Student	$5,832
New Students Associated with Project[1]	22
Estimated One-Year Total Cost	$128,313

[1] Combines enrollment for The Allure Mineoloa and One Third Avenue

Estimated Per Pupil Annual Expenditure: Longwood

FY 2020-21 School District Expenditures -Longwood UFSD

Development: Reserve at the Boulevard

Total 2020-21 Budget Expenditures	**255,600,000**
Less	
Salaries	*$127,791,081*
Employee Benefits	*$51,842,424*
Debt Service	*$10,474,206*
Capital Projects & Transfers	*$1,110,000*
Adjusted Expenditures	$64,382,289
2020-21 Enrollment	9,291
Adjusted Budget Expenditures/Student	$6,930
New Students Associated with Project	25
Estimated One-Year Total Cost	$173,238

Estimated Per Pupil Annual Expenditure: Huntington

FY 2020-21 School District Expenditures -Huntington UFSD

Development: Avalon at Huntington

Total 2020-21 Budget Expenditures	**135,938,167**
Less	
Salaries	*$63,639,128*
Employee Benefits	*$36,045,128*
Debt Service	*$260,000*
Capital Projects & Transfers	*$678,800*
Adjusted Expenditures	$35,315,111
2020-21 Enrollment	4,328
Adjusted Budget Expenditures/Student	$8,160
New Students Associated with Project	56
Estimated One-Year Total Cost	$456,942

* Based on the mean multiplier (0.18) estimated from the REI Stony Brook Universityh College of Business report, 2019

Estimated Per Pupil Annual Expenditure: Patchogue-Medford

FY 2020-21 School District Expenditures - Patchogue-Medford UFSD

Development: New Village at Patchogue

Total 2020-21 Budget Expenditures	**194,316,518**
Less	
Salaries	*$95,002,888*
Employee Benefits	*$44,676,703*
Debt Service	*$0*
Capital Projects & Transfers	*$11,644,506*
Adjusted Expenditures	$42,992,421
2020-21 Enrollment	7,325
Adjusted Budget Expenditures/Student	$5,869
New Students Associated with Project	11
Estimated One-Year Total Cost	$64,562

Estimated Annual School Costs vs. Annual Real Property Revenue

The table below exhibits the estimated adjusted per pupil annual cost (based on the preceding methodology), estimated number of public-school students associated with the subject multi-family residential project and calculated total annual school district service costs. These values are then compared against the real property revenue (whether ad valorem or PILOT) generated by the project to determine one-year annual impact.

School District	*Estimated Annual Cost per Student[1] (2021)*	*Estimated Number of Students Associated with Project[2]*	*Estimated Total Annual Cost (2021)*	*Annual Revenue from Multi-family Development Project (2019)[3]*	*Net Impact to School District Budget (2021)*
Farmingdale UFSD	**$6,684**	**6**	**$40,101**	**$292,216**	**$252,115**
Uniondale UFSD	**$6,884**	**13**	**$119,984**	**$256,987**	**$137,003**
Mineola UFSD[4]	**$5,832**	**22**	**$128,313**	**$865,769**	**$737,456**
Longwood CSD	**$6,930**	**25**	**$173,238**	**$584,741**	**$411,503**
Huntington UFSD	**$8,160**	**56**	**$456,942**	**$849,485**	**$392,543**
Patchogue-Medford UFSD	**$5,869**	**11**	**$64,562**	**$119,482**	**$54,920**

[1]Derived per the adjusted school budget methodology described on pages 10 through 13; [2]Per earlier identified methodology; [3]ad valorem tax and PILOT revenue data is the most complete for the year 2019. It is assumed that 2021 ad valorem tax and PILOT revenue for each of the projects would be greater and, therefore, result in a larger positive financial impact for the school district; [4]Public school students, 15 and 7 for One Third Avenue and The Allure Mineola, respectively, are combined, along with the associated PILOT revenues.

Estimated Annual School Costs vs. Annual Real Property Revenue

As exhibited in the previous table, reported 2019 annual real property tax and PILOT revenue for all projects examined exceeds the estimated aggregate school 2021 costs associated with the public-school children produced by these properties (2019 is the latest year for which complete ad valorem tax and PILOT revenue data is published for all properties examined; it is assumed that if 2021 ad valorem tax and PILOT data were available for these properties, the positive difference between revenues and estimated school district costs would be much greater).

For the single year examined, the median net positive impact per district is $322,329. The greatest impact is $737,456 for the Mineola School District (includes the One Third Avenue an Allure Mineola projects) and the smallest impact is $54,920 for the Patchogue-Medford School District.

Multifamily Housing Development Impacts in Long Island Communities

Parking Impacts

ECONOMIC AND REAL ESTATE ANALYSIS FOR SUSTAINABLE LAND USE OUTCOMES ™

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Key Findings

Low multi-family parking ratios do not increase on-street parking demand.

While the parking ratios examined in this analysis are historically low (below 1.0 parking spaces per dwelling unit, for some developments), our analysis demonstrates that there have been no adverse impacts to on-street parking supply.

New multifamily developments continue to provide parking volume at or above standard minimums.

Only two of the eight properties for which parking figures were obtained had a per-unit parking ratio lower than 1.

Mixed-use multifamily developments may be co-located with other parking-intensive uses, while not contributing directly to demand for space.

As activity in some established Long Island commercial districts continues to shift toward service- and hospitality-oriented businesses, parking demands may increase as a result of rising customer and employee traffic, not new residents upstairs.

Offsite Visitor and Retail Patron Parking Matters.

In communities examined, all feature a combination of metered on-street and off-street parking. This is particularly the case where the town's business district has realized a marked increase in investment activity over the past decade (principally driven by dining and drinking establishments).

Parking Capacity

Both the total number of parking spaces and the parking spaces per unit available at each of the nine multifamily properties studied were surveyed to determine base parking capacity. These figures were gathered from property management websites, third party property summary reports, and direct correspondence with municipal staff, based on planning approval documents. Parking space to unit ratios ranged from 0.7 to 1.75. Developments accessible to mass transit, defined here as being located within 0.5 mile of an LIRR station, had a slightly lower average parking space to unit ratio (1.2) than those not considered transit accessible (1.4).

Development	*Municipality*	*County*	*Units*	*Parking Spaces, Total*	*Spaces Per Unit*	*Transit Access*
Jefferson Plaza	Farmingdale (village)	Nassau	154	231	1.5	Yes
Avalon Garden City	Hempstead (town)	Nassau	204	303	1.5	No
One Third Avenue	Mineola (village)	Nassau	315	470	1.5	Yes
The Allure Mineola	Mineola (village)	Nassau	275	300	1.1	Yes
Reserve at the Boulevard	Brookhaven (town)	Suffolk	240	420	1.75	No
Providence on the Park	Islip (town)	Suffolk	200	300	1.5	No
Avalon at Huntington	Huntington (town)	Suffolk	303	215	0.7	No
New Village at Patchogue	Patchogue (village)	Suffolk	291	236	0.8	Yes

Observed Use

To best understand the extent to which existing on-site parking capacity is adequate to meet the demand generated by the residents of each property, 4ward Planning sought insight from municipal staff, initially through local mayors and, subsequently, by direct outreach and follow-up. Ultimately, qualitative comments were obtained from five of the eight municipalities concerned, as summarized in the following tables:

Development	*Parking Spaces, Total*	*Spaces Per Unit*	*Observed Use*
Jefferson Plaza	231	1.5	Capacity sufficient for residential demand; some added demand for on-street parking from new ground floor retail tenants.
Avalon Garden City	303	1.5	No complaints received about insufficient parking at this property.
One Third Avenue	470	1.5	No response
The Allure Mineola	300	1.1	No response
Reserve at the Boulevard	420	1.75	Residential demand for parking initially exceeded capacity; 50 temporary parking spaces were constructed and later removed when a subsequent commercial phase of the project was completed that provided sufficient additional space.

Observed Use (continued)

Development	*Parking Spaces, Total*	*Spaces Per Unit*	*Observed Use*
Providence on the Park	300	1.5	Spaces provided exceed the minimum required off-street parking standard.
Avalon at Huntington	215	0.7	No response
New Village at Patchogue	236	0.8	Capacity sufficient for residential demand; however, increased parking demand generated by hospitality retail tenants (customers and employees) has led to a parking deficit in the same location.

Spotlight: New Village at Patchogue

In recent years, a growing number of bars and restaurants have proliferated in the central business district of Patchogue, spurring a rise in foot traffic and demand for parking space. Mayor Paul Pontieri estimates nearly 500 hospitality employees now work downtown, competing with customers and residents for on-street parking. The Village is now working to redesign existing municipal lots, incentivize new private construction of parking space, and designate a centralized ride-hailing pickup and drop-off location in order to alleviate this pressure.

Image source: Long Island Press

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