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PRELIMINARY STATEMENT

Because the defendants have conceded their failure to comply with the remedial order of the Court of Appeals in *CFE v. State of New York*, 100 N.Y.2d 893 (2003) (“*CFE II*”), the Panel of Special Referees appointed by the Hon. Leland DeGrasse has directed each of the parties to submit a proposed compliance plan for the panel’s consideration. The Court of Appeals ordered the State to

1. “[A]scertain the actual cost of providing a sound basic education in New York City.”
2. “Reform[.]...the current system of financing school finding and managing schools [to ensure] that every school in New York City...have the resources necessary to provide the opportunity for a sound basic education.”
3. “[E]nsure a system of accountability to measure whether the reforms actually provide the opportunity for a sound basic education.”

100 N.Y.2d at 930.

Plaintiffs are submitting a three-part proposed compliance plan. Plaintiffs’ plan first places the issues in context with an overview of the education adequacy litigations that have been decided by state courts in 43 states over the past three decades, and then responds to the Court of Appeals’ specific mandates by setting forth:

- a. *The New York Adequacy Study*, an extensive cost analysis conducted over a 15-month period by the American Institutes for Research (AIR) and Management Analysis and Planning, Inc. (MAP). The study concludes that the New York City public schools need an increase of \$4.45 billion, in 2001-2002 dollars phased in over a four-year period, to provide its students with the opportunity for a sound basic education.
- b. *The Final Report of the Sound Basic Education Task Force*, a statewide assemblage of 100 individuals and groups and 11 nationally recognized education finance and education policy experts, which, in direct response to the Court of Appeals’ second and third mandates, developed and proposed:

- 1) Reforms of the current *Operating Aid* formulae that would consolidate 39 of the current 50 formulae and categorical grants into a single, simple foundation grant. It would also provide an objective methodology for determining the share of sound basic education funding that should be paid respectively by the State and by New York City and each of the state's other local school districts;
- 2) Reforms of the current state *Building Aid* formulae for school construction and facilities improvement and the establishment of a new "Building Requires Immediate Capital for Kids" (BRICKS) fund to provide New York City \$9 billion in state capital funding over a five-year period to remedy the specific overcrowding and related capital funding needs identified in the Court of Appeals' decision; and
- 3) A comprehensive *Accountability* Proposal that would align aspects of the existing state accountability system with new sound basic education requirements. The proposal would also require New York City to develop a comprehensive four-year plan that would specify how additional funding would be utilized to improve teacher quality, reduce class sizes, and take other actions to ensure that all students are provided with the opportunity for a sound basic education.

Plaintiffs' proposals speak in terms of statewide reforms, as have the proposals advanced by the Governor, both houses of the Legislature, and the Regents during the compliance discussions of the past 13 months. Nevertheless, each section of Plaintiffs' three-part compliance plan and the *New York Adequacy Study* articulate clearly the increased funding proposed for the New York City public schools and the specific impacts of the proposed reforms on the City's schools.

*EDUCATIONAL ADEQUACY, DEMOCRACY, AND THE COURTS*¹

Over the past three decades, litigations have been brought in 43 of the 50 states alleging that state education finance systems violate state constitutional mandates. As a result of these litigations, a core constitutional concept of students' right to the opportunity for an adequate education emerged. Since 1989, plaintiffs have prevailed in roughly two-thirds (18 of 28) of the education adequacy decision of states' highest courts.

The emphasis on adequacy has involved the courts in a significant dialogue with state legislatures and state education departments. Emerging from this dialogue are reinvigorated claims for increased resources for students in underfunded school districts as well as a new focus on the purposes of education and the states' obligation to ensure that students actually develop the cognitive skills they need to succeed in the workplace and to be effective citizens in the modern world.

¹ This section is a summary of Michael A. Rebell, *Educational Adequacy, Democracy, and the Courts*, in *Achieving High Educational Standards for All: Conference Summary*, 218 (Timothy Ready et al., eds., 2002). The full chapter is being submitted herewith as the introduction to Plaintiffs' Compliance Plan. The patterns set forth in the 2002 article of courts finding constitutional inadequacies continue to the present time. Indeed, plaintiffs have prevailed in all of the six education adequacy decisions (in addition to *CFE II*) that have been decided in the past two years. See *Hoke County Bd. of Educ. v. State of North Carolina*, No. 530PA02, 2004 WL 1698999 (N.C. July 30, 2004); *Hancock v. Driscoll*, No. 02-2978, 2004 WL 877984 (Mass. Super. Ct. April 26, 2004); *Columbia Falls Elementary Sch. Dist. No. 6 v. State of Montana*, No. BDV-2002-528, 2004 WL 844055 (Mont. Dist. Ct. Apr. 15, 2004); *Montoy v. State of Kansas*, No. 99-C-1738, 2003 WL 23002704 (Kan. Dist. Ct. Dec. 19, 2003); *Lake view Sch. Dist. No. 25 v. Huckabee*, 91 S.W.3d 472 (Ark. 2002). (Links to all of these cases, as well as up-to-date accounts of litigation and implementation developments in all 50 states, are available at CFE's ACCESS website, <http://www.schoolfunding.info/>.) For further information on recent national developments, see Peter Schrag, *Final Test: The Battle for Adequacy in America's Schools* (New York, The New Press, 2003).

STANDARDS-BASED REFORM MOVEMENT

In the mid-1980s, there was a widespread sentiment that the American education system was in serious disarray. Comparative assessments revealed that American students were faring worse than students in other countries, especially in science and math. United States Department of Education assessments revealed that few American students “show[ed] the capacity for complex reasoning and problem solving.” This reality compelled many states to develop rigorous academic requirements for all local school districts.

As a result, most states embraced the extensive, state-level standards-based reforms, built around standards set at sufficiently high cognitive levels, and premised on the assumption that virtually all students can meet these high expectations if given the necessary opportunities and resources. The standards provided courts with the practical remedial tools that would allow them to provide workable criteria for defining a minimally adequate education. “Adequate education” was no longer a vague notion. The concept now had substantive content. Its underlying message was that most states – and certainly many serving poor and minority students – were providing educations that would lead to student achievement at levels far below the expectations set out in their own new standards.

ADEQUACY’S APPEAL TO THE COURTS

Adequacy has become the predominant theme of the recent wave of state court decisions. From a legal perspective, the adequacy claim carries great weight: it does not threaten the concept of local control of education, a main hurdle for defendants in the past, as it allows locals to augment funding programs above the state-mandated minimum. Politically speaking, the adequacy argument assuages the potential political complications that ensue when money is shifted from the rich districts to poor districts. Instead, it offers the possibility of increasing the

pie for all, leveling up opportunities afforded to all students, not leveling down the opportunities available to affluent students. Through the adequacy approach, courts can focus on what resources are needed to provide the opportunity for an adequate education to all students and the extent to which those resources are actually being provided.

CONSTITUTIONAL CONCEPT OF ADEQUACY

Whether framed as a “thorough and efficient,” “ample,” or a “sound basic” education, nearly every state has within in its constitution an education clause that enumerates the state’s duty to provide all students an adequate level of education. As a result, both attorneys and the courts have been able to gradually adopt a core constitutional definition of adequacy, emphasizing preparation for civic participation and the competitive job market over more esoteric notions of equality. Specifically, the emerging core constitutional concept stresses that adequate education must: (1) prepare students to be citizens and economic participants in a democratic society; (2) relate to contemporary, not archaic educational needs; (3) be pegged to “more than a minimal” level; and (4) focus on opportunity, rather than outcome.

The emergence of this core concept of an adequate education system has profound implications for the promise of a fair education system – and the survival of a thriving democratic society. It has enhanced the court’s ability to frame workable remedies and to enter into dialogues with state legislatures and state education departments on methods for actually providing to all students a meaningful opportunity for an adequate education. Yet formidable challenges persist. While evidence in many of these cases has demonstrated that educational resources, if effectively utilized, can result in impressive learning gains by at-risk students, the fact remains that sufficient resources have never been made available in large urban school districts and other systems that have significant numbers of such students. Restructuring state

education finance systems and obtaining sufficient resources to implement standards-based reforms and workable accountability reforms remain the necessary components to ensuring educational adequacy for all – and the survival of a functioning American citizenry in the 21st century.

THE NEW YORK ADEQUACY STUDY

In October 2002, CFE, working with the New York State School Boards Association (NYSSBA) and the Business Council of New York State, retained the American Institutes for Research (AIR) and Management Analysis and Planning (MAP), two of the leading national organizations that have conducted costing-out studies in a number of other states throughout the country, to carry out an adequacy study in New York State. AIR and MAP jointly undertook a pilot study to adapt and extend the methodologies that they and others have used in other states to the unique circumstances of New York State. The report that resulted from that pilot study was then shared with representatives of 33 other statewide education advocacy, business, union, civic and parent groups – organized as the Council on Costing Out – who then helped to refine the methodology. The full study, known as the *New York Adequacy Study*, officially commenced in March 2003.

The New York Adequacy Study is the most comprehensive costing-out study ever mounted in the United States. It uses each of the four predominant methodologies that have been used in the 27 other states that have undertaken such studies.² The four approaches are professional judgment, successful schools,³ expert judgment, and the econometric analysis. The

² For specific information on the various costing-out methodologies and costing out studies that have been conducted in other states, see <http://www.schoolfunding.info/research/costout.htm>.

³ The AIR/MAP team attempted to compare spending patterns and levels in a pool of “successful schools” with the patterns and levels set forth in the educational model developed through the professional judgment process. However, when they attempted to apply a consistent and rigorous definition of a “successful school” (one that “beats the odds” when considering the socioeconomic background of its students and does so consistently over a four-year period), they concluded that the number of schools in New York State that met the definition was too small to be statistically significant. The “successful schools” they had identified, however, were used as sources for recruiting outstanding educators to participate as panelists in the professional judgment exercises.

core of the study, however, was an extensive professional exercise in which approximately 60 New York educators organized in 10 separate panels (two from New York City, two “other urban,” two suburban, two rural, and two special education) developed prototypical educational models at the elementary, middle, and high school levels, with variations for differing proportions of students from poverty backgrounds, students with disabilities, and English language learners. This educational model is the first in New York State to directly confront the critical issue of the precise level of resources needed to provide all students in the state with the opportunity to meet the Regents Learning Standards.⁴

The educational model that was recommended on a virtual consensus basis by the representative group of the outstanding educators on the study’s panels places a heavy emphasis on early childhood education, calling for greatly expanded pre-kindergarten and kindergarten services and very small classes at the K-5 level. The model assumes that over 95 percent of special education students will attend their neighborhood schools and that the vast majority of these students will spend most of the day in general education classes.⁵ At the middle and high school levels, moderate class sizes are recommended, together with expanded support services and extensive after school and summer school programming.

⁴ The Regents Learning Standards, which virtually all students in the state must meet in order to obtain a high school diploma, are the current operational definition of a “meaningful high school education.” Although in theory some other standard might also meet constitutional requirements, so long as these standards are in effect, the state is constitutionally obligated to provide the level of resources needed to provide all students the opportunity to meet them.

⁵ The *New York Adequacy Study* is the first in the country to directly calculate the costs of special education inclusion programs. The presence of large numbers of special education (and ELL) students in general education classes was one of the justifications for the recommendations for class sizes of 14-16 at the K-5 level.

Once the educators formulated the model, it was reviewed and critiqued by a number of leading national experts in special education, educators of English language learners, and those working with students from poverty backgrounds. It was also critiqued by a panel of New York State “stakeholders,” including representatives of the business community, parents, school board members, legislative leaders, and representatives from the Governor’s staff and the Governor’s commission. The research panel then “costed out” the exact number of dollars required to provide this type of education in each school district in the state. The costing-out process was carried out by determining the precise number of children from poverty backgrounds, children with disabilities, and English language learners (“ELLs”) in each school. The researchers also assessed the size of every school in the state and assigned a per-pupil allocation to each school based on the aforementioned factors. The total amount assigned to each school district was then adjusted in accordance with a geographic cost index, based on the costs of hiring comparable teachers and other personnel in different parts of the state.

The following discussion summarizes the key results of the *New York Adequacy Study*, which sought to determine, for the first time, the precise cost of providing all New York public school students a full opportunity to meet the Regents Learning Standards.

THE BOTTOM LINE

Excluding transportation and debt service, public schools in New York State spent about \$31.71 billion in 2001-02 to educate its students.⁶ This study suggests that an additional \$6.21 to \$8.40 billion would have been necessary in this same school year to ensure a “full opportunity to meet the Regents Learning Standards” to all students. Across this range of added expenditure, it

⁶ Analysis of expenditures on school transportation services and the debt service to acquire land and build school facilities was beyond the scope of the present study. Moreover, the \$31.71 billion does not include federal and state funding for pre-kindergarten programs not administered by the federal Department of Education.

was found that about 520 districts would have required additional funds, while the remaining 160 districts in the state were already spending at “adequate” levels.⁷

RESEARCH METHODS

As discussed above, the AIR/MAP team used each of the four predominant methodological approaches in the *New York Adequacy Study*. Applying the “professional judgment” approach, the AIR/MAP research team selected highly qualified New York State educators to serve on a series of professional judgment panels (“PJPs”) to design instructional programs necessary to meet the outcome goal specified above, *i.e.*, a “full opportunity to meet the Regents Learning Standards.”⁸ These panels were then asked to specify the resources needed to deliver those programs.

AIR/MAP supplemented the information provided from these panels with commentary from an external cadre of researchers in the field, feedback from stakeholders outside of education, an analysis of staffing patterns in schools identified as “highly successful” in serving their student populations, and econometric explorations of New York education labor markets.

AIR/MAP imputed costs to the instructional models resulting from this process. Various analytic techniques were used to estimate the costs of an adequate education. These included econometric modeling, analyses of “successful schools,” and current research on school effectiveness.

⁷ The analysis omits districts designated as “Special Aid” as well as those with a minimal teaching staff.

⁸ For a complete statement of the standards around which professional judgment panels were asked to design programs, *see* Appendix B in the full report.

OVERVIEW OF INSTRUCTIONAL PROGRAM DESIGN

The instructional program designs developed by the PJPs added resources to reduce class sizes and add teaching specialists at all levels. This was especially true in the early grades to support improved reading and math programs. The panels also added resources for early education and extended day and summer school programs, especially for schools with higher proportions of students in poverty. Early education programs were included to help students prepare for school. The extended time programs were directed toward students currently unable to master the requisite skills during normal school hours. These programs were especially focused on children from economically disadvantaged families.

Why a Range of Numbers?

The range of numbers presented in *the New York Adequacy Study* reflects the fact that “costing out” methods are not an exact science. These analyses rely primarily on professional judgments regarding the services needed to achieve the outcome standard specified above. They also rely on assumptions regarding other factors likely to affect overall cost. An important example is the potential change in district administration that might be needed to support the instructional program descriptions derived through professional judgment. These alternative specifications and assumptions and their effect on the overall cost estimate for the state are described in detail in the full report. Reasonable people legitimately can disagree with these assumptions and would arrive at different conclusions using an alternative set. For this reason, full transparency regarding the full set of processes underlying this study, the varying assumptions used, and their effect on cost is essential. The state-of-the-art in pedagogy precludes predicting with certainty the ultimate effect of any intervention or outcome.

Public Engagement & the Professional Judgment Process

The initial stages of this project were devoted to a series of public engagement meetings in which the citizens of the state were provided an opportunity to express their views on what criteria should be used to define adequacy and what would be required to achieve adequacy in public schools. An important result of these meetings was the outcome standard specified for the study – providing all students with a “full opportunity” to meet the Regents Learning Standards.

Following the public engagement meetings, the AIR/MAP team developed a process for selecting “highly qualified” educators to serve on a series of professional judgment panels. Eight panels were organized to create descriptions of instructional programs that would meet the outcome criterion listed above for all children. These initial eight panels were asked to describe “adequate” programs for students living in poverty, for ELLs, and for students in special education. Two additional panels were selected from the membership of the original eight to specify special education programs in more detail.

Following these initial meetings, the AIR/MAP team organized one additional panel from representatives of the first ten panels to help the research team synthesize, interpret, and revise the specific resource recommendations. This panel, referred to as the Summary PJP Team, met on two occasions.

“Adequate” cost estimates were made at three stages of the professional judgment process. Stage 1 estimates are based on the initial specifications developed by the ten original PJPs that met during the summer of 2003.

Stage 2 estimates include revisions made by the Summary PJP Team at the first of its two meetings in December of 2003. These revisions included refined estimates of the variations in

the enrollment patterns for add-on programs as well as other changes in the resource specifications.

Stage 3 includes final revisions of the Summary PJP Team during their January 2004 meeting. This primarily pertained to services for English language learners.

Central Administration, Maintenance, and Operations Costs

To compare the school program costs derived from the PJP process with current spending in the state, it was necessary to add cost estimates of such district-level functions as central administration and maintenance and operations, which were not included in the PJP process. Two alternative approaches were used to provide lower and upper bound cost estimates. One method simply uses current spending on these district-level functions. The alternative approach assumes that spending on at least some district-level functions will need to change in proportion to changes to instructional program spending based on the PJP specifications. While more precise analysis of district-level functions is beyond the scope of this study, it was felt that these parameters provide reasonable bounds for considering administrative costs within this context.

Geographic Cost Differences

The next step in the analysis was to develop an adjustment for geographic cost differences, *i.e.*, variations in the cost of recruiting and employing comparable school personnel in districts across the state. These analyses focus on the compensation of public school teachers which, based on previous work by Chambers (1981b, 1997), has been shown to be highly correlated with cost differences for other categories of school personnel.

Four alternative models were used to estimate patterns of teacher compensation.⁹ Each showed highly similar patterns that are highly correlated with one another (all above 0.97). Depending on the model, districts with the highest teacher personnel costs pay anywhere from 40 to almost 60 percent more than the lowest cost districts for comparable teachers.

The model finally selected for use in this report is the most conservative in terms of the range of costs. This model was selected because it controls more effectively than the others for differences across districts in the qualifications of the teacher workforce. This is in keeping with the goal to isolate the impact of factors outside local control.

The results of these analyses were compared to variations in the cost of housing in New York State and in compensation for non-education wage earners with qualifications and background characteristics similar to teachers. For the most part, these analyses exhibit patterns of variation in cost similar to those observed for public school teachers throughout the state. Correlations between the teacher cost indices and these alternative measures were well above 0.80.

These analyses also indicated that teacher qualifications and job assignments interact. While level of compensation is clearly associated with ability to attract fully certified staff, teachers also appear willing to accept somewhat lower wages when they are allowed to spend more time teaching in subjects for which they are fully qualified.

⁹ These include one that estimates separate equations for each of four years, a pooled cross-section time series model, a model that adjusted estimates for teacher turnover, and a teacher fixed-effects model. The availability of multiple years of data on individual school personnel permitted the analysis to compare and identify consistent patterns in cost differences over time.

THE RESULTS

Stage 3 Cost Estimates

Based on the PJP specifications at stage 3, in order to provide all students a “full opportunity” to meet the Regents Learning Standards New York State would have had to spend an additional \$7.20 billion in 2001-02 (*see* Exhibit 4.2 in final report, reproduced below) on districts not spending at “adequate” levels, while holding higher spending districts in place. This represents an increase of 22.7 percent (*i.e.*, a total spending level of \$38.91 billion) over the actual spending levels of \$31.71 billion in that same year.¹⁰

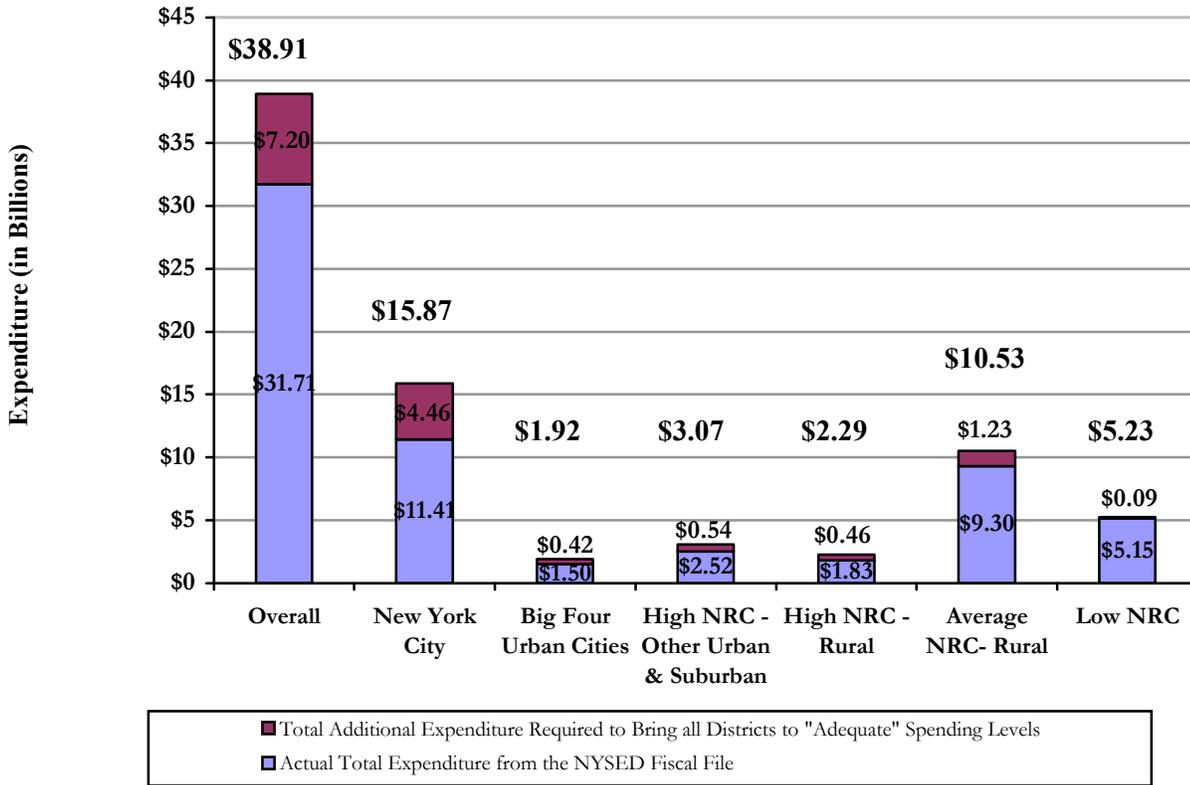
Based on these results, New York City Schools, enrolling approximately 37 percent of the state’s students, would require an additional \$4.46 billion in 2001-02 dollars, an increase of 39.1 percent. Districts with average and high “needs to resource capacity,”¹¹ accounting for 30.7 and 14.1 percent of the statewide enrollment, would require additional expenditures on the order of \$1.23 billion and \$1.00 billion, respectively. Districts in the four big urban cities outside of New York City (approximately 4.6 percent of state enrollment) would need an additional \$0.42, billion.

Below is Exhibit 4.2 to the New York Adequacy Study, which shows the total expenditures required to bring all districts in the State up to “adequate” spending levels.

¹⁰ Neither of these figures, the estimate of needed \$7.20 billion or the \$31.71 billion in actual spending, include home-to-school transport, district debt service, facility construction costs, or inter-district tuition payments.

¹¹ The “needs to resource capacity” (NRC) index is a technical measure used by the New York State Education Department to capture the relationship between a school district’s pupil needs and its locally taxable wealth

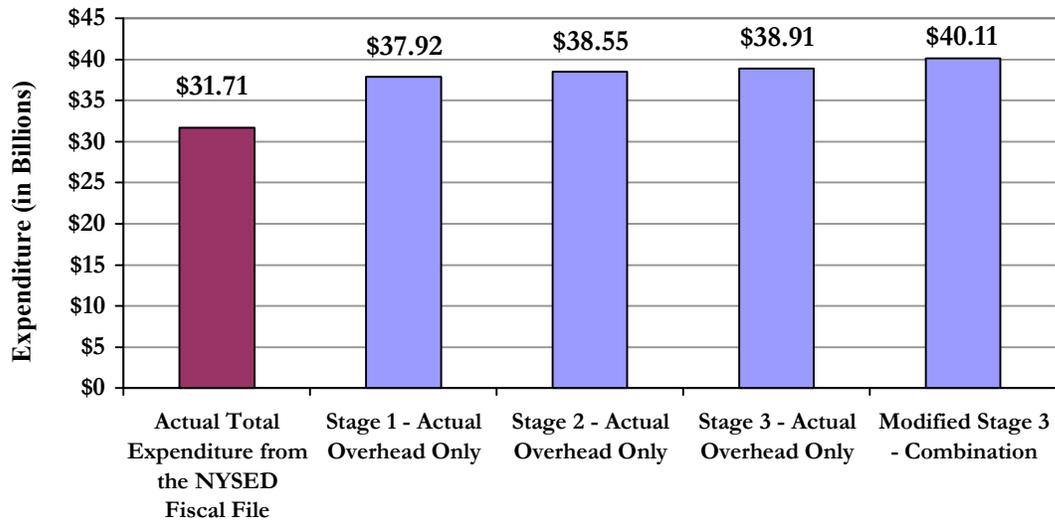
Exhibit 4.2 - Total Expenditure Required to Bring All Districts to "Adequate" Spending Levels (Total Expenditure in Bold)



Alternative Cost Estimates

As suggested above, differing assumptions regarding how many stages of the PJP process to include and how to calculate district-level functions leads to different cost estimates. Exhibit 4.3 of the final report, reproduced below, presents overall differences in the estimates of the costs of adequacy at the different stages (1, 2, and 3) of the professional judgment process. In addition, it also displays the impact of allowing for some growth in spending on district-level functions (overhead) in association with changes in spending on instruction.

Exhibit 4.3 - Total Actual and Projected Expenditures by Simulation Model



Compared to total current spending of \$31.71 billion, the Stage 1 specifications suggest that an additional \$6.21 billion would be necessary to achieve adequacy in New York State. At Stage 2, which reflects a revised estimate of the projections of targeted enrollments in the preschool and elementary extended time programs as well as modified resource configurations at the middle and high school levels, the estimated additional necessary expenditure increases to \$6.84 billion.¹² The Stage 3 estimate (\$7.20 billion) is the same as that presented in Exhibit 4.2. The difference between Stages 2 and 3 reflects an increase in the resources specified for ELL students that were considered during the January meeting of the Summary PJP Team carried out in response to comments made at the end of the December 2003 meeting of the Stakeholder Panel.

¹² The only change between Stages 1 and 2 at the elementary level was in the projected number of students who would be enrolled in the preschool programs and the extended time programs. There were no changes in the resource configurations in the preschool and elementary extended time programs. Chapter 4 in the main body of the report contains a more detailed account of how the specified resource configurations and targeted enrollments changed over the three stages of the professional judgment process.

The modified Stage 3 cost estimate of \$8.40 billion is highest because it includes spending on district-level functions that, to some degree, were assumed to grow in proportion to changes in instructional spending.

Thus, the estimates range from a low of \$37.92 billion to a high of \$40.11 billion. Using current (*i.e.*, 2001-02) spending as a base, these estimates suggest that the additional investment required to achieve adequacy in New York State public schools ranges from 19.6 to 26.5 percent.

Patterns of Cost Differences

As shown in Exhibit 4.8 in the final report, geographic cost variations, the scale of district operations, and differences in pupil need all play distinct roles in accounting for variations in the estimated cost of achieving adequacy. Analysis of the variations in the patterns of scale and need revealed that the five large urban districts tended to exhibit relatively high projected expenditures based on pupil needs, all else equal, and relatively lower projected expenditures associated with scale of operations, all else equal. New York City and other districts in the New York metropolitan area tend to exhibit the highest geographic cost differences associated with the salaries of school personnel.

CONCLUDING REMARKS

Scale of operations and the distribution of special student needs (poverty, ELL, and special education) are the two major factors underlying the cost variations shown in the *New York Adequacy Study*. In turn, policymakers should consider the relative weights they choose to place on each of these factors. Due to the highly integrated fashion by which all of them were treated within the model, however, they may be best suited to block grant, as opposed to categorical, funding approaches. For example, categorical funding mechanisms such as special education funding weights will not be easily derived from this approach.

Also, although the Professional Judgment Panels derived instructional designs by which schools could construct an adequate opportunity to meet the Regents Learning Standards, this theoretical design does not include, or recommend, that the specific components of these models become mandates for local practice. However insightful the instructional designs created by Professional Judgment Panels or persuasive the case for their effectiveness, education continues to be as much of an art as it is a science. Harnessing creativity and commitment, and taking advantage of the experience of local educators, necessitates providing them with discretion to determine exactly how funds should be used.

FINAL REPORT OF THE SOUND BASIC EDUCATION TASK FORCE

PART I: OPERATING AID *AN ADEQUATE FOUNDATION FOR ALL*¹³

Currently, state aid for education in New York State is distributed through over 50 separate and unnecessarily complex formulas and grants-in-aid. The approach recommended in this proposal consolidates 39 of these current categories into a single foundation allocation, while increasing the percentage of the state share and providing districts with predictability and transparency in the way their schools are funded. Its main components are as follows:

1. A COMPREHENSIVE FOUNDATION AMOUNT

Virtually all school district educational expenses, except for transportation, facility construction costs, debt service, and high cost public and private special education placements, would be encompassed by a single, comprehensive sound basic education foundation amount (“the SBE foundation amount”). BOCES aid, textbook, library and computer aid to private schools, teacher centers, and special grants that are not part of local districts’ basic educational operations would be funded separately through the State Education Department (SED). A full list of the current formula aids and grants to be covered by the foundation amount is detailed in Figure 1.1 below

¹³ This proposal for operating aid reform is based on the final report of the *New York Adequacy Study*, released on March 30, 2004.

FIGURE 1.1 CURRENT FORMULA AIDS AND GRANTS TO BE COVERED BY THE FOUNDATION AMOUNT

<p align="center">NEW YORK STATE’S CURRENT AID FORMULAE (All Separate Funding Streams)</p>	<p align="center">CFE’S PROPOSAL</p>
<p>Academic Support Aid Categorical Reading Programs Class Size Reduction Aid Comprehensive Operating Aid Computer Hardware Aid Computer Software Aid (Public) County Vocational Education and Extension Boards (CVEEB) Early Grade Class Size Reduction Educationally Related Support Services Aid Extraordinary Needs Aid Full Day Kindergarten Conversion Aid Gifted and Talented Aid Grants for Overcrowded Schools Improving Pupil Performance Grants Learning Technology Grants Library Materials Aid (Public) Limited English Proficiency Aid Magnet Schools Aid Minor Maintenance & Repair Aid Operating Aid Operating Growth Aid Operating Reorganization Incentive Aid Operating Standards Aid Regular Private Excess Cost Aid Regular Public Excess Cost Aid School Tax Relief Program Shared Services Savings Incentive Small City Aid Summer School Aid Tax Effort Aid Tax Equalization Aid Tax Limitation Aid Teacher Support Aid Teacher-Mentor Intern Teachers of Tomorrow Textbook Aid (Public) Transition Adjustment/Adj. Factor Tuition Adjustment Aid Universal Prekindergarten Aid</p>	<p align="center">CATEGORIES CONSOLIDATED INTO A SINGLE BASE SBE FOUNDATION AMOUNT</p>
<p>Building Aid Building Reorganization Incentive Aid High Cost Special Education Placement Aid Prior Year Adjustments Transportation Aid</p>	<p align="center">ADDITIONAL DISTRICT FUNDING NOT ENCOMPASSED BY THE SBE FOUNDATION AMOUNT</p>
<p>Library, and Computer Aids Private School Textbook, Special Statewide Grants (Roosevelt, OMH/OMR Pupils, BOCES Aid Incarcerated Youth, etc.) Teacher Centers Urban Special Services Aid</p>	<p align="center">REGIONAL SERVICES OR STATEWIDE FUNDING PROGRAMS ADMINISTERED BY SED</p>

2. ADJUSTMENTS FOR STUDENT NEED AND LOCAL COST FACTORS

Each district's SBE foundation amount would be based on a statewide average foundation amount per pupil adjusted by (a) a needs index reflecting poverty, disability levels, numbers of English language learners, and a small school size factor; and (b) a geographic cost of education index. Both of these indices are derived from the results of the *New York Adequacy Study*.

3. DIVISION OF RESPONSIBILITY BETWEEN LOCAL SCHOOL DISTRICTS AND THE STATE

The responsibility for financing each district's SBE foundation amount would be divided between the local district (or local municipality in the case of the Big Five urban districts) and the state government on the basis of the district's relative "ability to pay" as measured by poverty-weighted property and income wealth ratios. No district would receive less state funding than it received during 2003-2004.

a. MANDATORY LOCAL CONTRIBUTION

Each local school district would be expected to make a defined contribution to the financing of its SBE foundation amount based on an "ability to pay" formula. For districts whose students are not making satisfactory progress toward meeting the Regents Learning Standards, the local contribution would be mandatory. Local districts would be free to make a local contribution greater than this defined minimum to provide educational opportunities above the SBE adequacy level.

The amount that local school districts would need to contribute to the state foundation amount under this proposal is summarized in Table 1.3.

Table 1.3 REQUIRED LOCAL CONTRIBUTION PER PUPIL BY NEEDS TO RESOURCE CATEGORIES			
	Estimated Local Contribution per Pupil 2001-2002	Required Local Contribution per Pupil 2004-2005	Required Local Contribution per Pupil, Fully Implemented
Statewide Average	\$5,333	\$5,481	\$6,056
New York City	\$4,362	\$4,832	\$6,240
Big Four Urban Cities	\$2,808	\$2,754	\$2,610
High NRC - Other Urban and Suburban	\$4,151	\$4,025	\$3,648
High NRC – Rural	\$2,918	\$2,893	\$2,831
Average NRC	\$5,633	\$5,771	\$6,060
Low NRC	\$9,967	\$9,572	\$9,595

b. MANDATORY STATE CONTRIBUTION

The state would be required to provide the difference between the foundation amount and the amount generated by the local share and base-year federal aid. Under this proposal, the overall result would be that state share of total statewide educational expenditures would rise from the current 47 percent to 52 percent. The state share of total revenues excluding federal aid would increase from 49 percent to 55 percent.

4. FOUR-YEAR PHASE-IN / FOUR-YEAR STABLE FUNDING

Initially, the new Adequate Foundation for All Plan should be phased in over a four-year period, with approximately 25 percent of the incremental allocation for each district added each year. To promote stability and long-term planning by school districts, the state should formally adopt a four-year funding plan setting forth in advance the amount each school district will receive for each of the following four years, subject only to annual inflationary increases or adjustments for extraordinary unforeseen events. The foundation amount and the educational

need and cost indices should be reviewed and reconsidered during the third and fourth years of the four-year period, on the basis of a new costing-out study.

A summary of the results of the proposed changes in state and local shares, when the plan is fully implemented is set forth in Table 1.5 (in 2004-2005 dollars).¹⁴

Table 1.5 STATE AID AND LOCAL CONTRIBUTION BY NEED RESOURCE CATEGORY FULLY IMPLEMENTED, IN 2004-2005 TERMS AND DOLLARS (IN MILLIONS)						
	Total SBE State Aid: 2003-2004	Total Proposed SBE State Aid: Fully Implemented	\$\$ Change	% Change	Total Required Local SBE Contribution: Fully Implemented	State Share of State/Local
Statewide	\$13,490.3	\$22,017.4	\$8,527	63.2%	\$18,254	54.7%
New York City	\$4,896.5	\$9,390.0	\$4,494	91.8%	\$7,012	57.2%
Big Four Cities	\$928.1	\$1,655.1	\$727	78.3%	\$374	81.6%
High NRC - Other Urban/ Suburban	\$1,351.0	\$2,373.8	\$1,023	75.7%	\$870	73.2%
High NRC - Rural	\$1,124.9	\$1,839.0	\$714	63.5%	\$530	77.6%
Average NRC	\$4,000.8	\$5,558.9	\$1,558	38.9%	\$5,507	50.2%
Low NRC	\$1,189.0	\$1,200.6	\$12	1.0%	\$3,961	23.3%

In sum:

A DISTRICT'S STATE FUNDED OPERATING AID =

- (a) The Statewide Per Pupil SBE Foundation Amount TIMES
- (b) The District's Enrollment TIMES
- (c) The District's Educational Need Index Factor TIMES
- (d) The District's Geographic Cost Index Factor LESS
- (e) The District's Local Operating Aid Contribution
(Based on the District's Relative Poverty-Adjusted Property Wealth and Income Wealth Per Pupil)

¹⁴ An appropriate adjustment should be made each year after 2004-2005 to incorporate average salary, fringe benefit, and inflationary costs in other areas to ensure that the full level of services recommended by the *New York Adequacy Study* is fully maintained.

The foundation approach described in this proposal is the most effective means for implementing the Court of Appeals' constitutional mandate. The Court of Appeals' decision requires that the resources that students actually need for the opportunity for a sound basic education be made available to students in every school. Accordingly, now that the *New York Adequacy Study* has identified the amount of funding that is actually needed, the best route to constitutional compliance is to ensure that this SBE amount is actually made available to all students in all schools, and that the state's education finance system is reformed in accordance with the fair funding principles set forth in this report.

PART II: FACILITIES
ADEQUATE FACILITIES FOR ALL

In recent years, a growing body of research has affirmed what public school parents, educators, and dedicated advocates have long understood: schools that are overcrowded, deteriorated, or that lack science labs, computers, libraries, and auditoriums seriously impede student learning. Recognizing this link, the Court of Appeals in *CFE v. State of New York* held that the state constitution requires all schools to provide minimally adequate facilities, and it found that aspects of the current infrastructure in New York City schools fall far short of meeting this requirement.

New York State's building aid program has helped many districts improve their educational infrastructure over the last decades, with the glaring exception of New York City and certain other urban districts. Currently, the state provides building aid based on a formula that generally multiplies a district's selected aid ratio by the actual costs of a capital project up to a maximum "cost allowance" that, for newer projects, is multiplied by a regional cost allowance for the district. The result is a formula that the State reimburses New York City for approximately 25 percent of the actual costs of a new school compared with reimbursement rates of over 70 percent for some other high-need districts in the state. This substantial funding gap was clearly a major cause of the overcrowding and other constitutional violations identified in the 2003 *CFE* decision. Moreover, New York City, as well as other urban and small city districts, is unable to take full advantage of building aid because of constitutional debt limitations and other factors, such as high construction costs are not properly included in the regional cost allowance.

In recent years, court mandates in education adequacy cases have resulted in substantial increases in state-level support for local building needs in other states. Indeed, as a result of

court orders, Arizona now pays 100 percent of new school construction costs, as does New Jersey for its high-need districts. The Court of Appeals' decision in *CFE v. State of New York* has also now made clear that extensive facilities deficiencies in New York City constitute a major constitutional violation that requires prompt corrective action.

Therefore, in response to the Court of Appeals' order, we propose reforms to New York State's current system for providing building aid and call for the immediate establishment of a new "Building Requires Immediate Capital for Kids" (BRICKS) construction fund for New York City. This new fund will compensate for past state funding inequities and, over a five-year period, remedy the specific constitutional violations identified by the Court of Appeals (*i.e.*, extensive overcrowding, unacceptably large class sizes, and the lack of sufficient laboratories, libraries, auditoriums, and computers). This BRICKS program would give students in New York City access to reasonable class sizes and essential spaces like science labs and libraries comparable with their counterparts across the state. Based on our extensive analysis of New York City's capital plan and its facilities needs, the cost for such a BRICKS program would be approximately \$8.912 billion for New York City and an additional approximately \$1 billion for similar projects in other high-need districts around the state. Assuming that these amounts would be bonded and amortized over a 30-year period, at a current interest rate of 5 percent, the total annual cost of the BRICKS fund would be \$641 million by the end of a five-year period. Assuming that the reforms to the building aid formulas we recommend will increase annual building aid allocations by the end of the five-year period by about \$350 million, the total annual increase in state funding from the package of statewide reforms we recommend would be approximately \$997 million.

A. REFORMS TO THE CURRENT BUILDING AID FORMULAS

1. Update and Simplify the Maximum Cost Allowance

The current state system for calculating building aid is based primarily on a “building aid unit” method and construction cost index devised in the 1960s that fail to account for current construction costs, class sizes, special education supports, and other ancillary services. They should be updated. Another key component is a regional cost index, which is tied to average construction costs in a way that minimizes the real range of costs among the counties and recognizes only the labor component of the “hard” construction costs. This index should be also revised to incorporate the full range of items that affect school construction and to reflect fully the cost differences around the state.

In addition, the special needs of New York City – severe urban density, land scarcity, and high construction costs – require utilization of an updated square foot option that would fairly calculate the current square foot needs per student and reasonable square foot construction costs in the city. Basing building aid on realistic construction costs and up-to-date educational needs, these reforms would allow for equity, simplicity, and predictability for New York City and for all other districts throughout the state.

2. Replace “Select-Aid” and the “10% Incentive” with a 5-Year Wealth Aid Ratio

Under the current “selected building aid ratio” provision of building aid, districts automatically receive the highest level of state reimbursement based on the district’s lowest level of wealth since 1981-82, even if the district has grown much wealthier during that time. We propose a gradual five-year phasing-out of this archaic provision, to be replaced by a district wealth ratio that averages property valuations over a five-year period. The phase-out of “select-aid” should only be applied prospectively, and not to projects already in the pipeline.

The 10 percent incentive, which was added to each district's aid ratio in 1998, has no relation to actual student needs and has resulted in distorted building aid incentives. The incentive was substantially cut back in 2000; it should now be totally eliminated. All projects currently benefiting from the 10 percent incentive and those projects already in the pipeline should, however, continue to receive the benefit.

3. Create a New Needs-Based Building Aid Ratio

The current building aid ratio for computing state aid reimbursements is based solely on school districts' relative property wealth. It should be revised to include a needs-based index that considers the additional facility needs of districts with large numbers of students from poverty backgrounds.

4. Partially Restore Pay-As-You Go Reimbursement

In 2001, the state eliminated its two-year reimbursement policy for pay-as-you-go capital outlays and now reimburses districts on a 30-, 20-, or 15-year basis. By providing only long-term reimbursements, the state has made it difficult for districts to use operating funds for urgent construction projects. We propose reinstating pay-as-you-go funding, with a five-year reimbursement schedule, to enable districts to upgrade school facilities in a more timely and cost-efficient manner.

5. Reform Lease Aid

Since leasing is often a less expensive, more flexible, and faster way to meet facilities' needs than new construction, long-term leases need to be supported for their full term. The current arbitrary 15-year maximum lease reimbursement should be eliminated. In addition, administrative processing of lease approvals and payments should be automated and streamlined to provide greater service and certainty to districts.

6. Modify Statutory Bonding Restrictions on Urban School Districts

New York City and other urban districts throughout the state are subject to constitutional debt ceiling limitations that impede their ability to advance the necessary local funds for school construction projects. These limitations are exacerbated by the statutory prohibitions on excluding state funds for building aid from local debt ceiling computations. Although we are not at this time proposing any amendments to the constitutional debt ceilings themselves, we call for the repeal of the additional statutory restrictions on excluding building aid receipts from debt limit computations, which are especially onerous for small city school districts.

B. THE BRICKS CONSTRUCTION FUND

These building aid reforms will help strengthen the equity and long-term effectiveness of state aid for school facilities. However, an intensive program must be quickly mounted to eliminate the extensive overcrowding and other serious constitutional violations identified in the Court of Appeals decision. Therefore, we recommend the immediate establishment of a new “Building Requires Immediate Capital for Kids” (BRICKS) construction fund to remedy, over a five-year period, the specific constitutional violations in the New York City schools identified by the Court of Appeals – extensive overcrowding, unacceptably large class sizes, and insufficient laboratories, libraries, and access to technology. To the extent that other high-needs districts share these needs, we believe they should also qualify for funding under BRICKS.

Based on our detailed analysis of facilities needs, CFE recommends BRICKS funding for New York City in the amount of \$8.912 billion (*see* Table 2.1).

TABLE 2.1 BRICKS FUNDING RECOMMENDATIONS FOR NEW YORK CITY

Overcrowding

New capacity in the New York City capital plan	66,000 seats	\$3.81 billion
Eliminating 15-20 year old mini-buildings	2,200 seats	\$125.88 million

Class Size Reduction

K-3 class size reduction to 20	28,014 seats	Included in \$3.81 billion for new capacity
4-5 class size reduction to 20	1,897 seats	\$108.92 million
6-8 class size reduction to 23	230 seats	\$14.86 million
9-12 class size reduction to 24	50,662 seats	\$2.60 billion

Access to Specialized Spaces

Restoring specialized spaces from overcrowding	1,000 seats	\$70.35 million
Creating libraries at schools without one	125 schools	\$169.33 million
Creating auditoriums at schools without one	363 schools	\$204.12 million
Ensuring functional labs in all high schools	64 schools	\$168.25 million
Ensuring functional labs in all middle schools	179 schools	\$210.95 million

Avoiding Imminent Additional Overcrowding

Exterior modernizations	58 schools	\$351.10 million
Windows	179 schools	\$367.80 million
Roofs	119 schools	\$115.70 million
Exterior masonry	19 schools	\$34.90 million
Climate controls	175 schools	\$59.70 million
Heating plant upgrades	43 schools	\$47.70 million

Instrumentalities of Learning

Wiring the final 20% of unwired classrooms		\$176.00 million
Purchase of new computers		\$125.70 million
Library upgrades	350 schools	\$150.50 million

Total: \$8.912 billion

Although other high-need districts throughout the state do not confront systemic overcrowding or larger than average class sizes, they do have some shortages of science labs, libraries, and auditoriums. We estimate that an additional \$1 billion will be required for these projects in other high-need districts.

To ensure that the building aid reforms and the BRICKS grant program provide the educational opportunities to which students are constitutionally entitled, it is essential that all of the increased funding provided for school facilities actually be spent on school facilities, and that it not, as presently is the case in New York City, be treated as another revenue stream in the city's general fund. In addition, all high-need districts should be required to adopt comprehensive capital plans and report on cost containment procedures.

PART III: ACCOUNTABILITY
A CONSTITUTIONAL SYSTEM OF EDUCATIONAL ACCOUNTABILITY

In recent years, New York, like most other states, has adopted a set of challenging educational standards that are geared to preparing all students to be capable citizens and to compete in the global marketplace. The state has also implemented extensive Regents testing programs to measure student progress toward meeting the standards. These assessments are used to hold school districts, superintendents, principals, and students accountable for meeting specific outcome goals and to apply a range of sanctions if they do not.

The Court of Appeals' decision in *CFE v. State* makes clear that not all students can realistically be expected to obtain a sound basic education in accordance with state graduation standards unless sufficient resources have been provided to all schools. If the state does not provide adequate funding, it is both unreasonable and unfair to hold school officials and students accountable for meeting the state's ambitious achievement goals.

Adequate funding is, however, a necessary but not a sufficient condition for improved student learning. As the Court of Appeals also held, current funding and school management structures must be reformed to ensure that sufficient resources such as qualified teachers, appropriate class sizes, instructional materials, and adequate facilities are actually available in each school in accordance with the needs of students. Moreover, these resources must be used in ways that will actually provide all students a genuine opportunity for a sound basic education.

Thus, a comprehensive accountability system that meets the constitutional requirements articulated by the Court of Appeals must include not only accurate outcome measures and decisive consequences but also assurances of adequate funding and methods for fairly distributing and effectively using appropriate resources to meet student needs. Accordingly, we propose a new constitutional accountability for the State of New York consisting of the

following five basic components, all of which are necessary and cannot effectively be implemented separately.

A. ADEQUATE SYSTEMIC FUNDING

Adequate annual levels of funding that guarantee minimum essential resources, as determined through periodic objective costing-out studies, must be assured in a stable, predictable manner. The current state education finance system, which consists of approximately 50 diverse formulas and grants in aid, should be replaced by a foundation system that consolidates most state funding into a single block grant and that appropriates these grants through multiyear legislative funding commitments. The legislature must also provide sufficient funds for the State Education Department (SED) to carry out its accountability functions effectively.

B. COMPREHENSIVE PLANNING AND DISTRIBUTION OF SUFFICIENT RESOURCES TO EACH SCHOOL

The myriad of current categorical funding restrictions and reporting mandates should be replaced by a requirement for a single comprehensive “sound basic education” plan that each school district should develop with substantial input from administrators, teachers, parents, and the public at large. Plans of New York City and other districts with large numbers of students who are not currently meeting Regents standards would be subject to review and approval by the SED through a peer review process. Their plans would be required to demonstrate specifically how the district’s funds will be used in defined priority areas to meet the goals of providing all students with the opportunity for a sound basic education and closing existing achievement gaps.

The plan should cover a four-year period, but it should be updated annually to allow for necessary interim adjustments. It should set forth specific output benchmarks and describe methodologies for determining how funds will be allocated to schools in the district to meet

student needs. SED should appoint a Sound Basic Education Implementation Task Force, with diverse community representation, to advise the Regents on appropriate regulations and guidelines to implement the new accountability system.

C. EFFECTIVE USE OF RESOURCES

Comprehensive planning at the district level must be accompanied by comprehensive planning at the school level. School-level planning promotes effective resource use by accounting for local conditions and student needs and by focusing on building school-based instructional capacity. School-level planning should provide feedback on resource adequacy and specific implementation issues. It should also promote the development of local priorities in areas like art education and civic participation to supplement the core subjects emphasized in the Regents testing program. Local plans should be developed with significant input from teachers, parents and the entire school community.

Effective use of resources will also require the identification of existing statutory, regulatory, and contractual impediments to providing a sound basic education and concerted efforts to negotiate new ways to promote policy initiatives while recognizing employee job protection needs in the changed constitutional context. In addition, the State Education Department's current information systems need to be updated and expanded to enable such functions as individual student tracking and effective coordination of resource allocations.

D. PROPER ASSESSMENT OF OUTCOMES

The Regents' current system of student testing should be maintained but improved by (a) undertaking a thorough independent review of the validity and reliability of all the Regents examinations; and (2) encouraging districts and schools to utilize portfolios in a supplementary

manner to assess organizational, communication, social responsibility, and other civic participation skills.

E. APPROPRIATE CONSEQUENCES FOR POOR PERFORMANCE

Decisive sanctions should be applied promptly at all levels of responsibility to ensure the availability of adequate resources and to eliminate fiscal abuse and professional incompetence. But once any necessary sanctions have been applied, the additional “consequences” for low performance should include renewed efforts to ensure that adequate resources to meet student needs are available and are being used effectively. Specifically, where schools are persistently low-performing, SED should send a highly qualified state assistance team to conduct a thorough school improvement review, designate a “distinguished educator” to work at the school for the next year or two, and develop and ensure the implementation of an effective school turnaround plan.

The New York Adequacy Study recommends that an independent Accountability Review Panel should be established, with the Governor designating two members of his Commission on Education Reform to serve on the panel, the plaintiffs in *CFE v. State of New York* designating two members, and the Regents appointing three members. The panel should (a) identify major statutory, regulatory, or contractual provisions that need to be reconsidered in order to meet constitutional objectives; (b) retain professional auditors to conduct periodic operational efficiency audits of New York City and other school districts; and (c) report annually to the Governor and the Legislature on the implementation of the new constitutional accountability system.

Table 3.4 CONSTITUTIONAL ACCOUNTABILITY: AN OVERVIEW

	ADEQUATE SYSTEMIC FUNDING	COMPREHENSIVE PLANNING & FAIR DISTRIBUTION OF RESOURCES TO EACH SCHOOL	EFFECTIVE USE OF RESOURCES	ASSESSING OUTCOMES PROPERLY	APPROPRIATE CONSEQUENCES FOR POOR PERFORMANCE
STATE ROLE	<ul style="list-style-type: none"> ▶ Ensure adequate legislative appropriation, as determined through periodic objective costing-out studies, distributed through a foundation block grant. 	<ul style="list-style-type: none"> ▶ Ensure SED’s capacity to review and approve low performing districts’ sound basic education plans and to support persistently low performing schools. 	<ul style="list-style-type: none"> ▶ Update and expand SED’s current information systems so they can provide functions such as individual student tracking and effective coordination of resources. ▶ Eliminate statutes and regulations that impede the achievement of instructional goals. ▶ Conduct operational capacity audits. 	<ul style="list-style-type: none"> ▶ Maintain existing Regents testing program, but conduct independent review of validity and reliability of all tests. 	<ul style="list-style-type: none"> ▶ Judicial review of any failures to provide adequate funding.
DISTRICT ROLE	<ul style="list-style-type: none"> ▶ Ensure appropriate distribution of resources to schools in accordance with student need. 	<ul style="list-style-type: none"> ▶ Develop policies for improving professional and instructional capacity. ▶ Develop, with substantial public input, a comprehensive 4-year SBE plan that will replace over 100 current plans and reports. ▶ Set forth specific plans and instructional strategies to close achievement gaps. ▶ Fairly distribute resources to all schools. ▶ Update plans annually. 	<ul style="list-style-type: none"> ▶ Specify annual resource adequacy targets and benchmarks in essential resource areas. ▶ Identify statutes, regulations, and contractual provisions that need modification to achieve instructional goals. Eliminate the impediments that are under district control. 	<ul style="list-style-type: none"> ▶ Administer Regents testing program ▶ Develop additional district-level civic participation goals. 	<ul style="list-style-type: none"> ▶ NCLB sanctions ▶ For persistently low-performing schools, SED will send a state assistance team to conduct a thorough school improvement review, designate a “distinguished educator” to work at the school, and ensure implementation of a school turnaround plan.
SCHOOL ROLE	<ul style="list-style-type: none"> ▶ Fairly distribute resources in accordance with student need. 	<ul style="list-style-type: none"> ▶ Develop a 4-year local strategic plan with school-based goals and strategies, consistent with district priorities to ensure a sound basic education for all students and close any achievement gaps. 	<ul style="list-style-type: none"> ▶ Implement policies for improving professional and instructional capacity. ▶ Provide detailed public accounting for how funding from all sources will be used. ▶ Provide feedback on resource adequacy and policy implementation for district plans. 	<ul style="list-style-type: none"> ▶ Administer Regents tests. ▶ Assess district- and school-level civic participation goals through portfolios and other alternative assessments 	<ul style="list-style-type: none"> ▶ NCLB sanctions ▶ Restructuring of school in accordance with turn-around plan

APPENDIX A: MEMBERS OF THE SBE TASK FORCE*

OPERATING AID TASK FORCE MEMBERS

Stephen Allinger	Executive Director, Office of Intergovernmental Affairs, New York City Department of Education
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Barry Ford	Vice President for External Relations, After-School Corporation
Carol Gerstl	Associate Director, United Federation of Teachers
Brandon Gordon	Director, Midstate School Finance Consortium
Bob Hanna	District Superintendent and Executive Officer, Orange-Ulster BOCES
Howard Koenig	Executive Director, Reform Educational Financing Equities Today (R.E.F.I.T.)
Mark Lewis	Albany Representative, New York Immigration Coalition
David Little	Director of Governmental Relations, New York State School Boards Association
Richard Longhurst	Chair of Education Finance Committee, New York State Association of School Business Officials
Robert Lowry	Associate Executive Director, New York State Council of School Superintendents
Daniel Porter	Deputy Executive Director, Rural Schools Association
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* The individuals listed as members of the task force served in an advisory capacity. Their participation does not imply individual or organizational endorsement of this proposal.

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Margaret Goertz is a professor of education policy in the Graduate School of Education at the University of Pennsylvania and co-director of the Consortium for Policy Research in Education, where she specializes in the study of state and federal education finance and governance policy.

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Dennie Palmer Wolf is director of the Opportunity and Accountability Program at the Annenberg Institute for School Reform at Brown University and directs the institute's Rethinking Accountability initiative.