

Part III:

Longitudinal Trends

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☆ Highlights

Student Demographics

- ☆ *In Fall 2002, 3.33 million students were enrolled in New York State's public and nonpublic schools.*
- ☆ *Almost 15 percent of the State's school children attended nonpublic schools.*
- ☆ *Public school enrollment has increased by 10 percent since 1987, reaching 2.84 million in Fall 2002.*
- ☆ *In 2002–03, 81 public schools – 58 in New York City and 23 in other districts – were under registration review. Of all State public school students, 2.3 percent attended one of these schools.*
- ☆ *In Fall 2002, 6.3 percent of students in public schools were identified as limited English proficient.*
- ☆ *In Fall 2002, 11.9 percent of all students attending public and nonpublic schools were identified as students with disabilities.*

Resources

- ☆ *Of the \$35.1 billion in 2001–02 school district revenues, the State provided 48.8 percent; districts, 46.2 percent; and the federal government, 5.0 percent. Revenues from all three sources increased, compared with 1997–98.*
- ☆ *In 2001–02, State revenue to schools was \$6,129 million (55.9 percent) greater than in 1997–98. Considering inflation, however, State revenue in 2001–02 was worth 41.5 percent more than in 1997–98.*
- ☆ *Between 1997–98 and 2001–02, total district revenues increased 28.6 percent before inflation and 16.7 percent after inflation. Over the five-year period, the mean expenditure per pupil, after adjustment for inflation, increased by 13.5 percent.*
- ☆ *In 2002–03, school staffing levels reached a record high. Over 225,000 persons taught in the State's public schools; an additional 43,250 served in other professional positions.*

Performance

- ☆ *On the New York State Assessment Program in English language arts, 64 percent of elementary-level students and 46 percent of middle-level students in public schools met the standards in 2003.*

- ☆ *On the New York State Assessment Program in mathematics in 2003, 79 percent of elementary-level students in public schools met the standards, but only 52 percent of middle-level students did so.*
- ☆ *More students scored 55 or higher on the Regents English, U.S. history and government, global history and geography, and living environment examinations in 2003 than took these examinations in 1996.*
- ☆ *More students passed (scored 65 or higher on) the Regents U.S. history and government and living environment examinations in 2003 than took these examinations in 2000.*
- ☆ *In public schools, 87 percent of general-education students in the 1999 cohort met the graduation requirement (scored 55 or higher) on the Regents English examination after four years of high school; 84 percent scored 55 or higher on the Regents mathematics examination after four years.*
- ☆ *The percentage of students with disabilities scoring 55 or higher on the Regents U.S. history and government examination increased by 9 percent between 2000–01 and 2002–03.*
- ☆ *In 2003, the largest percentage of public school graduates (56 percent) earned Regents endorsed diplomas since the Regents Action Plan was enacted.*
- ☆ *Fully 83.6 percent of State seniors graduating from public and nonpublic schools in 2003 planned to pursue some form of postsecondary education.*
- ☆ *The mean Scholastic Assessment Test (SAT I) composite score of the class of 2003 was 1006, 18 points higher than the mean of the class of 1993.*
- ☆ *Since 1990, the number of students in New York participating in Advanced Placement examinations has more than doubled.*

Attendance, Suspensions, and Dropouts

- ☆ *In 2001–02, 4.4 percent of State public school students were suspended from school one or more times.*
- ☆ *In 2002–03, the public school dropout rate was 4.6 percent. New York City had a higher dropout rate than the rest of the State: the dropout rate was 8.2 percent in New York City public schools and 2.5 percent in districts outside New York City.*
- ☆ *In 2002–03, 2.0 percent of public school students left their secondary schools to attend a preparation program leading to a high school equivalency diploma.*

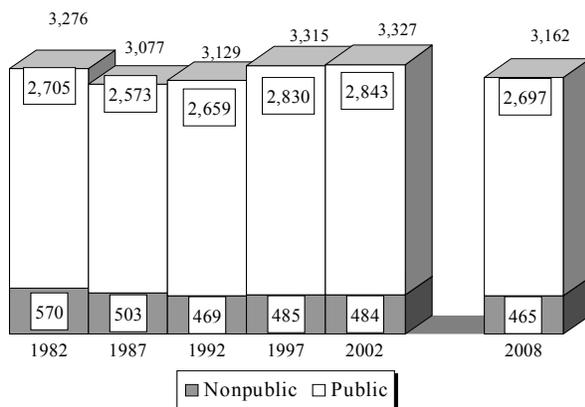
1 Enrollment Trends

In Fall 2002, 3.33 million students were enrolled in New York State's public and nonpublic schools. Of these students, 2.84 million attended public schools and 0.48 million (14.6 percent) attended nonpublic schools (Table 3.1 and Figure 3.1).

<p>TABLE 3.1</p> <p>ELEMENTARY AND SECONDARY PUBLIC AND NONPUBLIC SCHOOL ENROLLMENT</p> <p>PAGE 44</p>

Total public and nonpublic enrollment increased 6 percent between 1992 and 2002. Total enrollment is predicted to decrease by 5.0 percent through Fall 2008. The percentage of students attending nonpublic schools is expected to increase to 14.7 percent in 2008.

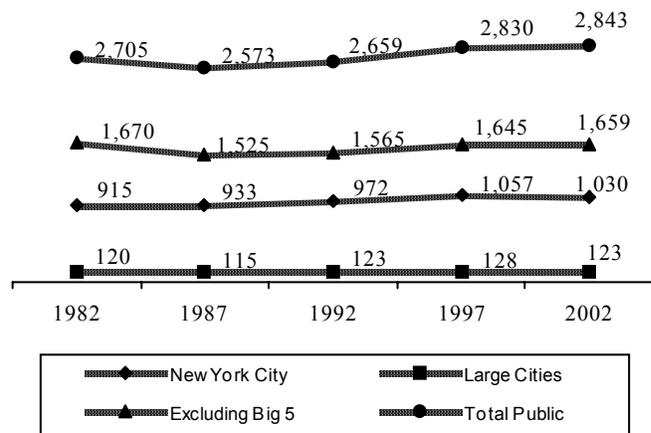
Figure 3.1
Public and Nonpublic K-12 School Enrollment (in thousands)
Fall 1982 to Fall 2008 (projected)



Public School Enrollment

Following 13 years of growth, public school enrollment reached 2.84 million in Fall 2002. Public school enrollment was at its highest (3.52 million) in 1971. A period of declining enrollment followed, reaching a low (2.54 million) in 1989. Despite a 10.5 percent increase since 1987, enrollment was only 5.1 percent higher in 2002 than in 1982 (Figure 3.2). The upward trend, which originated with an increase in the elementary-school-age population in 1986, has ended. Enrollments are predicted to decline to 2.70 million by Fall 2008 (Table 3.1).

Figure 3.2
Enrollment Trends in Public Schools by Location (in thousands)
Fall 1982 to Fall 2002



Between 1982 and 1987, enrollments increased slightly in New York City (2.0 percent) but decreased everywhere else in the State: 4.2 percent in Large City Districts and 8.7 in Districts Excluding the Big 5 (Figure 3.2). Between 1987 and 1997, enrollments increased in all categories; however, the rate of increase was greater in New York City (13.3 percent) and Large City Districts (11.3 percent) than in Districts Excluding the Big 5 (7.9 percent). From 1997 to 2002, enrollments decreased in New York City (2.6 percent) and Large City Districts (3.9 percent) but increased in Districts Excluding the Big 5 (0.9 percent).

Schools Under Registration Review (SURR)

Since 1989, the registration review process has been the primary means used by the State Education Department to strengthen teaching and learning in the schools in New York State that are performing the farthest below the State standard. This process is designed to improve student performance by correcting situations that impede quality education. Through registration review, the lowest-performing schools are identified, warned that their registrations may be revoked, and assisted in improving their educational programs. As a last resort, schools that fail to improve have their registrations revoked. Should this occur, the Commissioner of Education would develop a plan to protect the educational welfare of students at the school and require the school district to implement the plan.

Through the 2002–03 school year, 251 schools had been identified for registration review. One hundred eighty-four of these schools, including 24 during the 2002–03 school year, have been removed from registration review. Twenty of these 24 schools were removed because they achieved the student performance standards established by the Commissioner. Four schools ceased operation in June 2003 pursuant to closure plans developed by their district and approved by the Commissioner. Nine schools were identified for registration review in the 2002–03 school year, including one school that had previously been removed from registration review.

In 2002–03, 81 public schools — 58 in New York City and 23 in other districts — were under registration review (Table 3.2). Of all students enrolled in New York City public schools, 4.8 percent attended a SURR school; outside New York City, 0.9 percent of students were enrolled in SURR schools. Of all public school students statewide, 2.3 percent attended one of these schools. Information on demographics and performance in SURR schools can be found in Appendix B.

TABLE 3.2

NUMBER OF SURR SCHOOLS
AND ENROLLMENT

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Prekindergarten Enrollment

One way of promoting equity in achievement is to ensure that all children come to school ready to learn. The Carnegie Foundation for the Advancement of Teaching surveyed kindergarten teachers in 1991 and estimated that 36 percent of New York kindergartners were not ready to begin school. Quality preschool programs provide young children placed at risk by their social and economic circumstances with experiences that enhance their readiness to learn.

The Universal Prekindergarten (UPK) program was established by statute in 1997. The UPK program completed its fifth year of operation during the 2002–03 school year. In 2002–03, 189 school districts (out of 224 eligible to participate) operated a UPK program. The total number of children served by the UPK program was 58,300. In the first year of the program, 62 school districts served 18,200 students. In 1999–2000, a total of 27,400 were served. These students were funded by the UPK program as well as other sources. The number of children served in 2002–03 increased by 6 percent over the previous year. The statute requires districts to form an advisory board, hold a public hearing, and develop a program plan that includes collaboration with community early childhood education programs. Applications from implementing districts indicated that statutory requirements were met.

Between Fall 1982 and Fall 2002, enrollment in prekindergarten programs operated by public and nonpublic schools expanded significantly (Table 3.3). Enrollment increased during each five-year period in New York City and statewide. In Fall 1982, 21.3 percent of the State's four-year-old population was enrolled in these programs. Twenty years later, the number enrolled had increased to 51.2 percent of the State's four-year-olds. The enrollment in these programs nearly tripled statewide during this period, with the greatest increases occurring in New York City. These statistics do not include prekindergarten programs in nonpublic schools that did not have a kindergarten or higher grade.

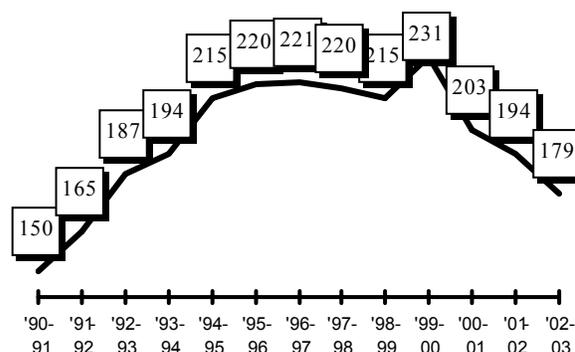
TABLE 3.3	
TRENDS IN PUBLIC AND NONPUBLIC SCHOOL PREKINDERGARTEN ENROLLMENTS FOR THE STATE AND NEW YORK CITY	
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Limited English Proficient Students

Part 154 of Commissioner's Regulations defines students with limited English proficiency (LEP) as students who, by reason of foreign birth or ancestry, speak a language other than English, and (1) either understand and speak little or no English; or (2) score below a state designated level of proficiency on the Language Assessment Battery-Revised (LAB-R) or the New York State English as a Second Language Achievement Test (NYSESLAT). Beginning in 2002–03, grades 4 and 8 LEP students who have been enrolled in a school in the United States (not including Puerto Rico) for fewer than three full consecutive years may use the NYSESLAT as the required measure of English language arts proficiency. LEP students may choose to take the mathematics assessment in their native language (if available) or in English. Identified students are entitled to special instructional and assessment services to assist them in learning English and achieving objectives in other academic areas.

In 2002–03, the number of LEP students served by public schools was 19.3 percentage points higher than in 1990–91 (Figure 3.3). Statewide, 6.3 percent of public school students were identified as limited English proficient. A decrease in LEP students in 1998–99 and an increase in 1999–2000 may be attributed to procedural changes in the identification process in New York City.

Figure 3.3
Number of Public School Students Who Are Limited English Proficient (in thousands)
1990–91 to 2002–03



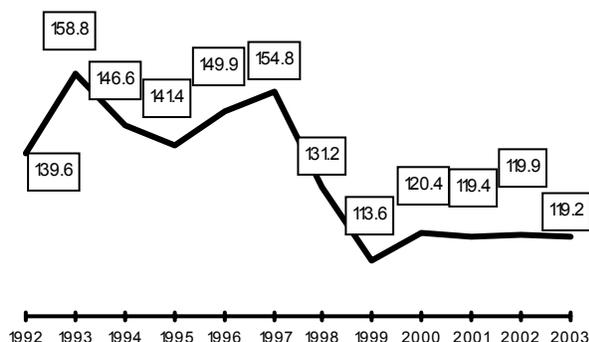
Enrollment of Immigrant Students

Newly immigrated children may require a variety of special services to ensure a smooth transition to American schools. Immigrant students who are limited English proficient are eligible for special programs. Many immigrant students, however, come from other English-speaking countries and are not eligible for these programs. Nonetheless, many of these students, particularly those from developing countries, are poorly prepared for the culture and expectations of American classrooms. Some, for example, emigrated from countries with fewer years of compulsory attendance than American schools. Federal grants from the Emergency Immigrant Education Program (EIEP) were available until 2001 to districts that had either 500 students or three percent of their student enrollment, counting public and nonpublic students, meeting the

federal guidelines for newly immigrated students (having been in the United States three years or less). Beginning in 2002 under the new federal No Child Left Behind (NCLB) legislation, certain districts have been eligible to receive Title III-Immigrant funds. The district and allocation are based on formulas determined by the Secretary of Education. NCLB requires that all immigrant students are reported, regardless of whether their district receives these funds.

Figure 3.4 shows the number of State students eligible for EIEP funds in 1992 to 2001 and the enrollment of all immigrant students statewide in 2002 and 2003. The number of State students eligible for EIEP funds increased by 14 percent between 1992 and 1993. Since 1993, the number has fluctuated, reaching a nine-year low in 1999, then increasing by 7,000 in 2000 and then decreasing by 1,000 between 2000 and 2001. The count of immigrant students statewide in 2002 was only slightly greater than the count of immigrant students eligible for EIEP funds in 2001 (119.9 thousand compared with 119.4 thousand), indicating that a very large majority of immigrant students received EIEP funds in recent years. The number of immigrant students remained relatively stable between 2002 and 2003.

Figure 3.4
Number of Public School Students
Eligible for the Emergency Immigrant
Education Assistance Program (1992 to
2001) and Number of Immigrant Students
Statewide in 2002 and 2003
(in thousands)



Special Education Enrollment

Public agencies provide special education programs for students with disabilities to meet their unique needs as determined by the Committee on Special Education. Local school districts educate the majority of these children. In some cases, however, school districts contract with neighboring districts, BOCES, or approved private schools to provide required special education services. State agencies, such as the Office of Mental Retardation and Developmental Disabilities, the Office of Mental Health, the Office of Children and Family Services, and the Department of Correctional Services, also provide services. Approximately 99 percent of students with disabilities ages 4 to 21 receive services through placements made by public school districts. The remaining students are placed by the courts or State agencies either in State agency programs or in approved private schools.

In the last 20 years, the number of students ages 4 to 21 enrolled in K-12 special education programs statewide has increased 61 percent, from 246,529 students in Fall 1982 to 397,561 students in Fall 2002 (Table 3.4). During the same timeframe, statewide public and nonpublic enrollment increased by 1.6 percent. Consequently, the share of total public and nonpublic enrollment represented by students with disabilities increased from 7.5 percent in Fall 1982 to 11.9 percent in Fall 2002.

TABLE 3.4

TRENDS IN SPECIAL EDUCATION ENROLLMENT FOR THE STATE AND NEW YORK CITY

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Many factors, including legislative initiatives, court decisions, and State Education Department policy, affect special education enrollments. The federal Education of All Handicapped Children Act (now known as the Individuals with Disabilities

Education Act) enacted in 1975 guaranteed, for the first time, a free and appropriate public education to all children with disabilities. The law further mandated multidisciplinary evaluations and required that individualized education programs for identified students be delivered in the least restrictive environment. At the State level, Article 89 specifies requirements and procedures for the education of students with disabilities.

Three factors explain most of the increases in special education enrollments. First, in the early 1980s, consistent with federal requirements, New York State Law expanded the categories of disabilities to include learning disabilities, autism, multiply disabled, orthopedic conditions, and health impairments, making more children eligible to receive special education services. Second, the 1979 federal court decision *José P. v. Ambach* resulted in more timely evaluations and more appropriate program placements for children with disabilities in New York City. Third, in 1980 the State altered the method used to allocate State aid for educating children with disabilities, replacing the kind of disability with the intensity of services provided as a factor in distributing aid. This change resulted in a significant increase in the total State funds provided for special education programs.

Further, 1989 legislation gave local school districts responsibility for the delivery of preschool special education services and programs to children with disabilities, ages three to five. Previously, special education preschool services were delivered through the Family Court system. Statewide, in 2000–01, of those students whose education was the responsibility of district committees on preschool special education or committees on special education, 8.3 percent were preschool children. The State and counties continue to share the costs of these services. Counties pay for programs and services and then are reimbursed by the State for up to 59.5 percent of their expenditures.

The Board of Regents is concerned about the increasing percentage of students classified as disabled as well as the performance of those students. The Board has proposed a reform of the State spe-

cial education funding system to encourage schools to place children in the setting that best meets their needs and discourage unnecessary referrals to special education. Since 1996–97, the growth in special education has slowed. The classification rate increased by only 0.4 percentage point in seven years: from 11.6 percent in 1996–97 to 12.0 percent in 2002–03. Several initiatives have been implemented to reduce the classification rate. Chapter 405 of the Laws of 1999 required the Department to identify school districts with very high classification rates and provide technical assistance to these districts. The Department has also been consistently focusing on school district classification rates in school district report cards, in other Department publications, and as a part of the Quality Assurance monitoring process for special education. In addition, the Department is taking steps to ensure that general education settings are better able to meet the needs of students with learning or behavior problems. Strategies for doing this include enhancing early reading and mathematics programs, particularly in low-performing schools, and providing support services for students in general education settings.

Career and Technical Education Enrollment

In April 1989, the Board of Regents adopted a policy requiring that all high school graduates be prepared for immediate employment and/or postsecondary education. Career education programs offer sequences of courses leading to entry-level employment. In addition, the Department has received federal and State funds to better prepare students for the transition from school to work by integrating workplace skills into the curriculum.

As part of its focus on higher academic standards and the increasing need for high school graduates who possess career and technical skills, the Board of Regents, in February 2001, adopted a policy allowing high school students who want to pursue career and technical education programs greater flexibility in their curriculum and courses to meet their graduation requirements. These stu-

dents may take integrated or specialized courses, or a combination of both, that include English, mathematics, science, and other knowledge and skills with technical skills. Such courses would allow them to meet New York’s learning standards by satisfying course requirements and preparing them for required State assessments.

Career and technical education programs are divided into 16 broad categories: Agriculture and Natural Resources; Arts and Communications Services; Business and Administrative Services; Construction; Education and Training Services; Financial Services; Health Services; Hospitality and Tourism; Human Services; Information Technology Services; Legal and Protective Services; Logistics, Transportation, and Distribution Services; Manufacturing; Public Administration/Government Services; Scientific, Engineering, and Technical Services; and Wholesale/Retail Sales and Services. Each category comprises from 3 (Public Administration/Government Services) to 62 (Health Services) programs, preparing students for specialties within the broad area. For example, Logistics, Transportation, and Distribution Services programs include Auto Mechanics, Construction Equipment Operation, and Small Engine Repair. Within the Health Services career area, programs include Dental Hygienist, Medical Assistant, and Licensed Practical Nurse training.

Table 3.5 indicates that 31.8 percent of secondary students participated in career and technical education programs operated by public school districts or BOCES during the 2002–03 school year. Statewide, the number enrolled was 20 percent less than in 1992–93. A substantially larger percentage of ninth- through twelfth-graders in New York City than in the Rest of State have historically been enrolled in these courses.

Statewide, the number of secondary students enrolled in career and technical education has decreased since 1992–93. The addition of three major program areas in 1989–90 (Home Economics, Technology, and Visual/Performing Arts) partially obscures the trend in declining enrollment. Even counting these programs, statewide, the number of secondary students enrolled in career and technical education has fallen since 1992–93. Many factors may have influenced the statewide decline, such as changes in the Commissioner’s Regulations affecting high school graduation, changing student career interests, opinions about program quality, and the cost of career education programs.

TABLE 3.5
TRENDS IN SECONDARY CAREER AND TECHNICAL EDUCATION ENROLLMENT FOR THE STATE, NEW YORK CITY, AND THE REST OF STATE, INCLUDING BOCES
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Table 3.1
Elementary and Secondary Public and Nonpublic School Enrollment
New York State
Fall 1982 to Fall 2008 (projected)

Year	Public			Nonpublic			Public/Nonpublic Combined			Nonpublic as a Percent of Total
	K-6	7-12	Total	K-6	7-12	Total	K-6	7-12	Total	
Actual										
Fall 1982	1,314,575	1,390,838	2,705,413	325,161	245,299	570,460	1,639,736	1,636,137	3,275,873	17.4%
Fall 1987	1,360,888	1,212,361	2,573,249	297,340	206,041	503,381	1,658,228	1,418,402	3,076,630	16.4
Fall 1992	1,478,156	1,181,016	2,659,172	279,964	189,393	469,357	1,758,120	1,370,409	3,128,529	15.0
Fall 1997	1,573,430	1,256,496	2,829,926	291,524	193,929	485,453	1,864,954	1,450,425	3,315,379	14.6
Fall 2002	1,527,701	1,315,027	2,842,728	277,123	207,029	484,152	1,804,824	1,522,056	3,326,880	14.6
Projected										
Fall 2008	1,395,167	1,301,992	2,697,159	257,256	207,933	465,189	1,652,423	1,509,926	3,162,348	14.7

Table 3.2
Number of SURR Schools and Enrollment
New York State
1990–91 to 2002–03

Year	New York City		Rest of State		Total Public	
	Number of Schools	Enrollment	Number of Schools	Enrollment	Number of Schools	Enrollment
1990–1991	40	45,418	8	7,245	48	52,663
1992–1993	56	62,353	6	6,038	62	68,391
1993–1994	55	61,117	6	6,077	61	67,194
1994–1995	72	75,066	7	8,092	79	83,158
1995–1996	78	79,027	8	8,714	86	87,741
1996–1997	92	88,762	7	9,281	99	98,043
1997–1998	94	87,201	4	6,304	98	93,505
1998–1999	98	84,918	5	6,628	103	91,546
1999–2000	94	71,611	8	7,462	102	79,073
2000–2001	98	78,063	16	11,787	114	89,850
2001–2002	96	77,288	24	16,850	120	94,138
2002–2003	58	49,641	23	16,326	81	65,967

Table 3.3
Trends in Public and Nonpublic School Prekindergarten
Enrollments for the State and New York City
New York State
Fall 1982 to Fall 2002

Year	Total State (Public and Nonpublic)			New York City (Public and Nonpublic)		
	Estimated 4-Year-Old Population	Pre-kindergarten Enrollment	Prekindergarten Enrollment as Percent of Population	Estimated 4-Year-Old Population	Pre-kindergarten Enrollment	Prekindergarten Enrollment as Percent of Population
Fall 1982	217,568	46,259	21.3%	88,286	18,710	21.2%
Fall 1987	242,321	63,598	26.2	98,202	25,206	25.7
Fall 1992	257,019	81,691	31.8	103,156	33,183	32.2
Fall 1997	265,850	86,765	32.6	109,510	37,554	34.3
Fall 2002	258,578	132,361	51.2	110,347	71,673	65.0

Table 3.4
Trends in Special Education
Enrollment for the State and New York City*
New York State
Fall 1982 to Fall 2002

Year	New York City (Public and Nonpublic)			Rest of State (Public and Nonpublic)			Total State		
	Total Enrollment	Special Education Enrollment	Special Education Enrollment as % of Total	Total Enrollment	Special Education Enrollment	Special Education Enrollment as % of Total	Total Enrollment	Special Education Enrollment	Special Education Enrollment as % of Total
Fall 1982	1,223,157	94,736	7.8%	2,052,716	151,793	7.4%	3,275,873	246,529	7.5%
Fall 1987	1,212,247	103,342	8.5	1,864,383	155,809	8.4	3,076,630	259,151	8.4
Fall 1992	1,236,088	108,183	8.8	1,892,441	187,986	9.9	3,128,529	296,169	9.5
Fall 1997	1,326,404	141,856	10.7	1,988,975	242,582	12.2	3,315,379	384,432	11.6
Fall 2002	1,300,675	144,040	11.1	2,026,205	253,521	12.5	3,326,880	397,561	11.9

*Does not include students with disabilities enrolled in State Agency programs or in residential programs when they are placed by the local Social Services Districts, Courts, or State agencies. (There were 5,841 such students on December 3, 2001.)

Table 3.5
Trends in Secondary Career and Technical Education Enrollment
for the State, New York City, and the Rest of State, including BOCES
New York State
1988–89 to 2002–03

School Year	New York City		Rest of State Including BOCES		Total State Including BOCES		
	9–12 Enrollment	Career & Tech. Education Enrollment as a % of 9-12	9–12 Enrollment	Career & Tech. Education Enrollment as a % of 9-12	9–12 Enrollment	Career & Tech. Education Enrollment	Career & Tech. Education Enrollment as a % of 9-12
1988–1989	259,805	51.6	483,485	28.3	743,290	270,818	36.4
1989–1990	247,171	57.6	461,623	35.3	708,794	305,487	43.1
1990–1991	250,033	57.8	453,806	36.0	703,839	308,141	43.8
1991–1992	257,694	58.6	456,550	35.9	714,244	314,837	44.1
1992–1993	266,848	59.2	460,992	35.0	727,840	319,282	43.9
1993–1994	274,742	55.8	465,748	33.4	740,490	309,031	41.7
1994–1995	276,747	53.9	470,190	33.7	746,937	307,778	41.2
1995–1996	281,850	53.1	476,572	32.1	758,422	302,846	39.9
1996–1997	286,289	55.3	483,357	30.7	769,646	306,946	39.9
1997–1998	287,340	52.2	488,897	30.9	776,236	301,043	38.8
1998–1999	282,806	50.9	494,877	30.2	777,683	293,605	37.8
1999–2000	279,461	47.9	502,020	28.3	781,481	275,868	35.3
2000–2001	272,657	46.4	508,231	26.5	780,888	261,042	33.4
2001–2002	269,291	43.2	518,255	24.6	787,546	243,864	31.0
2002–2003	272,592	43.6	528,253	25.7	800,845	254,660	31.8

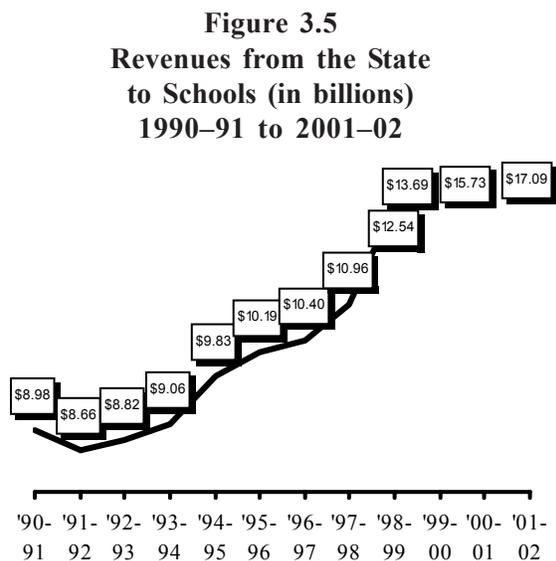
2 Resource Trends¹

School Finance

Article XI of the New York State Constitution mandates that the Legislature provide for the "... maintenance and support of a system of free common schools, wherein all the children of this state may be educated." To fulfill its mandate, the Legislature established and supports a comprehensive system of public education. The Board of Regents, as its legal responsibility, develops legislative recommendations for achieving that mandate.

State, Local, and Federal Support

State revenues to schools were relatively stable between 1990–91 and 1993–94 (Figure 3.5). The State substantially increased revenues to schools in each year beginning in 1994–95. These increases coincided with the growing economy, which increased the revenues received by the State.



This discussion is based upon district reports of expenditures and revenues (Table 3.6) during the five-year period from 1997–98 to 2001–02 (the latest year for which complete data are available). In each year during this period, State revenues to schools increased by at least 8.7 percent. The largest increase, 14.9 percent, occurred in 2000–01. Examining the five-year trend shows that in 2001–02, State revenues to schools were \$6,129 million (55.9 percent) greater than in 1997–98. Considering inflation, however, State revenue to schools in 2001–02 was worth 41.5 percent more than in 1997–98.

TABLE 3.6

**TOTAL REVENUES FOR PUBLIC
ELEMENTARY, MIDDLE, AND
SECONDARY EDUCATION**

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In 1998–99, the State began making School Tax Relief (STAR) payments to public school districts. STAR is designed to reduce the property tax burden of homeowners. Homeowners receive a school property tax exemption and the State reimburses the district for the money lost in taxes because of the exemption. Beginning with the 1998–99 school year, revenues from STAR are included in State revenue calculations. STAR payments to school districts in 2001–02 exceeded \$2.5 billion (7.2 percent of total revenues).

Financing public education, like governing schools, is a responsibility shared by the State and local communities, with limited assistance from the federal government. In 2001–02, districts raised

¹ The analyses of public school finance described in this chapter are based on data for major school districts (those with eight or more teachers).

\$16.2 billion through tax levies and other local revenue sources to support education. The district contribution represented an increase of \$1.0 billion or 7 percent since 1997–98.

Traditionally, most federal aid has been allocated to school districts to support specific purposes: to promote educational equity for historically underserved populations, such as children living in poverty; to advance a national purpose, for example, international economic competitiveness or national defense; and to support projects, such as research, that a single educational agency could not afford to undertake. In 2001–02, the federal contribution to State schools was \$1.77 billion, an increase of 61.7 percent since 1997–98. Even with this increase, federal revenues amounted to only 5.0 percent of total district revenues.

Because of increases in State, local, and federal revenues, between 1997–98 and 2001–02 total district revenues increased by 28.6 percent (16.7 percent after inflation) to \$35.06 billion. State and federal revenues increased at a faster rate than local revenues.

In 2001–02, the State contribution was 48.8 percent, compared with 40.2 percent in 1997–98. The local share was 46.2 percent, compared with 55.8 percent in 1997–98; and the federal share was 5.0 percent, compared with 4.0 percent in 1997–98.

Revenues and Expenditures per Pupil

Because of increasing enrollment, State revenues per pupil increased at a slower rate than total State revenues to schools. State revenues per pupil increased by at least \$374 in every year between 1997–98 and 2001–02 (Table 3.7). Comparing 2001–02 with 1997–98, in absolute dollars, State revenue per pupil increased 52.2 percent. Adjusted for inflation, State revenue per pupil increased 38.1 percent.

TABLE 3.7

**STATE REVENUES PER PUPIL AND
EXPENDITURES PER PUPIL IN PUBLIC
ELEMENTARY, MIDDLE, AND
SECONDARY EDUCATION**

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During this five-year period, statewide, the mean expenditure per pupil increased at a slower rate than State aid per pupil. The 2001–02 mean expenditure per pupil was \$12,265, an increase of 25.0 percent over 1997–98. Over the five-year period, adjusted for inflation, expenditures per pupil increased 13.5 percent.

Public School Teachers and Administrators

In 2002–03, staffing levels reached a record high. Over 225,000 persons taught in the State’s public schools; an additional 43,250 professionals worked as administrators, school counselors, school nurses, psychologists, and other professional staff, devoting more than half of their time to nonteaching duties (Table 3.8). Compared with the previous year, there were approximately 450 more classroom teachers.

TABLE 3.8

**PROFESSIONAL STAFF IN PUBLIC
ELEMENTARY AND SECONDARY SCHOOLS**

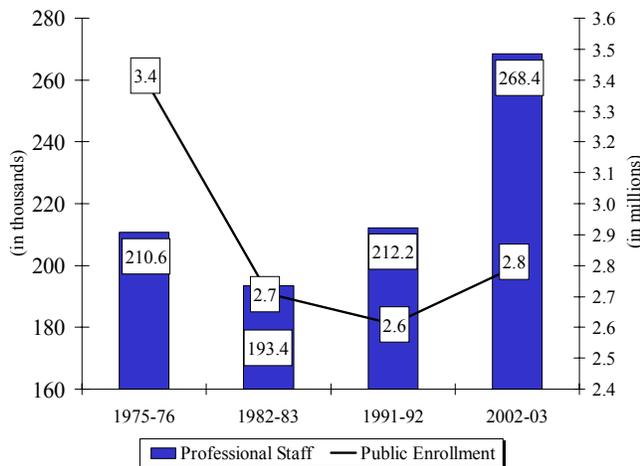
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Tracing a 28-year trend in the number of professional staff employed reveals a decrease of 17,000 staff (8.2 percent) between 1975–76 and 1982–83, followed by an increase of approximately 26,000 staff (13.5 percent) between 1982–83 and 1990–91. Staffing decreased in 1991–92

and then increased continuously, reaching 268,351 in 2002–03. The staff decline in the 1970s responded to a decrease in enrollment. While enrollment continued to fall until 1990, the number of school professionals began to increase in 1983. Part of this increase may be accounted for by greater enrollments in special education, English as a second language, and bilingual programs mandated by law or regulation.

Figure 3.6 contrasts changes in public school enrollment with changes in professional teaching and nonteaching staff. In 2002–03, 268,400 professional staff (full- and part-time) served 2.8 million students. In that year, on average, districts employed one classroom teacher for every 13.0 students compared with one for every 14.4 students in 1992–93, and one for every 16.2 in 1982–83 (Figure 3.7).

Figure 3.6
Trends in Public School Enrollment
and Total Professional Staff
1975–76, 1982–83, 1991–92, and 2002–03



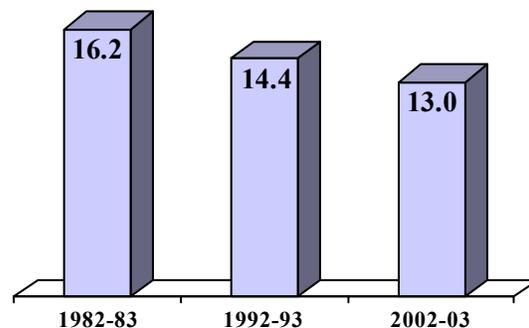
In 1991–92, districts eliminated over 7,000 (three percent) professional positions because State and local resources had failed to keep pace with rising district expense for salaries. This decrease in staff was accompanied by an increase in public school class sizes, partially negating improvements made during the 1980s (Table 3.9). Comparing average class sizes in 2002–03 with those in 1990–91, kindergarten and elementary classes in Large City Districts and Districts Excluding the Big 5 were smaller in 2002–03. Secondary classes in English 9 and U.S. history and government were larger, while secondary classes in biology were smaller.

TABLE 3.9
PUBLIC SCHOOL
AVERAGE CLASS SIZE
IN SELECTED
GRADES AND COURSES

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In Large City Districts and Districts Excluding the Big 5, kindergarten classes in 2002–03 included, on average, 19 students and other classes, 21 to 24 students.

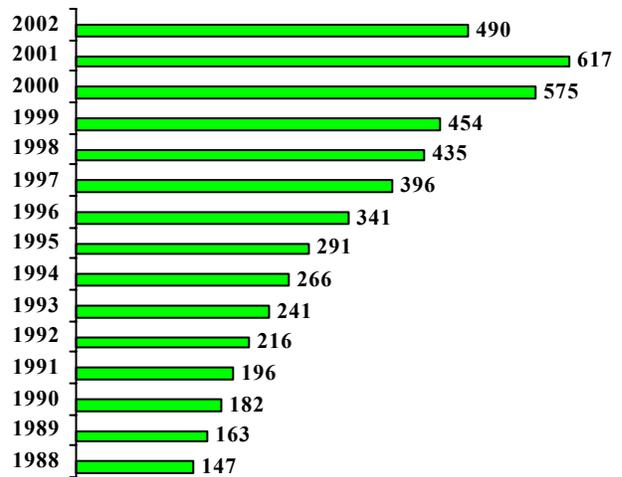
Figure 3.7
Number of Students per Teacher
1982–83, 1992–93, and 2002–03



Microcomputers

To develop proficiency in the use of technology, students must have regular access to computers and other technology accessories. School districts across the State are making progress in giving students opportunities to develop technological literacy. In 2002, the number of microcomputers in New York's public schools, excluding New York City, was greater than the number in the entire State in 1999 (Figure 3.8).

Figure 3.8
Growth in Number of Microcomputers in
New York State Public Schools (in thousands)
Fall 1988 to Fall 2002*



*2002 data do not include New York City.

Table 3.6
Total Revenues for Public Elementary, Middle, and Secondary Education
(in thousands)
New York State
1997–98 to 2001–02

School Year	Total Revenue From All Sources	Revenues from State Sources*		Revenues from Federal Sources		Revenues from Local Sources	
		Amount	% of Total Revenue	Amount	% of Total Revenue	Amount	% of Total Revenue
1997–1998	27,259,542	10,962,706	40.2	1,091,881	4.0	15,204,955	55.8
1998–1999	29,328,272	12,536,040	42.7	1,345,607	4.6	15,446,625	52.7
1999–2000	31,090,806	13,689,833	44.0	1,425,615	4.6	15,975,358	51.4
2000–2001	33,708,478	15,726,809	46.7	1,483,978	4.4	16,497,691	48.9
2001–2002	35,061,479	17,091,396	48.8	1,766,064	5.0	16,204,019	46.2

Source: Fifteenth Annual School District Fiscal Profile Data Base

*Beginning in 1998–99, revenues from State sources include School Tax Relief (STAR) payments.

Table 3.7
State Revenues per Pupil and Expenditures per Pupil in
Public Elementary, Middle, and Secondary Education
New York State
1997–98 to 2001–02

School Year	State Revenues per Pupil*	Percent Increase in State Revenues per Pupil Over Prior Year	Expenditures per Pupil	Percent Increase in Expenditures per Pupil Over Prior Year
1997–1998	3,894	4.8	9,810	5.4
1998–1999	4,410	13.3	10,371	5.2
1999–2000	4,784	8.5	11,040	6.5
2000–2001	5,474	14.4	11,871	7.5
2001–2002	5,926	8.3	12,265	3.3

Source: Fifteenth Annual District Fiscal Profile Report Data Base

Note: Expenditures per pupil were calculated using total expenditures, including those charged to the General, Debt Service, and Special Aid Funds. The pupil measure is the duplicated combined adjusted average daily membership, including students enrolled in district programs; students with disabilities educated in district, BOCES, or approved private school programs or at Rome or Batavia; students attending charter schools; incarcerated youth; and students educated in other districts for which the district pays tuition. Pre-kindergarten and half-day kindergarten students are weighted at 0.5.

*Beginning in 1998–99, State revenues included School Tax Relief (STAR) payments.

Table 3.8
Professional Staff¹ in Public Elementary and Secondary Schools
New York State
1975–76 to 2002–03

Year	Classroom Teachers	Other Professional Staff ²	Total Professional Staff
1975–1976	182,772	27,859	210,631
1976–1977	173,975	25,619	199,594
1977–1978	175,879	27,259	203,138
1978–1979	176,141	27,478	203,619
1979–1980	172,803	29,008	201,811
1980–1981	169,189	27,468	196,657
1981–1982	168,516	27,210	195,726
1982–1983	167,172	26,190	193,362
1983–1984	168,944	27,693	196,637
1984–1985	171,093	27,682	198,775
1985–1986	175,256	28,120	203,376
1986–1987	176,121	31,458	207,579
1987–1988	176,910	36,177	213,087
1988–1989	177,871	35,773	213,644
1989–1990	183,293	31,835	215,128
1990–1991	186,205	33,344	219,549
1991–1992	180,274	31,962	212,236
1992–1993	184,303	33,184	217,487
1993–1994	188,846	34,577	223,423
1994–1995	190,759	32,764	223,523
1995–1996	197,591	31,744	229,335
1996–1997	201,316	33,781	235,097
1997–1998	206,365	31,776	238,141
1998–1999	206,842	39,449	246,291
1999–2000	213,746	41,130	254,876
2000–2001	219,615	42,896	262,511
2001–2002	224,644	43,412	268,056
2002–2003	225,101	43,250	268,351

1 Professional staff counts are totals of full-time and part-time staff and include staff employed by Boards of Cooperative Educational Services (BOCES).

2 Other professional staff includes administrators, school counselors, school nurses, psychologists, and other professional staff who devote more than half their time to non-teaching duties.

Table 3.9
Public School Average Class Size in Selected Grades and Courses
1990–91, 1995–96, and 1998–99 to 2002–03*

Location/Year	Kindergarten	Grades 1-6	English 7	English 9	Regents Biology	Regents U.S. History & Gov't
New York City						
1990–1991	24.7	27.3	29.0	27.9	31.1	29.3
1995–1996	25.4	28.3	30.4	29.9	31.6	30.6
1998–1999	23.8	26.5	28.9	28.4	29.6	28.7
1999–2000	22.5	25.5	28.2	28.5	30.2	28.7
2000–2001	21.7	24.8	28.2	27.8	29.6	29.2
2001–2002	21.3	24.5	28.0	28.1	29.6	29.0
2002–2003	NA	NA	NA	NA	NA	NA
Large City Districts						
1990–1991	23.5	24.6	22.7	22.1	25.5	22.1
1995–1996	23.6	24.5	24.4	24.1	25.7	23.7
1998–1999	21.1	23.6	23.4	24.4	25.7	25.2
1999–2000	18.8	22.5	23.2	23.5	25.6	25.0
2000–2001	17.1	20.9	23.6	22.8	25.0	24.7
2001–2002	17.7	20.4	23.5	23.0	23.2	24.5
2002–2003	18.4	21.4	24.1	24.9	24.4	25.8
Districts Excluding the Big 5						
1990–1991	20.5	22.0	21.1	20.2	21.8	20.4
1995–1996	20.9	22.4	22.2	21.9	22.4	22.0
1998–1999	19.8	21.7	21.8	21.6	21.9	21.7
1999–2000	19.4	21.2	21.8	21.5	21.7	21.6
2000–2001	18.9	20.9	21.8	21.3	21.5	21.6
2001–2002	18.8	20.7	21.8	21.4	21.4	21.7
2002–2003	18.9	20.7	22.0	21.6	21.4	21.7
Total State						
1990–1991	21.8	23.6	23.3	22.4	24.1	22.8
1995–1996	22.4	24.2	24.3	24.0	26.2	24.6
1998–1999	21.0	23.2	23.6	23.6	24.6	24.0
1999–2000	20.3	22.5	23.4	23.4	24.2	23.9
2000–2001	19.6	22.0	23.1	22.7	23.8	23.7
2001–2002	19.5	21.8	23.3	23.2	24.1	24.0
2002–2003	NA	NA	NA	NA	NA	NA

Note: Average class size for Regents biology for 2001–02 includes classes in biology and living environment.

* Data for New York City are not available for 2002–03.

3 Performance Trends

The elementary- and middle-level examinations, Regents examinations, and Regents competency tests (RCTs) are key indicators of trends in student performance. This section discusses performance trends over the years on these tests. In 1999, the State replaced the Pupil Evaluation Program (PEP) tests in grades 3 and 6 reading and mathematics and grade 5 writing with new assessments in English language arts (ELA) and mathematics administered in grades 4 and 8. On these new tests, data for five years are reported. Performance on State assessments is reported for the following school categories: all public schools (Total Public), New York City public schools (New York City), and public schools outside of New York City (Rest of State). The performance of students with disabilities on the New York State Assessment Program, the RCTs, and the Regents examinations is also discussed. A description of these testing programs and definitions of performance levels can be found in *Part I: Overview*.

New York State Assessment Program (NYSAP)

Elementary-Level English Language Arts (ELA)

Fourth-graders performed substantially better on the ELA examination in 2003 than in 1999. In January 2003, 64 percent of public school fourth-graders (compared with 49 percent in 1999) demonstrated achievement of the skills and knowledge in ELA expected of elementary-school students by scoring at Level 3 or 4 (Figure 3.9). Twenty-two percent of fourth-graders demonstrated knowledge and skills consistent with the State standards by scoring at Level 4 for middle-level students. Thirty percent showed some of the knowledge and skills expected of fourth-graders by scoring at Level 2. The performance of six percent was severely deficient (Level 1).

Figure 3.9
Percentage of Tested Public School Students Scoring at Each Performance Level on Elementary-Level English Language Arts 1999 to 2003

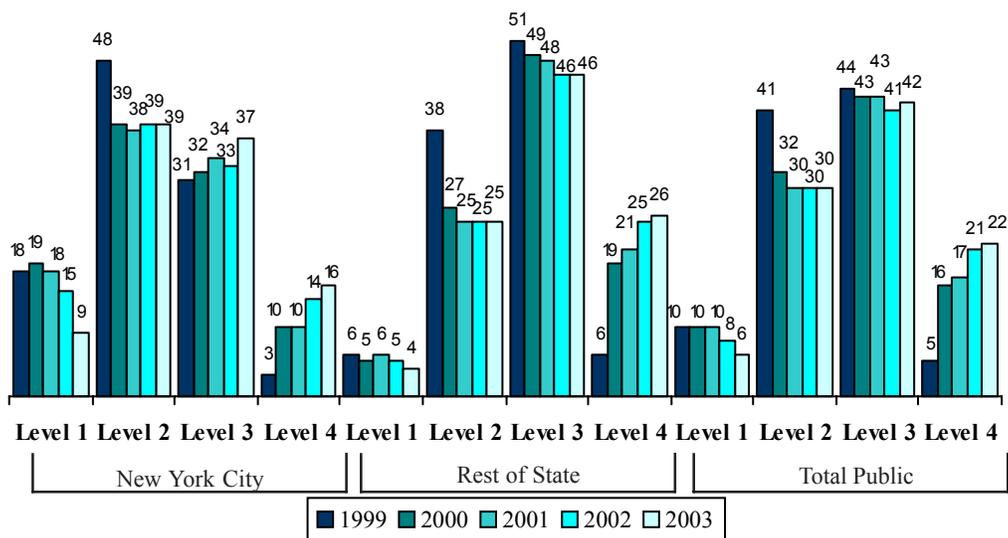


Figure 3.10
Percentage of Tested Public School Students Scoring at Each
Performance Level on Elementary-Level Mathematics
1999 to 2003

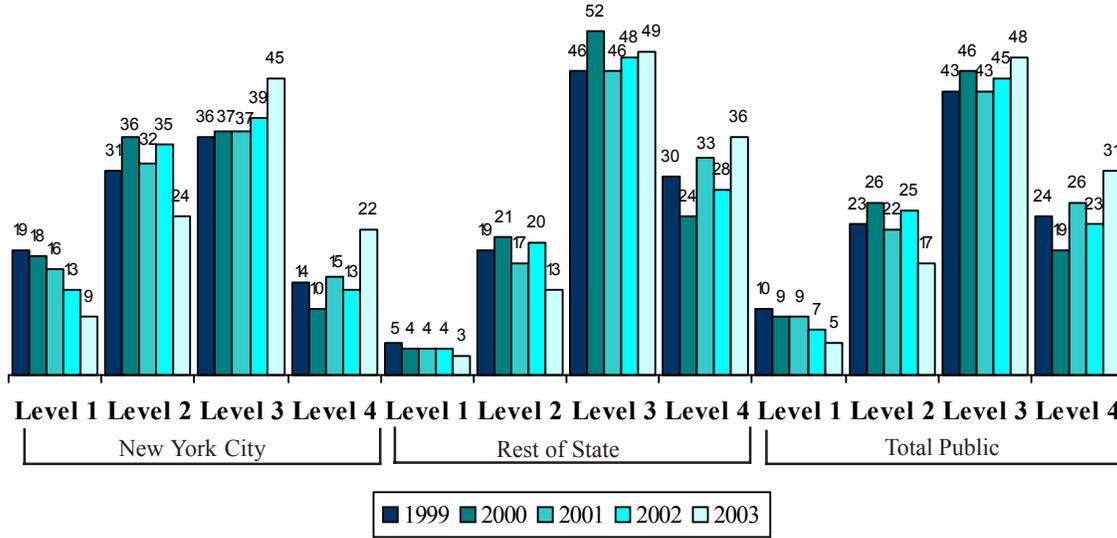
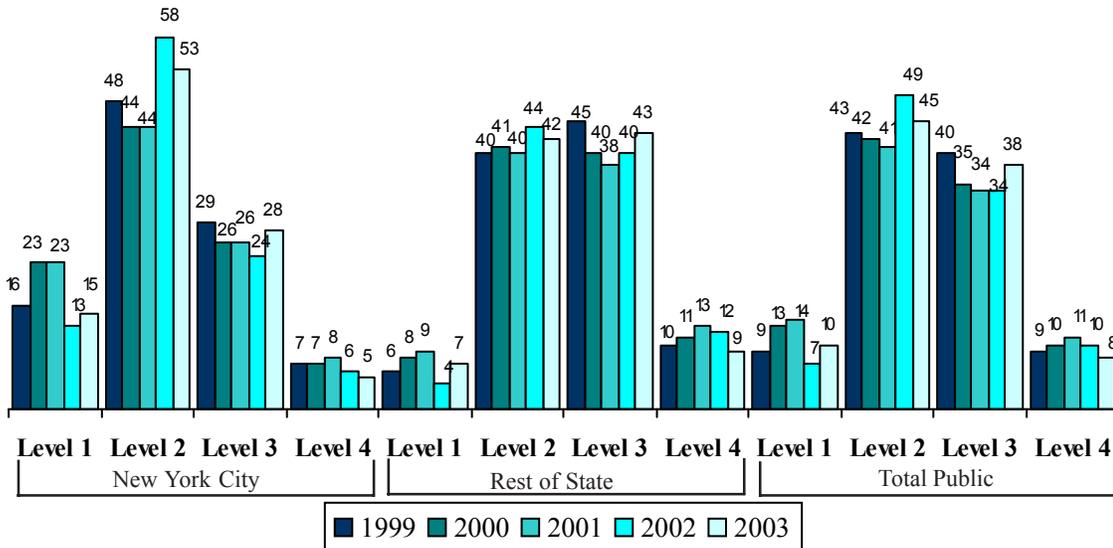


Figure 3.11
Percentage of Tested Public School Students Scoring at Each
Performance Level on Middle-Level English Language Arts
1999 to 2003



New York City fourth-graders also showed improved performance in 2003: 53 percent of tested students scored at Level 3 or above compared with 34 percent in 1999.

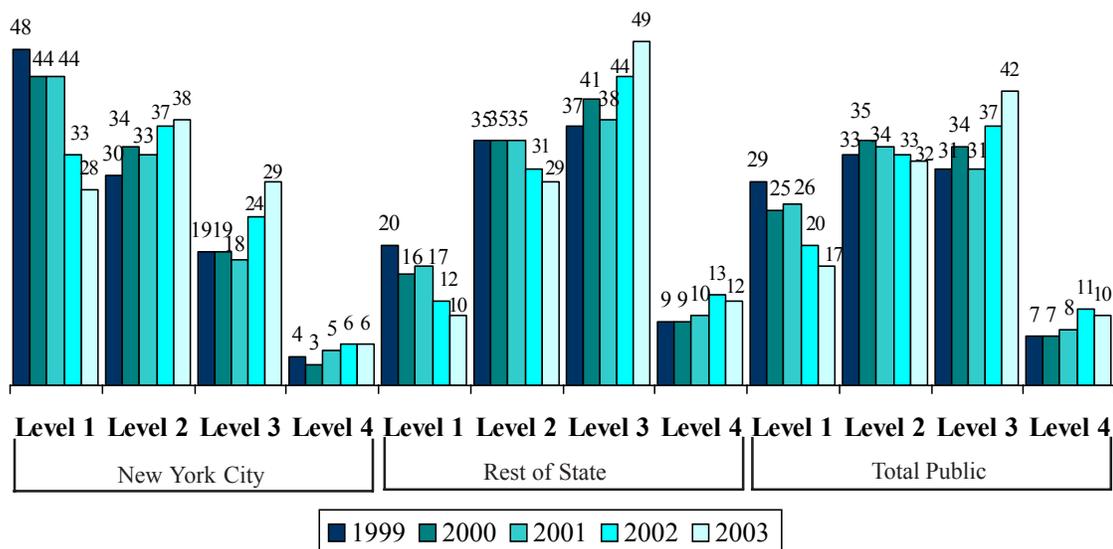
Elementary-Level Mathematics

In every year since 1999, a larger percentage of tested students succeeded in meeting the State standards on this assessment than any other in the NYSAP (Figure 3.10). In 2003, a much larger percentage of students scored at Levels 3 or 4 than in 1999 (79 percent in 2003 compared with 67 percent in 1999). Thirty-one percent of tested students demonstrated advanced knowledge and skills by scoring at Level 4. On average, students in public schools outside New York City were more likely to meet the standards than New York City students were. Nevertheless, the percentage of New York City public school students demonstrating proficiency increased from 50 percent in 1999 to 67 percent in 2003.

Middle-Level English Language Arts (ELA)

Eighth-graders statewide scored higher on the ELA assessment in 2003 than in 2002. In 2003, 46 percent of eighth-graders demonstrated proficiency in the ELA standards for their grade compared with 44 percent in 2002 (Figure 3.11). Statewide, fewer eighth-graders demonstrated proficiency in ELA in 2003 than in 1999, when 49 percent of eighth-graders were proficient. The percentage of New York City public school students demonstrating proficiency decreased from 36 to 33 percent during that time. The students who scored at Level 3 or 4, with continued steady growth, should pass the Regents English examination. Students below those levels will need varying degrees of academic intervention to succeed on the Regents English examination. Thirty-three percent of New York City eighth-graders, compared with 52 percent in the Rest of State, demonstrated proficiency on the middle-level ELA standards.

Figure 3.12
Percentage of Tested Public School Students Scoring at Each Performance Level on Middle-Level Mathematics 1999 to 2003



Middle-Level Mathematics

From 1999 to 2002, the majority of eighth-graders were not able to demonstrate proficiency in the mathematical knowledge and skills expected of middle-level students (Figure 3.12). These results caused many school districts statewide to examine the curriculum and instruction provided to middle-level students to ensure that they are aligned with the middle-level standards for mathematics. In 2003, 52 percent scored at Level 3 or 4. Statewide, 17 percent showed no evidence of proficiency in these skills. Thirty-five percent of New York City students were able to meet the standards in 2003 compared with 23 percent in 1999.

Elementary-Level Science

In 2000, the Program Evaluation Test (PET) in science was revised. The revised test was designed to assess the content, concepts, and skills contained in the New York State *Elementary Science Syllabus*, Levels I and II and the *New York State Learning Standards for Mathematics, Science, and Technology (Elementary Level)*. The new science test is used to evaluate student as well as school performance, whereas the previous version was used to measure school performance only.

In 2003, public school students answered, on average, 33 out of 45 questions correctly on the multiple-choice portion of the science test (Figure 3.13). This portion of the science test is used to determine which students need academic intervention services in science. Thirty percent of fourth-graders in 2003 compared to 34 percent in 2000 were determined to need these services (Figure 3.14). The performance portion of the test is used to evaluate school science programs rather than students. Schools achieved a mean score of 33 in 2001 and 2002 and 34 in 2003 on this portion of the test.

Figure 3.13
Mean Scores of Public School Students
Tested in Elementary-Level Science
2000 to 2003

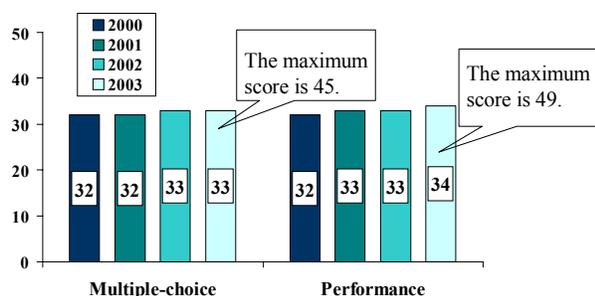


Figure 3.14
Percentage of Students Tested in
Elementary-Level Science Scoring
Above the State Designated Level (SDL)
2000 to 2003

