

Part IV:

Student Needs and School Resources

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★ Highlights

- ★ *Districts are divided into three categories — Low, Average, and High Need/Resource Capacity (N/RC) — based on student need, as measured by poverty level, relative to ability to raise resources locally.*
- ★ *In Fall 2002, more than one-half (54.7 percent) of the State's public school enrollment attended schools in districts with less than average capacity to meet their needs through local resources. The Urban-Suburban and Rural High N/RC Districts enrolled 14.2 percent of public school students; the Big 5 districts enrolled 40.5 percent.*
- ★ *Eighty-five percent of minority students attended schools in the Big 5 districts or in other High N/RC Districts.*
- ★ *On average, Low N/RC Districts spent the most per pupil (\$14,366); New York City spent the least (\$11,627).*
- ★ *Rural High N/RC Districts paid the lowest median teacher salary; Low N/RC Districts paid the highest.*
- ★ *On average, students in Rural High N/RC Districts had more access to microcomputers and library books than did students in other districts.*
- ★ *Among High N/RC Districts, rural districts on average performed better on State assessments than Urban-Suburban and Big 5 districts.*
- ★ *As student poverty in a district decreased in relation to its capacity to raise resources, the percentage of students participating in, passing, and performing with distinction on Regents examinations increased.*
- ★ *In elementary- and middle-level English language arts and mathematics, students in New York City and the Large City Districts were less likely than students in other N/RC categories to meet the State standards (score at Level 3 or above). Schools in the Average and Low N/RC Districts had the largest percentages of students meeting the standards.*
- ★ *As student poverty decreased relative to the district's capacity to raise revenues locally, the percentage of high school completers earning Regents diplomas increased.*
- ★ *Students in Low N/RC Districts had the highest college-going rate (93.2 percent); students from New York City and the Urban-Suburban High N/RC Districts had the lowest rates (71.5 and 76.6 percent, respectively).*
- ★ *Outside the Big 5 districts, urban and suburban schools in the High N/RC Districts had the lowest average attendance rate (93.3 percent); Low N/RC Districts had the highest rate (95.7 percent). New York City and the Large City Districts had the lowest attendance rates overall (89.3 and 91.0 percent, respectively).*

- ☆ *Among the High N/RC Districts, the Large City Districts had the highest suspension rate (14.3 percent) followed by urban and suburban schools (9.7 percent). The Low N/RC Districts had the lowest suspension rate (2.2 percent).*
- ☆ *New York City had the highest average dropout rate (8.2 percent) in 2002–03; Low N/RC Districts had the lowest dropout rate (0.8 percent). New York City students were 10 times as likely to drop out as students in Low N/RC Districts.*
- ☆ *The percentage of students with disabilities educated primarily in general-education classes has increased in the last eight years. In December 2002, 52.1 percent of students with disabilities were in general-education classes.*
- ☆ *In public schools statewide, more than 71 percent of students with disabilities scored at Level 2 or above on the elementary-level ELA and mathematics assessments. Only 51.5 percent scored at Level 2 or above on the middle-level mathematics assessment and 61.6 percent on the middle-level ELA assessment.*
- ☆ *The largest percentages of general-education students in the 1999 cohort met the minimum requirement for Regents English in Rural High, Average, and Low N/RC Districts. Regents mathematics followed the same pattern.*
- ☆ *Nearly half of students with disabilities in the 1999 cohort met the English graduation requirement by scoring 55 or higher on Regents English. Low N/RC districts had the largest percentage (76 percent) meeting the standards.*
- ☆ *Thirty-nine percent of students with disabilities in the 1999 cohort met the mathematics graduation requirement by scoring 55 or higher on a Regents mathematics examination.*
- ☆ *In 2002–03, two-thirds of public high school completers with disabilities statewide and almost 90 percent of those in Low N/RC Districts succeeded in meeting graduation requirements.*

1 Need/Resource Capacity Categories

Six public school district groups defined by need/resource capacity (N/RC) are described in this chapter. This classification system indicates where in the State system some children are failing because they have not been provided the resources necessary to succeed. In particular, it recognizes that certain districts in addition to the Big 5 — whether small city, suburban, or rural — serve exceptional numbers of educationally disadvantaged children who are not achieving at desired levels. We know that all children can learn, but children who have been placed at risk by poverty, homelessness, poor nutrition, or inadequate care, often require special educational and support services to master required competencies. These services incur an extra financial burden for the district and increase the cost of education.

The need/resource capacity (N/RC) index divides districts into three categories based on their ability to meet the special needs of their students with local resources: those with the highest need relative to resource capacity (High N/RC); those with average need relative to resource capacity (Average N/RC); and those with less than average need relative to resource capacity (Low N/RC). The High N/RC Districts are subdivided

into four groups: New York City, Large City Districts, Urban-Suburban Districts, and Rural Districts. New York City and Large City Districts are treated as separate groups because of the large number of students they serve and because of the special challenges associated with these large urban districts. The High N/RC districts, outside the Big 5, that meet specified criteria are classified as rural districts, and the remaining districts are classified as urban and suburban districts. Table 4.1 defines the three N/RC categories.

<p>TABLE 4.1</p> <p>NEED/RESOURCE CAPACITY CATEGORY DEFINITIONS</p> <p>PAGE 102</p>

The State map in Figure 4.1 illustrates the geographic location of districts in each N/RC category. The Low N/RC Districts are found in the suburbs around New York City, Rochester, Syracuse, Buffalo, and in the central Adirondack and Capital District regions. The High N/RC Districts are found throughout the State from Long Island to the North Country and the Southern Tier.

Figure 4.1
Map of Public School Districts Showing
Need/Resource Capacity Categories
New York State
2002-03

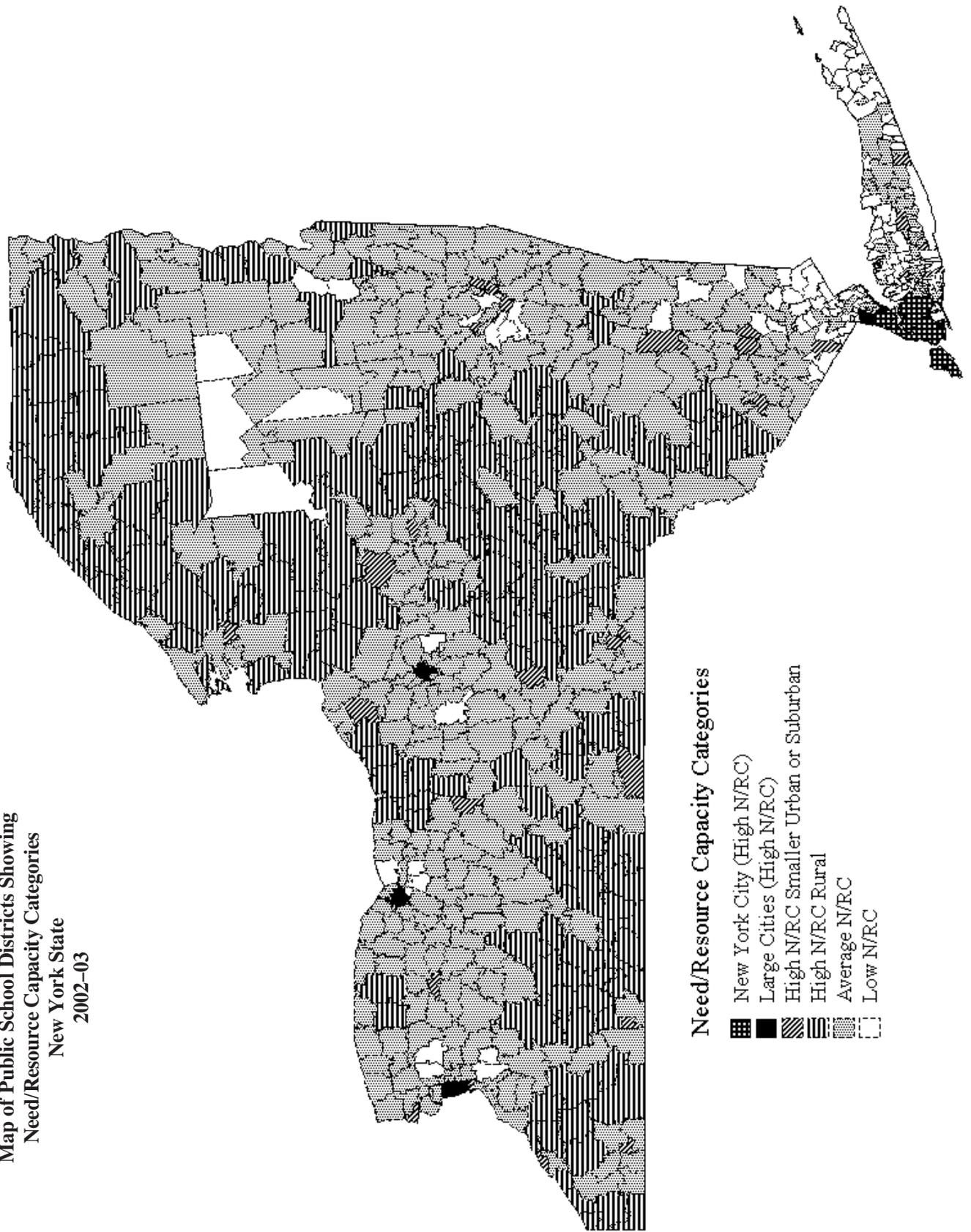


Table 4.1
Need/Resource Capacity Category Definitions

The need/resource capacity index, a measure of a district's ability to meet the needs of its students with local resources, is the ratio of the estimated poverty percentage¹ (expressed in standard score form) to the Combined Wealth Ratio² (expressed in standard score form). A district with both estimated poverty and Combined Wealth Ratio equal to the State average would have a need/resource capacity index of 1.0. Need/Resource Capacity (N/RC) categories are determined from this index using the definitions in the table below.

Need/Resource Capacity Category	Definition
High N/RC Districts	
New York City	New York City
Large City Districts	Buffalo, Rochester, Syracuse, Yonkers
Urban-Suburban	All districts at or above the 70th percentile (1.188) that have: 1) at least 100 students per square mile; or 2) an enrollment greater than 2,500 and more than 50 students per square mile.
Rural	All districts at or above the 70th percentile (1.188) that have: 1) fewer than 50 students per square mile; or 2) fewer than 100 students per square mile and an enrollment of less than 2,500.
Average N/RC Districts	All districts between the 20th (0.7706) and 70th (1.188) percentile on the index.
Low N/RC Districts	All districts below the 20th percentile (0.7706) on the index.
Charter Schools	Each charter school is a district.

¹ **Estimated Poverty Percentage:** A weighted average of the 2000–01 and 2001–02 kindergarten through grade 6 free-and-reduced-price-lunch percentage and the percentage of children aged 5 to 17 in poverty according to the 2000 Decennial Census. (An average was used to mitigate errors in each measure.) The result is a measure that approximates the percentage of children eligible for free- or reduced-price lunches.

² **Combined Wealth Ratio:** The ratio of district wealth per pupil to State average wealth per pupil, used in the 1998–99 Governor's proposal.

2 Student Demographics

In Fall 2002, 40.5 percent of public school students attended school in New York City and the Large City Districts (Table 4.2). The Average N/RC category includes 359 districts; almost one-third of the State's public enrollment attended these schools. There were 134 districts in the Low N/RC category. About one in seven students (13.8 percent) attended school in a Low N/RC District.

TABLE 4.2

**NUMBER AND PERCENT OF DISTRICTS,
SCHOOLS, AND ENROLLMENT BY
NEED/RESOURCE CAPACITY CATEGORY**

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Outside the Big 5 districts, the High N/RC Districts are divided into two subcategories: urban-suburban and rural. The urban-suburban subcategory includes 46 districts. The rural subcategory includes 157 small, sparsely populated districts. The urban-suburban and rural high-need districts enrolled 14.2 percent of public school students. More than one-half (54.7 percent) of the State's public enrollment attended schools in districts with less than average capacity to meet their needs through local resources.

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). Identified students are entitled to special instructional and assessment services to as-

sist them in learning English and achieving objectives in other academic areas.

In Fall 2002, statewide, 6.3 percent of public school students were identified as LEP (Table 4.3). These students were concentrated in New York City, where public schools enrolled 70 percent of all identified LEP students attending State public schools. Another 16.5 percent attended schools in other High-Need Districts, and 13.6 percent attended schools in Average- or Low-Need Districts. LEP students made up 12.1 percent of New York City's public school enrollment and 9.3 percent of Large City District enrollment.

TABLE 4.3

**NUMBER AND PERCENT OF PUBLIC
SCHOOL LIMITED ENGLISH PROFICIENT
STUDENTS BY LOCATION**

PAGE 107

Racial/Ethnic Group Enrollment

Minority students attending public schools were overrepresented in districts that serve large percentages of students in poverty (Table 4.4). In Fall 2002, over 75 percent of minority students attended schools in the Big 5 districts. Another ten percent attended schools in other High N/RC Districts (nine percent in urban-suburban districts and one percent in rural districts). Over 85 percent of minority students attended schools in High N/RC Districts, while nearly ten percent attended schools in Average N/RC Districts and four percent attended schools in Low N/RC Districts.

TABLE 4.4

**RACIAL/ETHNIC GROUP ENROLLMENT
PERCENTAGES BY NEED/RESOURCE
CAPACITY CATEGORY**

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Poverty

Poverty has a pervasive effect on children's physical, emotional, and cognitive health. Research has documented that low-income children are more likely than others to go without necessary food, shelter, and health care; less likely to be in good preschool programs or day care settings; and more likely to be retained in school, drop out, become teenaged parents, and be unemployed.¹ Despite the inability of schools to control the economic situation of their students, this report documents the relationship between poverty and achievement for two reasons. First, society has a responsibility to ensure that all children learn, regardless of their family circumstances. Second, we hope that the documentation of this relationship will inspire solutions that will remove children from the devastating circumstances of poverty.

Three measures are used to gauge the percentage of very low-income students attending schools in the State: poverty status, indicating the percentage of students who, in the principals' judgments, come from families on public assistance (discussed in *Part V: Minority Issues*); 2000 Census data, indicating the percentage of children below the Federal poverty threshold; and the percentage of free-and-reduced-price-lunch-program applicants in the enrollment. Since the percentage of free-and-reduced-price-lunch-program applicants and the Census poverty rate were used in determining the need/resource capacity index, high-poverty schools are, by definition, most likely to be in High N/RC Districts.

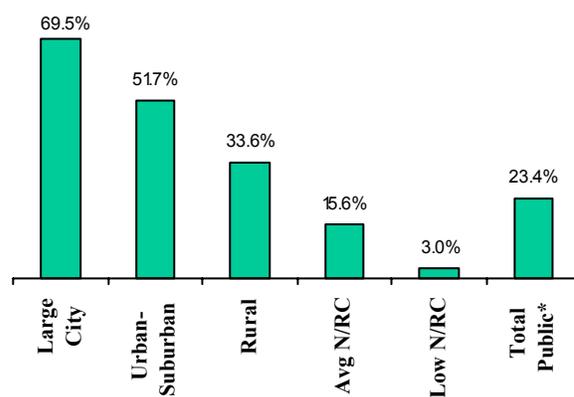
School district poverty rates based on the 2000 Census indicate the percentage of 5- to 17-year-olds in families with incomes below the 1999 federal poverty threshold, \$17,029 for a family of four. The State poverty rate was 19.1 percent. According to the 2000 Census, 125 districts outside the Big 5 had 20 percent or more resident children liv-

ing in poverty (Table 4.5). All but 22 were High N/RC Districts. In fact, nearly half of High N/RC Districts had poverty rates of 20 percent or more; only three had Census poverty rates below 10 percent. In contrast, 76 Low N/RC Districts had Census poverty rates below five percent.

<p>TABLE 4.5</p> <p>NUMBER AND PERCENT OF DISTRICTS IN EACH 2000 CENSUS POVERTY CATEGORY (5- TO 17-YEAR-OLDS IN FAMILIES BELOW THE POVERTY LINE) BY NEED/RESOURCE CAPACITY CATEGORY</p> <p>PAGE 109</p>
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Another indicator of student poverty and its concentration in schools is the number of students participating in the free-lunch program. In Fall 2002, 23.4 percent of total public school students, not including New York City, were eligible for free

Figure 4.2
Percentage of K-6 Students Eligible to Participate in the Free-Lunch Program by Need/Resource Capacity Category Fall 2002*



*Does not include New York City data.

¹ Clifford M. Johnson, Andrew M. Sum, and James D. Weill, *Vanishing Dreams: The Economic Plight of America's Families* (Washington, D.C.: Children's Defense Fund, 1992).

lunches; 69.5 percent in Large City Districts alone (Figure 4.2). These participation rates may not reflect the total need for subsidized lunches. In other schools, particularly secondary schools, not all students eligible to receive subsidized lunches applied for benefits.

The High N/RC Districts outside the Big 5 had high rates of participation in the free-lunch program in Fall 2002. More than one-half of students in urban and suburban districts participated, as did 33.6 percent in rural districts. By definition, much smaller percentages of students in Average and Low N/RC Districts participated. (See *Part V: Minority Issues* for additional information on school poverty.)

Table 4.2
Number and Percent of Districts, Schools, and Enrollment
by Need/Resource Capacity Category
New York State
Fall 2002

Need/Resource Capacity Category	Districts		Schools		Enrollment	
	Number	Percent	Number	Percent	Number	Percent
High N/RC Districts						
New York City	1	0.1%	1,222	28.5%	1,030,008	36.2%
Large City Districts	4	0.5	201	4.7	122,908	4.3
Urban-Suburban	46	6.2	342	8.0	226,382	8.0
Rural	157	21.3	412	9.6	176,545	6.2
Average N/RC Districts	359	48.7	1,466	34.1	864,777	30.4
Low N/RC Districts	134	18.1	611	14.2	391,657	13.8
BOCES	38	5.1	—	—	19,873	0.7
Charter Schools	—	—	38	0.9	10,578	0.4
Total Public	739	100%	4,292	100%	2,842,728	100%

Table 4.3
Number and Percent of Public School
Limited English Proficient Students by Location
New York State
Fall 2002

Sector/Location	Students	
	Number	Percent of Enrollment
High N/RC Districts		
New York City	124,796	12.1%
Large City Districts	11,415	9.3
Urban-Suburban	16,812	7.4
Rural	1,254	0.7
Average N/RC Districts	15,464	1.8
Low N/RC Districts	8,822	2.3
Charter Schools	207	2.0
Total Public	178,770	6.3%

Note: Includes students who score at or below the 40th percentile on an English language assessment instrument approved by the Commissioner of Education.

Table 4.4
Racial/Ethnic Group Enrollment Percentages
by Need/Resource Capacity Category
New York State
Fall 2002

Need/Resource Capacity Category	Total Enrollment	Percent Black	Percent Hispanic	Percent American Indian/Alaskan Native	Percent Asian and Pacific Islander	Percent White
High N/RC Districts						
New York City	1,030,008	34.0%	38.2%	0.4%	12.4%	15.0%
Large City Districts	122,908	52.0	20.2	0.8	2.3	24.7
Urban-Suburban	226,382	31.1	19.5	0.4	2.3	46.7
Rural	176,545	3.3	2.9	1.5	0.7	91.7
Average N/RC Districts	864,777	6.2	5.6	0.4	2.2	85.6
Low N/RC Districts	391,657	2.9	4.5	0.1	5.8	86.7
BOCES	19,873	13.9	6.2	0.6	1.5	77.8
Charter Schools	10,578	67.1	15.9	0.4	1.4	15.1
Total Public	2,842,728	19.9%	18.9%	0.4%	6.3%	54.5%

Table 4.5
Number and Percent of Districts in Each 2000 Census Poverty Category
(5- to 17-Year-Olds in Families Below the Poverty Line)
by Need/Resource Capacity Category
New York State

Need/Resource Capacity Category	Census Poverty Category											
	0.0 to 4.9%		5.0 to 9.9%		10.0 to 14.9%		15.0 to 19.9%		20.0% or more			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent		
High N/RC Districts												
New York City	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%		
Large City Districts	0	0.0	0	0.0	0	0.0	0	0.0	4	100.0		
Urban-Suburban	0	0.0	0	0.0	1	2.3	12	27.9	30	69.8		
Rural	1	0.6	2	1.3	18	11.3	65	40.9	73	45.9		
Average N/RC Districts	39	11.3	131	38.0	95	27.5	59	17.1	21	6.1		
Low N/RC Districts	76	56.3	45	33.3	11	8.1	2	1.5	1	0.7		
Total Public	116	16.9	178	25.9	125	18.2%	138	20.1%	130	18.9%		

3 Resources

Children who have been placed at risk by poverty, homelessness, poor nutrition, or inadequate care, often require special educational and support services to master basic competencies. Expenditures per pupil, teacher characteristics, and the availability of microcomputers and library books are indicators of the instructional program districts are able to provide.

School Finance

Table 4.6 demonstrates variations in average expenditures per pupil in 2001–02 among categories. In general, Low N/RC Districts spent the most, \$14,366 or 117 percent of the State average. Large City Districts had the next highest average expenditure (\$12,759), followed by Urban-Suburban High N/RC Districts (\$12,707). New York City had the lowest average expenditure (\$11,627), 95 percent of the State average. Rural N/RC Districts had the second lowest average expenditure (\$11,939), 97 percent of the State average.

TABLE 4.6

PUBLIC SCHOOL EXPENDITURES PER PUPIL UNIT, STATE REVENUE SHARE, COMBINED WEALTH RATIO, AND PERCENT DISTRIBUTION OF EXPENDITURES BY NEED/RESOURCE CAPACITY CATEGORY

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State Aid Distribution

The State allocates most categories of aid to districts in inverse proportion to their combined wealth ratios (CWR), a measure of the district's income and property wealth relative to the State average (Table 4.6). (See *Part III: Longitudinal Trends* for more information.)

In 2001–02, the Rural High N/RC Districts had the lowest mean CWR (0.513) and received the largest percentage of their funding from the State (69.4 percent). The Low N/RC Districts had the highest average CWR (1.897) and received the smallest percentage of their funding from the State (24.8 percent). The average State revenue provided per pupil varied from \$3,595 in the Low N/RC Districts to \$8,436 in the Large City Districts.

The CWR reflects calculations based on district property values, income, and students compared to the corresponding State averages as legislated each year.

Budget Allocation

Across N/RC categories, average districts allocated roughly comparable portions of their budgets to instruction, central administration, transportation, and debt service in 2001–02 (Table 4.6). The largest expenditure category was instruction, which accounted for 77.7 percent of expenditures statewide.

Central administration costs accounted for a small percentage of total expenditures, averaging 2.1 percent statewide. Department data indicate that central administration costs, as a percentage of all expenses, generally diminish with increased district size, but may constitute a five- to six-percent share of overall expense in very small districts. The percentage of total expenditures devoted to transportation was 5.0 percent. Debt service (generally for capital improvements) accounted for 4.8 percent of total expenditures.

New York City spent the largest percentage on instruction (81.9 percent). Rural High N/RC Districts had the smallest percentage (71.7 percent) expended for instruction. Among categories, Rural High N/RC Districts spent the largest percentage on debt service (10.8 percent). Outside New

York City, the Urban-Suburban High N/RC and Large City Districts spent the largest percentage on instruction (77.9 percent and 77.4 percent, respectively). Large City Districts spent the smallest percentage (1.1 percent) on central administration. These districts, in fact, spent a smaller percentage on central administration than New York City. The relatively large size of these districts may have allowed them to operate more efficiently than districts outside the Big 5.

Expenditure Differences Among Districts

Table 4.7 shows the variations in expenditures within categories as well as increases in expenditures over the five-year period. (In Table 4.7, median and percentile expenditures are shown, whereas in Table 4.6 means or averages are shown.) In 2001–02, the median district statewide spent 27.7 percent more per pupil than in 1997–98. The largest percentage increase (\$3,977 or 37.1 percent) occurred in Rural Districts. At the median in Low N/RC Districts, expenditures increased by a smaller percentage (17.3 percent) and a smaller amount (\$2,210) than in any other category. The increase in New York City (\$2,693 or 30.1 percent) was slightly greater than the increase in the median district statewide.

TABLE 4.7
PUBLIC SCHOOL EXPENDITURES PER PUPIL UNIT BY NEED/RESOURCE CAPACITY CATEGORY
PAGE 115

Despite a relatively small percentage increase in expenditure per pupil over the five-year period, Low N/RC Districts maintained their fiscally advantageous position. The median Low N/RC District spent \$2,300 to \$3,500 more per pupil than the median districts in the other N/RC categories, and \$3,400 more than New York City. Further, Low

N/RC Districts spent more in 1997–98 than the median districts in other N/RC categories spent in 2001–02. Again, we see that those districts with the largest percentages of students placed at-risk of educational failure, generally, had lower expenditures per pupil than districts with few students at risk.

There were large variations in expenditures per pupil within as well as between categories. In 2001–02, statewide, the median district spent \$12,181 per pupil. The district at the 90th percentile of expenditure per pupil spent 60 percent more than the district at the 10th percentile (\$16,355 versus \$10,214 per pupil). Statewide, the expenditure gap between the 10th and 90th percentile districts increased in actual dollars but decreased as a percentage between 1997–98 and 2001–02. In two categories, Rural High-Need and Low-Need Districts, the expenditure gap increased. The expenditure gaps within N/RC categories were large: 44 to 88 percent. The expenditure gap in Rural High N/RC Districts (44.1 percent) was smaller than in any other category.

Another concern is the disparity between New York City and its suburbs, which are subject to similar regional costs. The mean expenditure in New York City was \$11,627 compared with a median of \$15,004 in the Low N/RC Districts, the majority of which were New York City suburbs.

Both the expenditure measure and the pupil count used in this analysis are designed to reflect a district's educational costs as accurately as possible. Hence, expenditures include those charged to the General, Debt Service, and Special Aid Funds. The pupil measure is based on enrollment and includes students enrolled in district programs; students with disabilities educated in district, BOCES, approved private school programs, and Section 4405 programs; students enrolled in charter schools; incarcerated youth; and students educated in other districts. Prekindergarten and half-day kindergarten students are weighted at 0.5.

Classroom Teachers

Since the largest portion of school district budgets was spent on staff salaries, those districts with the highest expenditures per pupil generally pay the highest teacher salaries (Table 4.8). Teachers in Low N/RC Districts had a median salary of \$63,344, compared with the State median of \$53,017. These districts had fewer students per teacher (12.2) than the State average (13.0) and the largest percentage of teachers (outside New York City) with at least 30 credits beyond the master's degree (35.7 percent). The median years of experience of teachers in this category was 11.

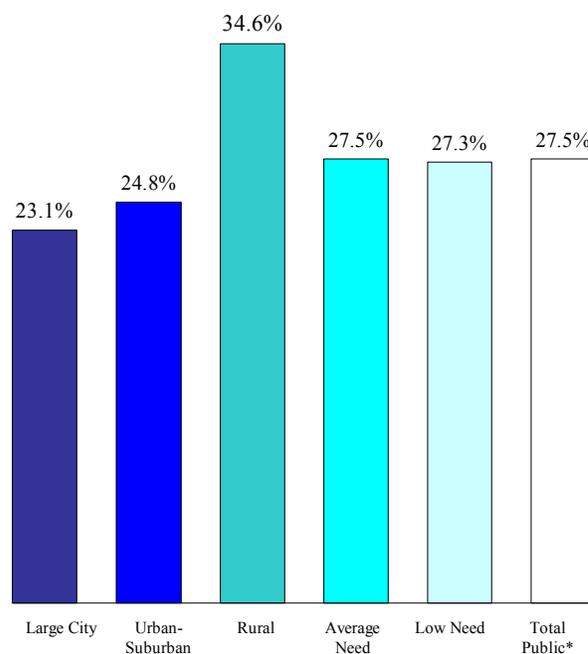
<p>TABLE 4.8</p> <p>SELECTED PUBLIC SCHOOL CLASSROOM TEACHER CHARACTERISTICS BY NEED/RESOURCE CAPACITY CATEGORY</p> <p>PAGE 116</p>
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In Fall 2002, Rural High N/RC Districts had the smallest percentage (11.1 percent) of teachers with at least 30 credits beyond the master's degree and the fewest students per teacher (11.7). New York City and Low N/RC Districts had the least experienced teachers (11 median years of experience). Nineteen percent of teachers in New York City in Fall 2001 were not teaching in the district in Fall 2002. This was the highest turnover rate in the State. On the other hand, New York City had the greatest percentage of teachers with at least 30 credits beyond a master's degree (38.6 percent) in Fall 2002.

Microcomputers and Library Books

Data for Fall 2002 were not available for New York City. On average, students in public schools in Rural Districts had greater access to microcomputers than did students in other categories (Figure 4.3).

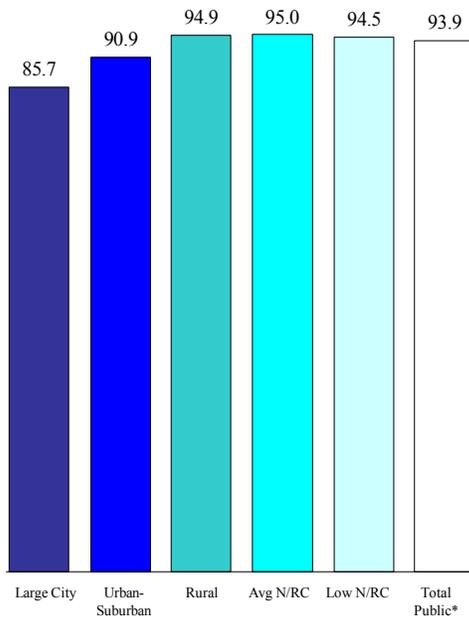
Figure 4.3
**Number of Microcomputers
per 100 Students
by Need/Resource Capacity Category
Fall 2002**



*Total Public does not include New York City.

Schools in Rural High-Need, Average, and Low N/RC Districts had the largest percentages of computers classified as new generation, that is, those capable of using the latest instructional technology (Figure 4.4). New-generation computers are defined as Pentiums and Power-PCs. The Large City Districts had a substantially smaller percentage (85.7) of computers that were new generation.

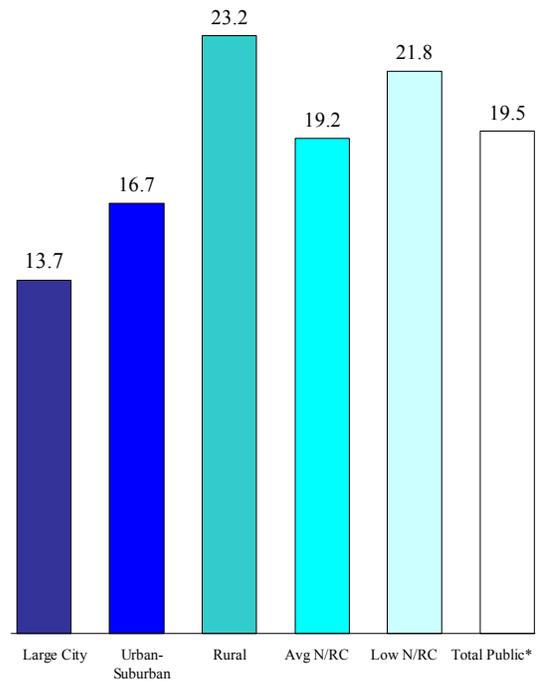
Figure 4.4
Percent of Microcomputers Classified as New Generation by Need/Resource Capacity Category
Fall 2002



*Total Public does not include New York City.

Rural Districts had more library books per student, on average, than districts in other categories (Figure 4.5). Students in Low N/RC Districts had the second largest number of library books per student. Large City Districts had considerably fewer books per student. These resource differences among N/RC categories follow the same pattern as differences in performance among the categories. In evaluating differences among school districts, note that the range, recency, and relevance of the topics covered in accessible books are as important as the number of books.

Figure 4.5
Number of Library Books per Student by Need/Resource Capacity Category
Fall 2002



*Total Public does not include New York City.

Table 4.6
Public School Expenditures per Pupil Unit, State Revenue Share, Combined Wealth Ratio, and Percent Distribution of Expenditures by Need/Resource Capacity Category
New York State
2001-02

Location	Fiscal Data			Percent Distribution of Expenditures							
	Expend Per Pupil Unit	NYS Revenue Share	Combined Wealth Ratio	Instruction			Central Administration	Transportation	Debt Service	Misc.	
				Excluding Fringe Benefits	Fringe Benefits	Total					
High N/RC Districts											
New York City	\$11,627	\$5,731	0.939	63.9%	18.0%	81.9%	2.5%	4.7%	1.7%	9.2%	
Large City Districts	12,759	8,436	0.575	62.9	14.5	77.4	1.1	5.8	4.9	10.8	
Urban-Suburban	12,707	7,300	0.676	64.5	13.5	77.9	1.5	4.8	5.4	10.4	
Rural	11,939	8,434	0.513	58.7	13.0	71.7	2.3	5.0	10.8	10.2	
Average N/RC Districts	11,990	5,907	0.915	61.7	13.2	74.9	1.9	5.4	7.1	10.7	
Low N/RC Districts	14,366	3,595	1.897	63.4	13.2	76.6	2.1	5.1	4.5	11.7	
Total Public	\$12,265	\$5,926	1.000	62.9%	14.8%	77.7%	2.1%	5.0%	4.8%	10.4%	

Note: The expenditure categories are defined in the Glossary to the *Statistical Profiles of Public School Districts*.

Table 4.7
Public School Expenditures per Pupil Unit
by Need/Resource Capacity Category
New York State
1997–98 and 2001–02

Location	Expend. per Pupil Unit ¹ 1997–98	Expend. per Pupil Unit ¹ 2001–02	Expend. Change \$	Expend. Change %	Expend. Gap Index ² 1997–98	Expend. Gap Index ² 2001–02
High N/RC Districts						
New York City	\$8,934	\$11,627	\$2,693	30.1%		
Large City Districts						
Median	\$9,973	\$12,377	\$2,404	24.1%		
Urban-Suburban						
10 th	\$8,382	\$10,066	\$1,684	20.1%		
50 th	10,413	12,747	2,334	22.4	56.9%	56.1%
90 th	13,152	15,709	2,557	19.4		
Rural						
10 th	\$7,810	\$10,193	\$2,383	30.5%		
50 th	8,953	12,055	3,102	34.7	37.2%	44.1%
90 th	10,712	14,689	3,977	37.1		
Average N/RC Districts						
10 th	\$7,875	\$10,016	\$2,141	27.2%		
50 th	9,127	11,551	2,424	26.6	54.7%	48.6%
90 th	12,183	14,887	2,704	22.2		
Low N/RC Districts						
10 th	\$9,680	\$11,037	\$1,357	14.0%		
50 th	12,794	15,004	2,210	17.3	72.7%	88.2%
90 th	16,711	20,774	4,063	24.3		
Total Public						
10 th	\$8,005	\$10,214	\$2,209	27.6%		
50 th	9,535	12,181	2,646	27.7	68.3%	60.1%
90 th	13,471	16,355	2,884	21.4		

¹ Expenditures per pupil were calculated as in Table 4.6.

² The expenditure-gap index is calculated by determining the expenditure per pupil difference between the 10th and 90th percentiles, dividing the difference by the expenditure per pupil at the 10th percentile, and multiplying the result by 100.

Table 4.8
Selected Public School Classroom Teacher Characteristics
by Need/Resource Capacity Category
New York State
Fall 2002

Need/Resource Capacity Category	Selected Classroom Teacher Characteristics					
	Pupil-Teacher Ratio	Median Teacher Salary	Teacher Turnover Rate Fall 2001 to Fall 2002	Percent Teaching Out of Certification Area	Percent with Master's Plus 30 Hours or Doctorate	Median Years of Experience
High N/RC Districts						
New York City	13.8	\$53,017	19%	N/A	38.6%	11
Large City Districts	12.0	50,413	16	12.7%*	22.7	12
Urban-Suburban	13.2	53,811	12	5.6	27.7	13
Rural	11.7	43,330	12	5.1	11.1	14
Average N/RC Districts	12.8	51,379	12	3.2	21.4	13
Low N/RC Districts	12.2	63,344	12	3.1	35.7	11
Total Public	13.0	\$53,017	14%	N/A	29.2%	12

*Excludes Buffalo

4 Performance Trends

Two key indicators of student performance are the New York State Assessment Program (NYSAP) at the elementary and middle levels and the Regents examinations at the secondary level. NYSAP performance is indicated at four performance levels, ranging from deficient (Level 1) to advanced (Level 4). Students scoring at Level 3 have demonstrated proficiency in the standards expected for their grade level. Students scoring at Level 2 have demonstrated only partial proficiency. In response to the Regents concern with excellence, Level 4 identifies students who have demonstrated skills and knowledge beyond that expected in their grade. On Regents examinations, three performance standards have been set: competency for a local diploma, passing at Regents level, and passing with distinction. A score of 55 is required to demonstrate competency for a local diploma; 65 is required to receive credit toward a Regents diploma; and 85 is required for distinction. An overview of the State testing program can be found in *Part I: Overview*.

New York State Assessment Program

Figures 4.6 to 4.10 relate performance on the NYSAP to N/RC categories. Students in New York City and the Large City Districts were less likely to meet the State standards (score at Level 3 or Level 4) than students in other N/RC categories. Schools in the Average and Low N/RC Districts had the largest percentages of students meeting the standards. Among High N/RC Districts, rural districts performed better than districts in other categories on elementary- and middle-level mathematics and middle-level English language arts (ELA) assessments. Performance on the elementary-level mathematics test illustrates the relationship between performance and N/RC category. On this test, the percentage of fourth-graders scoring at Level 2 or above ranged from 91.5 percent in New York City to 99.4 percent in Low-Need Dis-

tricts. The percentage of students scoring at Level 3 or above showed greater contrasts among districts, ranging from 63.0 percent in Large City Districts to 94.6 percent in Low-Need Districts (Figure 4.9).

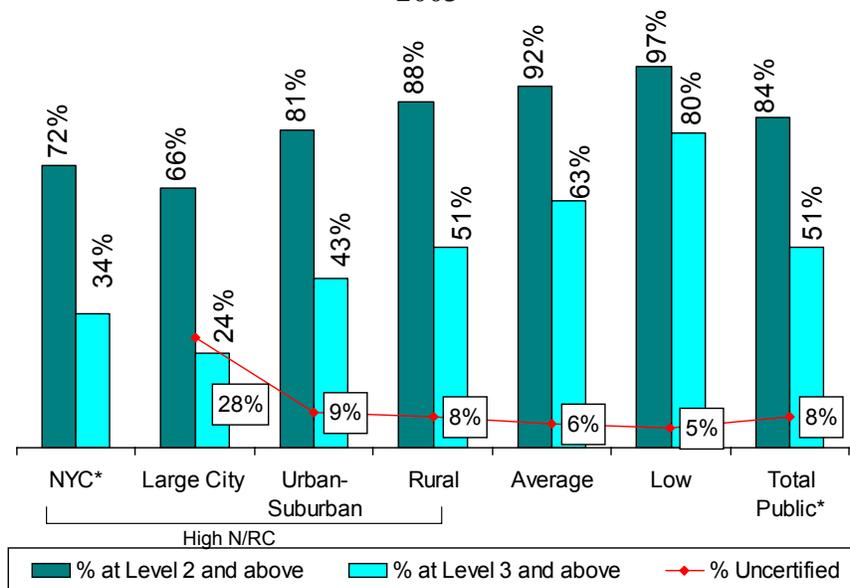
Students statewide had greater difficulty meeting the State standards at the middle level than at the elementary level. Only 51.4 percent of tested students statewide scored at Level 3 or above in middle-level mathematics. The performance gaps among N/RC categories were greatest on this assessment. While 79.5 percent of tested eighth-graders in Low N/RC Districts scored at Level 3 or Level 4, only 34.4 percent of New York City students and 24.1 percent of Large City Districts students achieved that standard (Figure 4.10). Eighth-graders scoring substantially below Level 3 can be expected to have difficulty completing the mathematics graduation requirement.

Figure 4.6 contrasts the percentage of students in each N/RC category meeting the standard on the middle-level mathematics assessment with the percentage of uncertified mathematics teachers in that category. In Large City Districts, where 28 percent of mathematics teachers at the middle level were not certified to teach mathematics, only 24 percent of students scored at Level 3 or Level 4. In Low N/RC Districts, where the majority of students achieved the standard in mathematics, only five percent of mathematics teachers were teaching out of certification.

Districts with greater capacity to meet students' needs with local resources have higher percentages of tested students performing at Levels 3 and 4. The better performance of students in the Low N/RC Districts was particularly evident in the percentages of students meeting or exceeding the standard. For example, 85 percent of the fourth-graders in these districts met the standard on the ELA; 70 percent of eighth-graders did so.

In contrast, in Urban-Suburban High N/RC Districts, only 61 percent of fourth-graders performed that well on the ELA; 37 percent of eighth-graders did so. For each assessment, at each grade level, there were consistently larger percentages of students meeting the standard in districts having lower student need-to-resource ratios.

Figure 4.6
Percentages of Tested Public School Students Scoring at Level 2 and above and Level 3 and above on Middle-Level Mathematics Compared with Percentages of Uncertified Mathematics Teachers
2003



*New York City data for uncertified teachers are not available.

Figure 4.7
Percentage of Tested Public School Students Scoring at Level 2 and above and at Level 3 and above on Elementary-Level English Language Arts by Need/Resource Capacity Category 2003

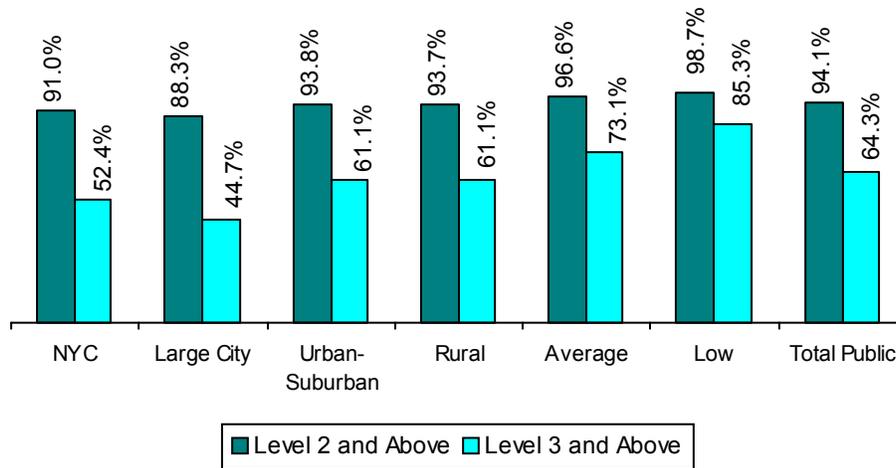


Figure 4.8
Percentage of Tested Public School Students Scoring at Level 2 and above and at Level 3 and above on Middle-Level English Language Arts by Need/Resource Capacity Category 2003

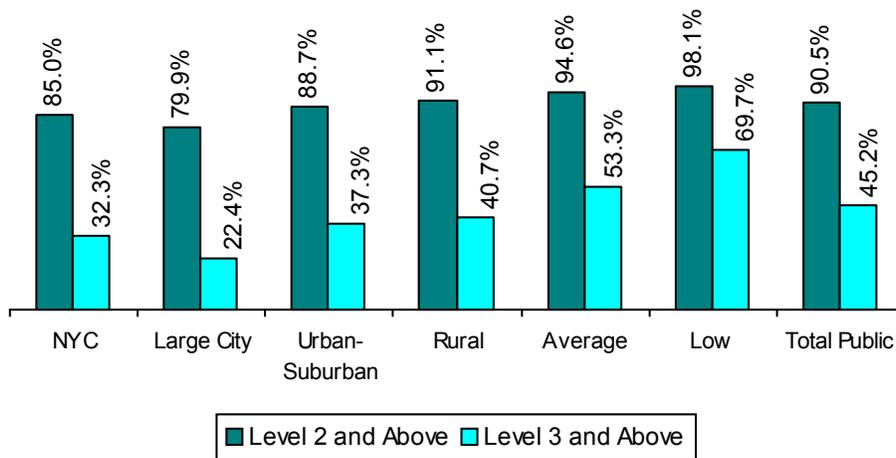


Figure 4.9
Percentage of Tested Public School Students Scoring at Level 2 and above and at Level 3 and above on Elementary-Level Mathematics by Need/Resource Capacity Category 2003

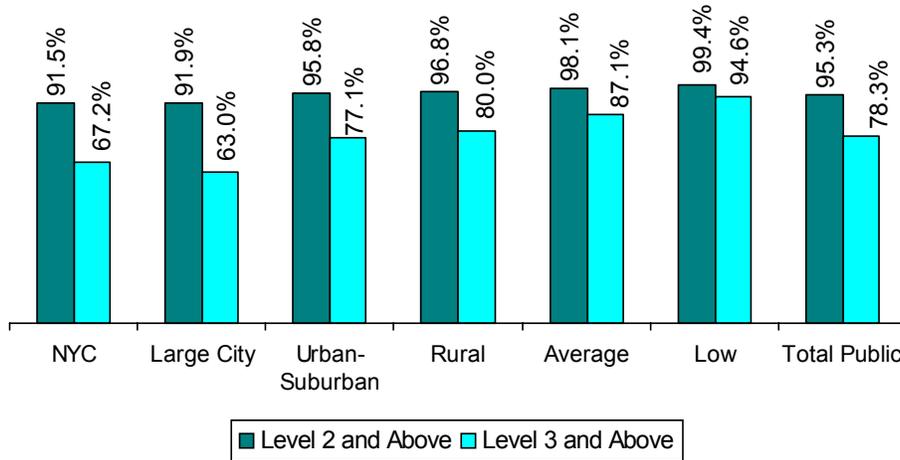
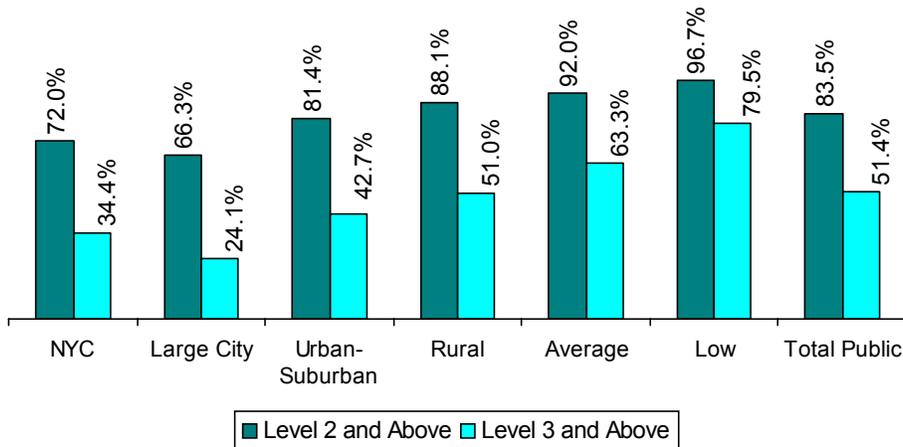


Figure 4.10
Percentage of Tested Public School Students Scoring at Level 2 and above and at Level 3 and above on Middle-Level Mathematics by Need/Resource Capacity Category 2003



Figures 4.11 to 4.14 show elementary- and middle-level performance in ELA and mathematics based on income. A greater percentage of not economically disadvantaged students, compared with economically disadvantaged students, scored at Level 3 or higher on all four examinations. In general, the differences between economic groups were greater at the middle level

than at the elementary level. Statewide, the greatest disparity between percentages of advantaged and disadvantaged students was on the middle-level mathematics examination. Sixty-eight percent of not disadvantaged students compared with 34 percent of disadvantaged students (a difference of 34 percentage points) scored at Level 3 or higher on the middle-level mathematics examination.

Figure 4.11
Percentage of Tested Public School Students Scoring at Level 3 and above on Elementary-Level English Language Arts by Family Income 2003

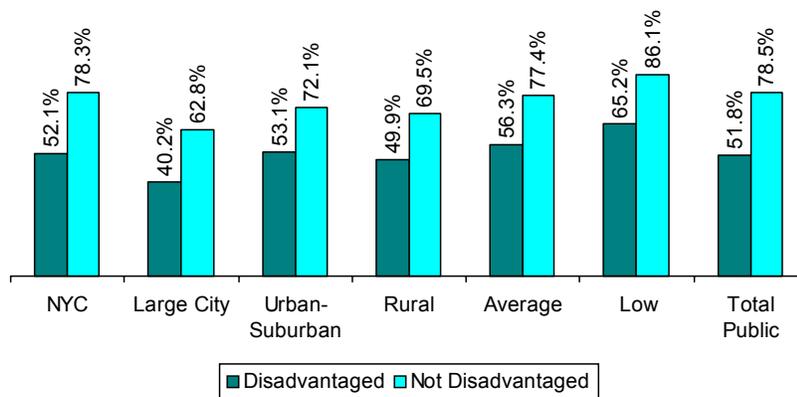


Figure 4.12
Percentage of Tested Public School Students Scoring at Level 3 and above on Elementary-Level Mathematics by Family Income 2003

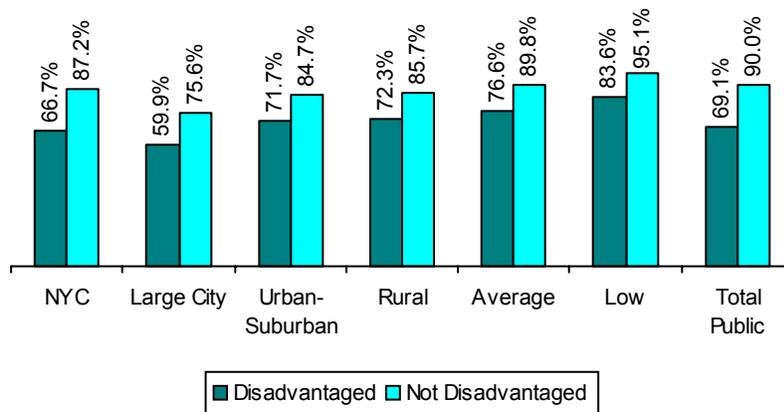


Figure 4.13
Percentage of Tested Public School Students Scoring at Level 3
and above on Middle-Level English Language Arts by Family Income
2003

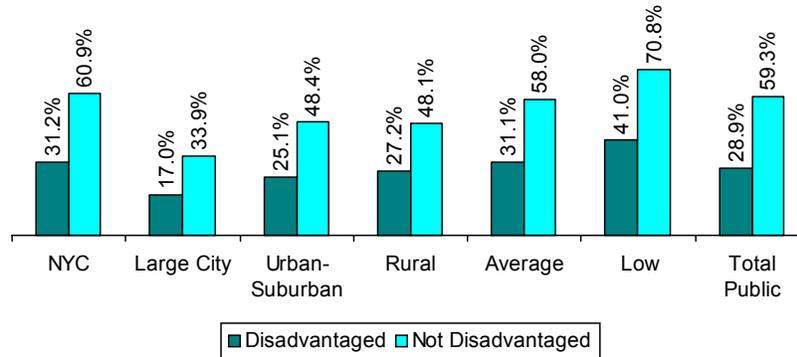
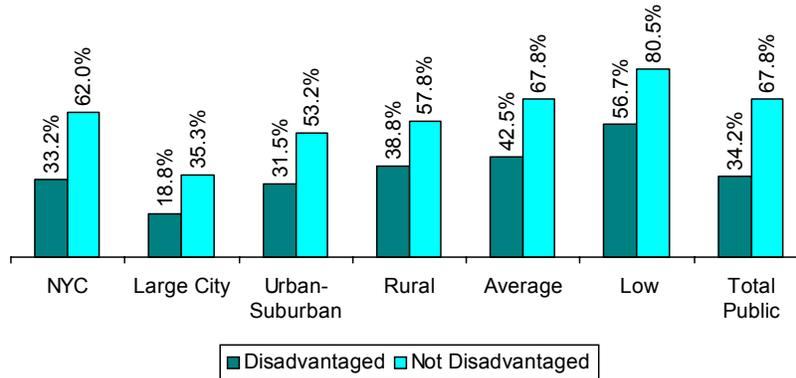


Figure 4.14
Percentage of Tested Public School Students Scoring at Level 3
and above on Middle-Level Mathematics by Family Income
2003



Regents Examinations

The revised graduation requirements demand that all students strive to succeed at the Regents level or higher. General-education students who first entered grade 9 in 1996–97 or later were required to score 55 or higher on the Regents examination in English or an approved alternative to graduate. Each succeeding ninth-grade class was required to score 55 or higher on additional Regents examinations to graduate. General-education students in the class who entered grade 9 in 1999–2000 must score 55 or higher on Regents examinations in five areas — English, mathematics, global history and geography, U.S. history and government, and science. When the transition to the new graduation requirements is complete, all students will be required to score 65 or higher on a Regents examination in each of the five areas. (See *Part I: Overview* for a description of graduation requirements.)

This section reports performance on Regents examinations that can be used to meet these graduation requirements. Regents examination results are reported in two ways: Performance is reported as a percentage of students tested and by student cohort. (See *Part I: Overview* for a discussion of cohort.)

Using either of these measures, the pattern of performance among N/RC categories found on these Regents examinations was similar to that found in the NYSAP. As the student need in a district decreased in relation to its capacity to raise resources, the percentage of students participating in, passing, and performing with distinction on these Regents examinations increased.

Results as a Percentage of Tested Students

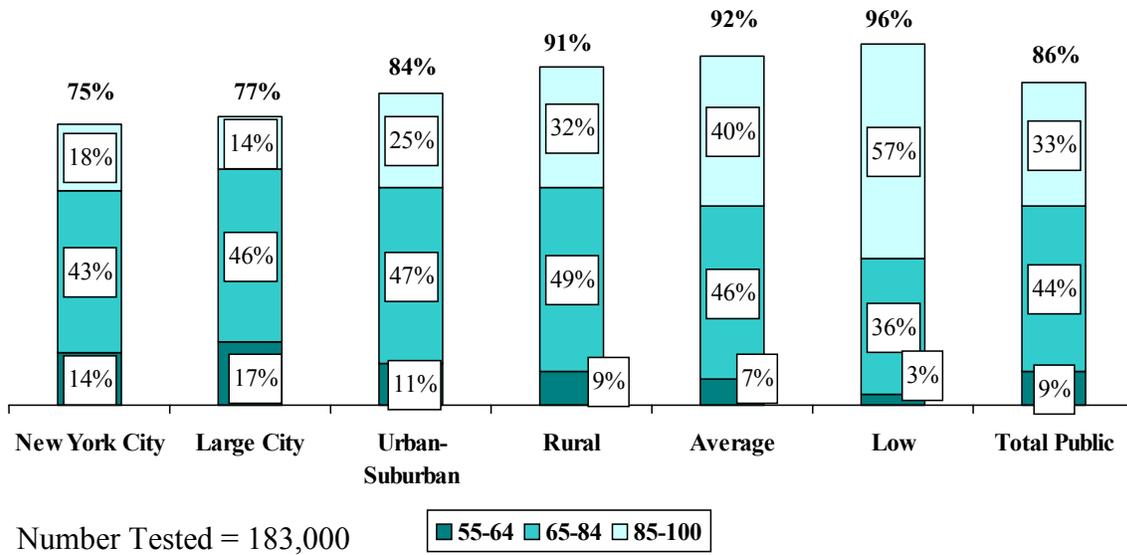
In public schools statewide, 183,000 students took the Regents comprehensive examination in English between August 2002 and June 2003 (Figure 4.15). A similar number took the Regents U.S. history and government (179,000) and Regents living environment (188,000) examinations. From 86 to 92 percent of tested students scored 55–100 on those tests. A significantly greater number of students were tested on the Regents global history and geography examination (205,500); however, the percentage scoring 55 or higher was still high (81 percent). Of the 212,000 students who took the Regents mathematics A examination, three-fourths scored 55 or higher.

On every examination, a larger percentage of tested students in the Low-Need Districts than in other categories scored 85 or higher. On the Regents comprehensive examination in English, 57 percent of tested students in Low-Need Districts compared with 14 percent of students in the Large City Districts scored 85 or higher. Similarly, smaller percentages scored 55–64 or 0–54 in low-need districts than in other categories.

In most N/RC categories, tested students were most successful on the Regents U.S. history and government examination and the failure rate (students scoring 0 to 54) was highest on mathematics A. The mathematics A tests reported here were given before the Fall 2003 standard setting for mathematics A. The disparity in performance among N/RC categories was greatest on mathematics A. These results combined with the low performance on the middle-level mathematics assessment and the high rate of mathematics teachers teaching out of certification suggest that students in High-Need Districts, particularly, are not receiving adequate preparation for the graduation requirement in mathematics.

Figure 4.15
Percentage of Tested Students Scoring 55-64, 65-84, and 85-100
by Need/Resource Capacity Category
All Students in Public Schools
August 2002, January 2003, and June 2003

Regents Comprehensive Examination in English



Mathematics A

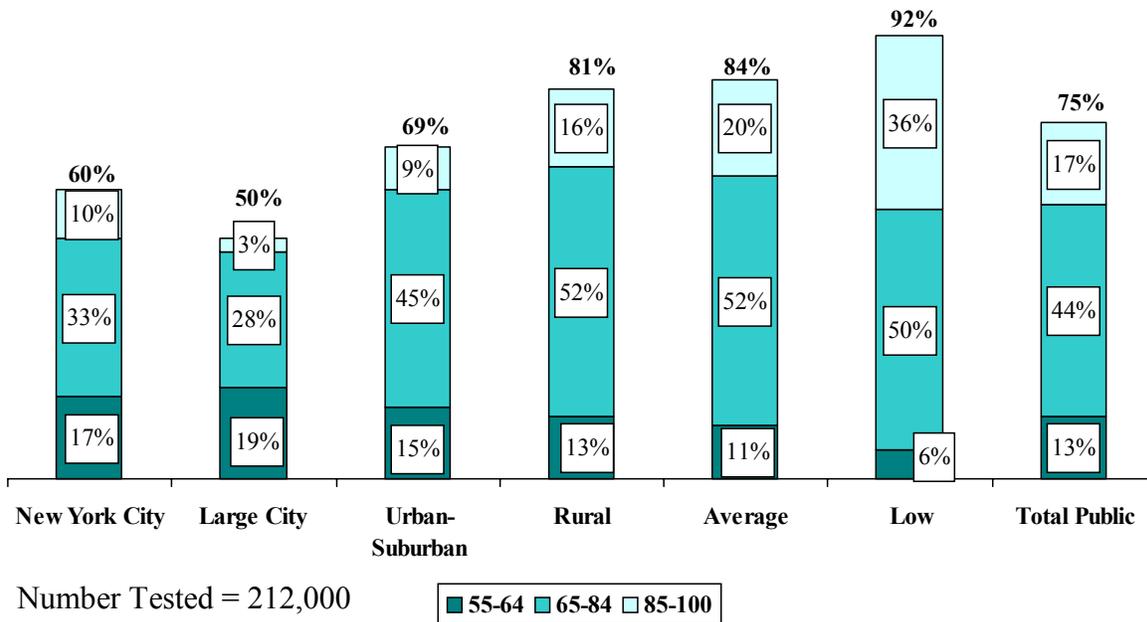
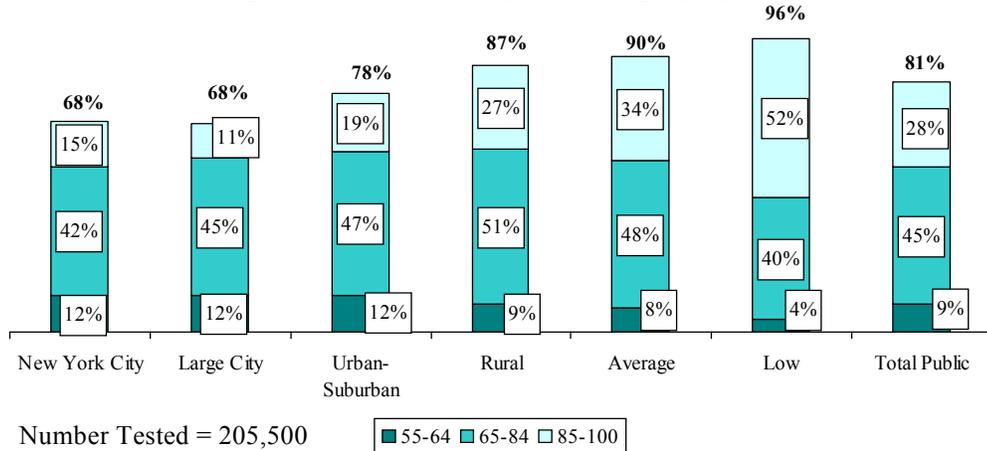
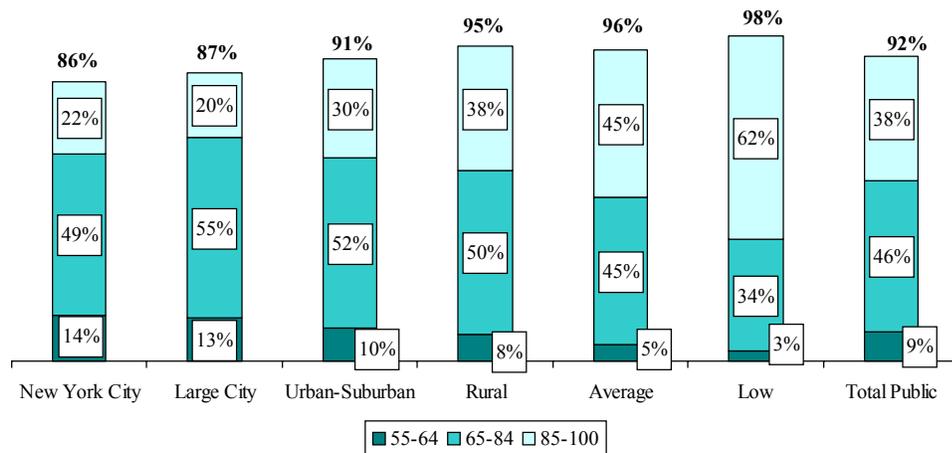


Figure 4.15 (continued)
Percent of Tested Students Scoring 55-64, 65-84, and 85-100
by Need/Resource Capacity Category
All Students in Public Schools
August 2002, January 2003, and June 2003

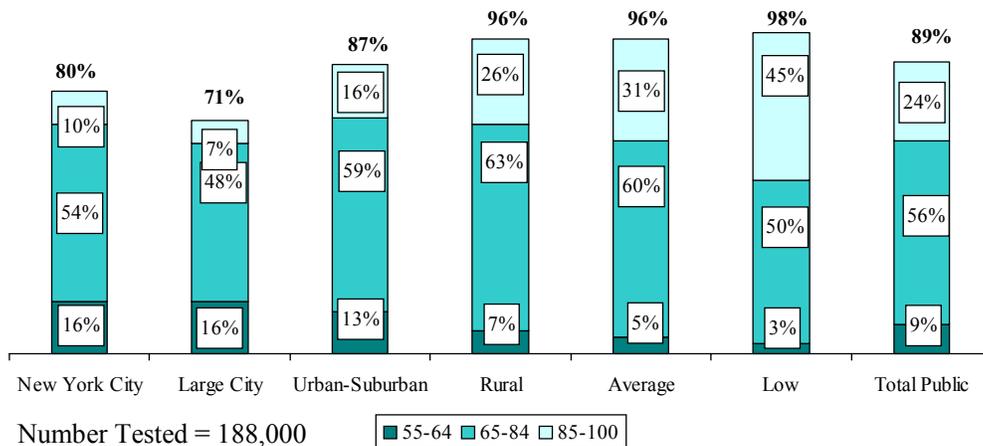
Regents Global History and Geography



Regents U.S. History and Government



Regents Living Environment



1999 Cohort Performance after Four Years

The Department collected data to assess the success of students in the 1999 cohort in meeting the graduation requirements in English, mathematics, global history and geography, U.S. history and government, and science (Tables 4.9–4.13). After four years of high school, New York City and the Large City Districts had the smallest percentages of 1999 general-education cohort members meeting the revised Regents English requirement, 75.9 and 79.7 percent, respectively. In Low N/RC Districts 97.2 percent of general-education students had met the requirement by scoring 55 or higher on the Regents examination or earning an acceptable score on an approved alternative examination (Table 4.9).

Statewide, 84.4 percent of general-education students in the 1999 cohort scored 55 or higher — and 74.9 percent scored 65 or higher — on a Regents mathematics examination or an approved alternative after four years of high school (Table 4.10). The percentages of students with Regents examination credit in mathematics were much higher in the Low, Average, and Rural N/RC Districts than in the other categories. The gap between

the lowest and the highest performing categories was greater when counting students scoring at 65 or above (44.6 percent gap between Large City and Low N/RC Districts) and those scoring at 55 or above (26.9 percent between New York City and Low N/RC Districts).

A full 88.5 percent of general-education students in the 1999 cohort scored 55 or higher— and 81.0 percent scored 65 or higher — on the Regents examination in global history and geography after four years of high school (Table 4.11). Results by N/RC category were similar to those for English: the percentages of students scoring 55 or higher and 65 or higher were much higher in the Low, Average, and Rural N/RC Districts than in the other categories.

TABLE 4.9

NUMBER AND PERCENT OF GENERAL-EDUCATION STUDENTS IN THE 1999 DISTRICT COHORT REPORTED WITH GRADUATION CREDIT FOR REGENTS ENGLISH BY NEED/RESOURCE CAPACITY CATEGORY AFTER FOUR YEARS

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TABLE 4.10

NUMBER AND PERCENT OF GENERAL-EDUCATION STUDENTS IN THE 1999 DISTRICT COHORT REPORTED WITH GRADUATION CREDIT FOR REGENTS MATHEMATICS BY NEED/RESOURCE CAPACITY CATEGORY AFTER FOUR YEARS

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TABLE 4.11

NUMBER AND PERCENT OF GENERAL-EDUCATION STUDENTS IN THE 1999 DISTRICT COHORT REPORTED WITH GRADUATION CREDIT FOR REGENTS GLOBAL HISTORY AND GEOGRAPHY BY NEED/RESOURCE CAPACITY CATEGORY AFTER FOUR YEARS

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TABLE 4.12

NUMBER AND PERCENT OF GENERAL-EDUCATION STUDENTS IN THE 1999 DISTRICT COHORT REPORTED WITH GRADUATION CREDIT FOR REGENTS U.S. HISTORY AND GOVERNMENT BY NEED/RESOURCE CAPACITY CATEGORY AFTER FOUR YEARS

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TABLE 4.13

NUMBER AND PERCENT OF GENERAL-EDUCATION STUDENTS IN THE 1999 DISTRICT COHORT REPORTED WITH GRADUATION CREDIT FOR REGENTS SCIENCE BY NEED/RESOURCE CAPACITY CATEGORY AFTER FOUR YEARS

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A slightly smaller percentage of general-education students in the 1999 cohort scored at 55 or higher and 65 or higher in Regents U.S. history and government than in global history and geography after four years: 85.2 percent at 55 or higher and 75.7 percent at 65 or higher (Table 4.12). Similar performance can be seen in Regents science, where 87.5 percent of general-education students in the 1999 cohort scored 55 or higher and 80.1 percent scored 65 or higher (Table 4.13). Again, the percentages of students scoring 55 or higher and 65 or higher on these examinations were much higher in Low, Average, and Rural N/RC Districts than in other categories.

The percentage of cohort members that qualified for Regents credit by scoring 65 or higher was greatest on the Regents global history and geography examination (81.0 percent) and smallest in Regents mathematics (74.9 percent). Considering cohort members who scored 55 or higher, the differences among examinations were smaller: 84.4 percent scored 55 or higher in Regents mathematics (the smallest percent) and 88.5 percent did so in Regents global history and geography (the greatest percent).

Table 4.9
Number and Percent of General-Education Students in the 1999 District Cohort Reported with Graduation Credit for Regents English by Need/Resource Capacity Category after Four Years
New York State
June 2003

Need/Resource Category	1999 Cohort Enrollment	55–100 Including Alternative		65–100 Including Alternative	
		Number	Percent	Number	Percent
High N/RC Districts					
New York City	48,878	37,120	75.9%	29,804	61.0%
Large City Districts	5,056	4,032	79.7	3,090	61.1
Urban/Suburban	11,856	9,821	82.8	8,380	70.7
Rural	11,162	10,074	90.3	9,177	82.2
Average N/RC Districts	54,434	50,905	93.5	48,007	88.2
Low N/RC Districts	23,093	22,435	97.2	21,951	95.1
Charter Schools	42	36	85.7	32	76.2
Total Public	154,521	134,423	87.0	120,441	77.9

Table 4.10
Number and Percent of General-Education Students in the 1999 District Cohort Reported with Graduation Credit for Regents Mathematics by Need/Resource Capacity Category after Four Years
New York State
June 2003

Need/Resource Category	1999 Cohort Enrollment	55–100 Including Alternative		65–100 Including Alternative	
		Number	Percent	Number	Percent
High N/RC Districts					
New York City	48,878	34,395	70.4%	26,644	54.5%
Large City Districts	5,056	3,581	70.8	2,549	50.4
Urban/Suburban	11,856	9,452	79.7	8,118	68.5
Rural	11,162	10,003	89.6	9,055	81.1
Average N/RC Districts	54,434	50,561	92.9	47,455	87.2
Low N/RC Districts	23,093	22,461	97.3	21,930	95.0
Charter Schools	42	37	88.1	26	61.9
Total Public	154,521	130,490	84.4%	115,777	74.9%

Table 4.11
Number and Percent of General-Education Students in the 1999 District Cohort Reported with Graduation Credit for Regents Global History and Geography
by Need/Resource Capacity Category after Four Years
New York State
June 2003

Need/Resource Category	1999 Cohort Enrollment	55–100 Including Alternative		65–100 Including Alternative	
		Number	Percent	Number	Percent
High N/RC Districts					
New York City	48,878	38,491	78.7%	31,343	64.1%
Large City Districts	5,056	4,317	85.4	3,498	69.2
Urban/Suburban	11,856	10,186	85.9	9,118	76.9
Rural	11,162	10,359	92.8	9,642	86.4
Average N/RC Districts	54,434	50,971	93.6	49,230	90.4
Low N/RC Districts	23,093	22,455	97.2	22,225	96.2
Charter Schools	42	36	85.7	31	73.8
Total Public	154,521	136,815	88.5	125,087	81.0

Table 4.12
Number and Percent of General-Education Students in the 1999 District Cohort
Reported with Graduation Credit for Regents U.S. History and Government
by Need/Resource Capacity Category after Four Years
New York State
June 2003

Need/Resource Category	1999 Cohort Enrollment	55–100 Including Alternative		65–100 Including Alternative	
		Number	Percent	Number	Percent
High N/RC Districts					
New York City	48,878	35,334	72.3%	28,225	57.7%
Large City Districts	5,056	3,890	76.9	2,967	58.7
Urban/Suburban	11,856	9,566	80.7	8,195	69.1
Rural	11,162	10,098	90.5	8,969	80.4
Average N/RC Districts	54,434	50,386	92.6	46,938	86.2
Low N/RC Districts	23,093	22,326	96.7	21,624	93.6
Charter Schools	42	33	78.6	30	71.4
Total Public	154,521	131,633	85.2	116,948	75.7

Table 4.13
Number and Percent of General-Education Students in the 1999 District Cohort Reported with
Graduation Credit for Regents Science by Need/Resource Capacity Category after Four Years
New York State
June 2003

Need/Resource Category	1999 Cohort Enrollment	55–100 Including Alternative		65–100 Including Alternative	
		Number	Percent	Number	Percent
High N/RC Districts					
New York City	48,878	36,356	74.4%	28,947	59.2%
Large City Districts	5,056	4,333	85.7	3,548	70.2
Urban/Suburban	11,856	10,069	84.9	9,106	76.8
Rural	11,162	10,391	93.1	9,903	88.7
Average N/RC Districts	54,434	51,440	94.5	49,893	91.7
Low N/RC Districts	23,093	22,591	97.8	22,265	96.4
Charter Schools	42	38	90.5	35	83.3
Total Public	154,521	135,218	87.5	123,697	80.1

5 Other Performance Measures

Credentials

As student need decreased relative to the district's capacity to raise revenues locally, the percentage of high school completers earning Regents diplomas increased (Table 4.14). In New York City and Large City districts, nearly one in three completers earned Regents diplomas. In Urban-Suburban High N/RC Districts, 44.5 percent of the completers earned Regents diplomas; in Low N/RC Districts, nearly three-fourths did so. An inverse relationship was observed among N/RC groups between the percentages of students receiving Regents diplomas and the percentages earning IEPs or certificates. Categories with the largest percentages of Regents diplomas had the smallest percentages of IEP diplomas.

TABLE 4.14

CREDENTIALS EARNED BY PUBLIC HIGH SCHOOL COMPLETERS BY NEED/RESOURCE CAPACITY CATEGORY

PAGE 133

Figure 4.16 shows the percentage of students in the 1998 graduation-rate cohort who earned a local diploma (with or without a Regents endorsement). The 1998 graduation-rate cohort includes all students in the 1998 school accountability cohort plus all students who were excluded from the school accountability cohort solely because they transferred to a general education development (GED) program. Figure 4.16 also shows the status of cohort members who had not earned a local diploma by August 31, 2002. Over three-fourths of students in the 1998 graduation-rate cohort earned a diploma by August 2002. Students in Low-Need Districts were most likely to have earned a local diploma and least likely to have dropped out.

Figures 4.17 and 4.18 show the percentages of the 1998 cohort graduating as of August 2002 by disability classification and English proficiency status, respectively. Seventy-nine percent of general-education students and 55 percent of students with disabilities in the 1998 graduation-rate cohort graduated as of August 2002. Only 49 percent of limited English proficient (LEP) students, compared with 78 percent of English proficient students, in the 1998 graduation-rate cohort graduated.

Figure 4.16
1998 Cohort Graduation Rate and Status as of August 2002
by Need/Resource Capacity Category

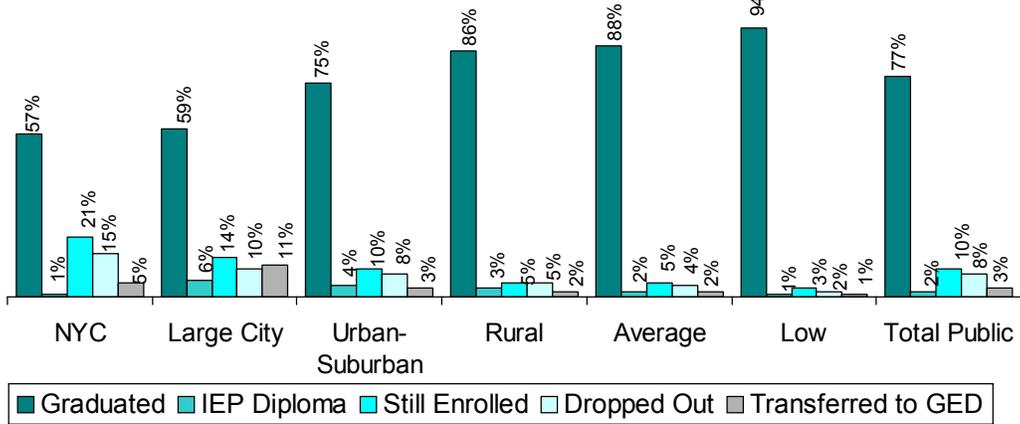


Figure 4.17
1998 Cohort Graduation Rate as of August 2002
by Need/Resource Capacity Category and Disability Classification

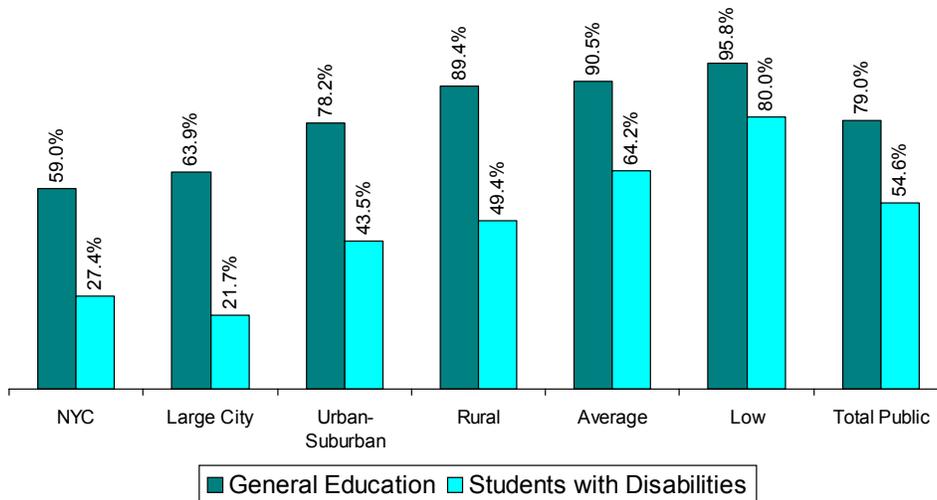
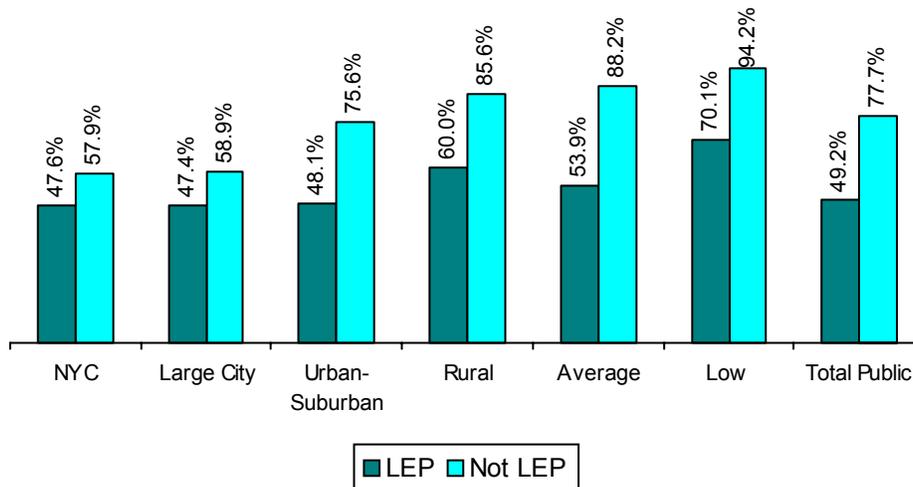


Figure 4.18
1998 Cohort Graduation Rate as of August 2002
by Need/Resource Capacity Category and English Proficiency



College-Going Rate

Students in Low N/RC Districts had the highest college-going rate (93.2 percent) among public school categories (Table 4.15). The majority of these students planned to attend four-year institutions (73.2 percent). Only 76.6 percent of students from Urban-Suburban High N/RC Districts planned on furthering their education, the smallest percentage among all categories except New York City. Only 34.9 percent of students from rural districts, the smallest percentage of all types of districts, planned to attend four-year institutions.

TABLE 4.15

COLLEGE-GOING RATES OF PUBLIC HIGH SCHOOL GRADUATES BY NEED/RESOURCE CAPACITY CATEGORY

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Table 4.14
Credentials Earned by Public High School Completers
by Need/Resource Capacity Category
New York State
2002–03

Need/Resource Capacity Category	High School Completion Credentials				
	Number	Local Diplomas		Percent IEP Diplomas	Percent Certificates
		Percent Regents-endorsed	Percent Other		
High N/RC Districts					
New York City	38,802	30.9%	63.8%	5.2%	0.1%
Large City Districts	4,919	29.1	64.3	6.5	0.1
Urban-Suburban	11,199	44.5	50.8	4.6	0.0
Rural	11,279	55.6	39.8	4.5	0.1
Average N/RC Districts	57,222	65.3	32.4	2.3	0.1
Low N/RC Districts	25,336	74.6	24.4	1.0	0.1
Total Public*	148,856	54.4%	42.3%	3.3%	0.1%

*Total Public includes data for charter schools, which are not included in the other categories.

Table 4.15
College-Going Rates of Public High School Graduates
by Need/Resource Capacity Category
New York State
2002–03

Need/Resource Capacity Category	College-Going Rate			
	Percent to 4-Year College	Percent to 2-Year College	Percent to Other Postsecondary	Total
High N/RC Districts				
New York City	54.1%	16.0%	1.5%	71.5%
Large City Districts	45.5	31.8	1.1	78.4
Urban-Suburban	39.0	35.9	1.7	76.6
Rural	34.9	41.0	1.8	77.6
Average N/RC Districts	49.8	34.7	1.4	85.9
Low N/RC Districts	73.2	19.4	0.6	93.2
Total Public*	52.9%	27.7%	1.3%	81.9%

*Total Public includes data for charter schools, which are not included in the other categories.

6 Attendance, Suspension, and Dropout Rates

Attendance, suspension, and dropout rates serve as useful measures of schools' abilities to retain students and motivate learning.

Attendance Rates

The Big 5 districts had the lowest average attendance rates among the N/RC categories (Table 4.16). Urban and suburban schools in High N/RC Districts had the lowest average attendance rate (93.3 percent) outside the Big 5 districts. The average attendance rate in Low N/RC Districts (95.7 percent) was highest. Differences in attendance rate are related to differences among schools in the incidence of poverty. In secondary schools statewide, the correlation between attendance rate and the percentage of students reported eligible for free lunches was significant ($r = -0.45$, 1996 data).

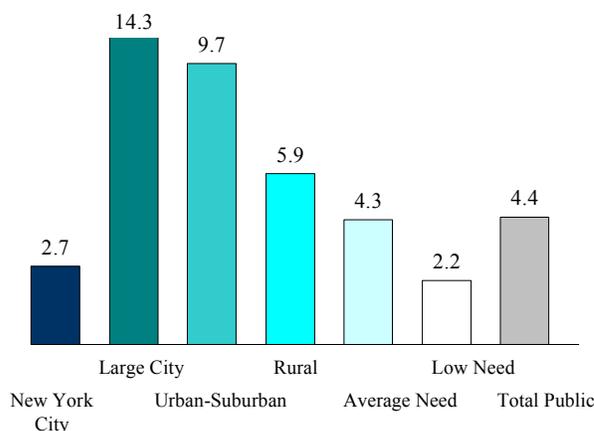
<p>TABLE 4.16</p> <p>PUBLIC SCHOOL ANNUAL ATTENDANCE RATES BY NEED/RESOURCE CAPACITY CATEGORY</p> <p>PAGE 136</p>
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Secondary schools with low attendance rates tend to have high dropout rates. Many of the factors that lead to frequent absences, alienation from the schooling process, economic difficulties, and family problems, may also cause students to leave school prematurely. Among New York State public schools serving grades 9 through 12, the correlation between average attendance rate and annual dropout rate was significant ($r = -0.54$, 1996 data).

Student Suspensions

Suspension from school is a form of discipline imposed for serious or repeated infractions of school rules. Variations in school suspension rates can result from either differing incidence of misconduct or differences in school discipline policies. For example, the suspension rate in New York City was among the lowest (2.7 percent) of any N/RC category (Figure 4.19). This finding is consistent with district policy discouraging suspensions for nonviolent acts; in New York City most students were suspended for interpersonal violent acts or for use or possession of a weapon. Outside New York City, most suspensions were for nonviolent acts. Low N/RC Districts had the lowest suspension rate (2.2 percent); Large City Districts and High N/RC Urban-Suburban Districts had much higher rates, over nine percent in each category.

Figure 4.19
Public School Suspension Rates by Need/Resource Capacity Category 2001-02



Dropout Rates

As with attendance and suspension rates, reported dropout rates varied significantly among summary groups. In 2002–03, students in New York City were 10 times as likely to drop out as students in Low N/RC Districts (Table 4.17). The other High N/RC Districts reported dropout rates of 3.6 to 7.2 percent in 2002–03.

TABLE 4.17

**PUBLIC SCHOOL ANNUAL DROPOUT
RATES BY NEED/RESOURCE
CAPACITY CATEGORY**

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Ninth-Grade Repeaters

The proportion of ninth-grade students who repeat the grade (do not earn enough units of credit or do not pass courses required for promotion to tenth grade) can be an indicator of future dropout rates, as students who have been retained in grade are more likely to drop out than other students. Statewide, 14.9 percent of ninth-graders were repeaters (Table 4.18). In New York City, 25.7 percent of the ninth-grade enrollment in Fall 2002 were repeaters. While this rate is high, it is significantly lower than the percentage of repeaters (35.9 percent) reported by New York City in Fall 1999. The repeat rate was slightly lower in the Large City Districts (25.1 percent) and considerably lower in the other categories. In Low N/RC Districts, the ninth-grade repeat rate was 1.2 percent.

TABLE 4.18

**NUMBER OF NINTH-GRADERS AND
PERCENTAGE REPEATING NINTH GRADE
BY NEED/RESOURCE CAPACITY CATEGORY**

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High School Equivalency

Students at severe risk of dropping out of general high school programs who meet certain age and performance criteria may enter alternative programs leading to high school equivalency diplomas. The rate of participation in these programs is computed using the same pupil base used to compute the dropout rate. The rate of leaving high school for equivalency program participation increased slightly from 1.6 percent in 2001–02 to 2.0 percent in 2002–03 (Table 4.19). Large City Districts and New York City had the highest percentages (3.5 percent in each category) of students leaving diploma programs in 2002–03. While students entering alternative programs are not counted as dropouts, the rate of successful completion of high school equivalency requirements is not known and may not be high. Federal reporting standards stipulate that students who do not complete the GED program be counted as dropouts. Beginning with the 2001–02 school year, New York State reported non-completion rates, including traditional dropouts and transfers to high school equivalency programs.

TABLE 4.19

**ALTERNATIVE PUBLIC HIGH SCHOOL
EQUIVALENCY PROGRAM PARTICIPATION
AND PARTICIPATION RATE BY NEED/
RESOURCE CAPACITY CATEGORY**

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Table 4.16
Public School Annual Attendance Rates
by Need/Resource Capacity Category
New York State
2001–02

Need/Resource Capacity Category	Percent
High N/RC Districts	
New York City	89.3%
Large City Districts	91.0
Urban-Suburban	93.3
Rural	94.5
Average N/RC Districts	95.0
Low N/RC Districts	95.7
Total Public	91.8%

Table 4.17
Public School Annual Dropout Rates¹
by Need/Resource Capacity Category
New York State
2002–03

Need/Resource Capacity Category	Dropout Rate
High N/RC Districts	
New York City	8.2%
Large City Districts	7.2
Urban-Suburban	4.3
Rural	3.6
Average N/RC Districts	2.1
Low N/RC Districts	0.8
Total Public	4.6%

¹ Dropout Rate equals the number of dropouts divided by grades 9-12 enrollment, including the portion of ungraded secondary enrollment that can be attributed to grades 9-12.

Table 4.18
Number of Ninth-Graders and Percentage Repeating Ninth Grade
by Need/Resource Capacity Category
New York State
Fall 2002

Need/Resource Capacity Category	Grade 9 Enrollment	Percent Repeaters
High N/RC Districts		
New York City	101,835	25.7%
Large City Districts	11,288	25.1
Urban/Suburban	18,613	12.1
Rural	15,806	9.1
Average N/RC Districts	72,749	5.9
Low N/RC Districts	30,635	1.2
Total Public	250,926	14.9%

Table 4.19
Alternative Public High School Equivalency Program Participation
and Participation Rate by Need/Resource Capacity Category
New York State
2001–02 and 2002–03

Need/Resource Capacity Category	Rate 2001–02	Rate 2002–03
High N/RC Districts		
New York City	2.6%	3.5%
Large City Districts	4.5	3.5
Urban/Suburban	1.4	2.0
Rural	1.0	1.4
Average N/RC Districts	0.8	0.9
Low N/RC Districts	0.3	0.3
Total Public	1.6%	2.0%

Note: Alternative Program Participation Rate equals number of students who left a regular public high school program and entered an alternative program or other diploma program leading to a High School Equivalency Diploma, divided by grades 9–12 enrollment, including the portion of ungraded secondary enrollment that can be attributed to grades 9–2.

7 Students with Disabilities

Performance results in this section reflect data for those students with disabilities whose Individualized Education Program (IEP) does not place them in the NYSAA program for severely disabled students.

Students with disabilities benefit by integration in age-appropriate general-education classrooms to the maximum extent consistent with achieving their individual educational goals. Serving students with disabilities with their nondisabled peers in the least restrictive environment ensures them the same opportunities and expectations for successful accomplishment. Four categories of placements have been established based on the percentage of time spent outside the general-education classroom. From less to more restrictive, these categories are less than 21 percent, 21 to 60 percent, more than 60 percent of time outside the general-education classroom, and separate education setting. Separate education settings are in buildings where no general-education students are being educated.

A Department objective is to increase the percentage of students with disabilities receiving special-education services in classrooms with general-education students. The percentage of students with disabilities educated primarily in general-education classes has increased in the last eight years. In December 2002, 52.1 percent of students with disabilities, compared with 28 percent in December 1992, were educated in general-education classes; that is, they spent less than 21 percent of their time outside general education (Table 4.20). Nationally, in 2002–03, 48.2 percent of students with disabilities were educated in general-education classes. New York State continues to exceed the national average in the number of students with disabilities placed in general-education classes for 80 percent or more of the school day. This improvement may be attributed to more accurate data-collection procedures and implementation of the Regents policy on the responsibilities of local school districts to implement federal and State requirements for least restrictive environment.

TABLE 4.20

NUMBER OF PUBLIC SCHOOL STUDENTS WITH DISABILITIES AND PERCENT IN EACH PLACEMENT BY NEED/RESOURCE CAPACITY CATEGORY

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In public schools statewide, in December 2002, 6.6 percent of students with disabilities were educated in separate settings. The Urban-Suburban High N/RC Districts, New York City, and the Low N/RC Districts had relatively large percentages of students educated in separate settings. The Rural High N/RC Districts had the smallest percentages of students educated in separate settings.

Students with disabilities educated in public school buildings are reported in three categories, from less to more restrictive. The Big 5 districts and the Urban-Suburban High N/RC Districts assigned the largest percentages to the more restrictive category: 41.4 percent in New York City, 31.2 percent in Urban-Suburban High Need Districts, and 22.5 in Rural High Need Districts. In Low N/RC Districts, about one in nine was placed in the more restrictive setting and more than one-half of students (61.4 percent) spent less than 21 percent of their time outside the general-education classroom.

NYSAP Performance

Students with disabilities at the elementary and middle levels who are not assigned to the NYSAA by the local committee on special education must participate in the New York State Assessment Program (NYSAP).

In all district categories, a majority of tested students with disabilities scored at Level 2 or above on both elementary-level assessments in the NYSAP (Table 4.21). Statewide, students with disabilities were almost twice as likely to score at Level 3 or above on the elementary-level mathematics assessment (47.8 percent) as on the elementary-level ELA assessment (22.6 percent). Students in Low-Need Districts were nearly three times as likely as students in High-Need Districts to score at Level 3 or above on the elementary-level ELA assessment and substantially more likely to do so on the elementary-level mathematics assessment. In the highest performing category, Low-Need Districts, only one in five students with disabilities scored at Level 3 or above on the middle-level ELA assessment. In all N/RC categories, students with disabilities were about twice as likely to score at Level 3 or above in mathematics as in ELA.

TABLE 4.21

NUMBER OF STUDENTS WITH DISABILITIES TESTED AND PERCENT SCORING AT OR ABOVE LEVELS 2 AND 3 BY NEED/RESOURCE CAPACITY CATEGORY NEW YORK STATE ASSESSMENT PROGRAM

PAGE 142

Students with disabilities, like general-education students, had more difficulty with the middle- than the elementary-level assessments. The majority of students with disabilities in all district categories except the Big 5 scored at Level 2 or higher on the middle-level ELA and mathematics assessment.

As with students in general education, the patterns of performance in each N/RC category and on each test were consistent and parallel; the Low N/RC Districts had the highest percentages scoring at or above Level 2 and Level 3; the High N/RC Districts had the lowest percentages.

Cohort Performance on Regents English and Mathematics

Two benchmarks of progress toward meeting higher standards are the percentages of students with disabilities who have demonstrated proficiency in English language arts by passing the Regents examination in comprehensive English and proficiency in mathematics by passing a Regents mathematics examination by the end of their fourth year of high school. In the Low N/RC Districts, 76 percent of students with disabilities in the 1999 cohort had fulfilled the minimum English requirement by scoring 55 or higher and 69 percent had achieved the minimum mathematics requirement. Sixty-four percent of students with disabilities had scored 65 or higher on the Regents examination in comprehensive English; 60 percent had done so on a Regents mathematics examination. In each of the other N/RC categories, the percentages were smaller. In New York City, one in eleven students with disabilities in the 1999 cohort scored 65 or higher on the mathematics Regents examinations; in English, fewer than one in seven did so (Table 4.22).

TABLE 4.22

PERCENTAGE OF STUDENTS WITH DISABILITIES IN THE 1999 COHORT SCORING 55-100 AND 65-100 ON REGENTS EXAMINATIONS IN ENGLISH AND MATHEMATICS BY NEED/RESOURCE CAPACITY CATEGORY

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High School Completions and Dropouts

In 2002–03, 16,875 students with disabilities earned high school diplomas, certificates, or equivalency diplomas and 408 students reached age 21 (when entitlement to public education ends) (Table 4.23). In public schools statewide, the majority of these students succeeded in meeting graduation requirements: 14.0 percent earned Regents diplomas and 53.4 percent earned local diplomas. An additional 3.7 percent earned high school equivalency diplomas. The remainder of these students (28.9 percent) earned IEP diplomas or special certificates, signifying completion of at least 12 or 13 years of school beyond kindergarten and accomplishment of the goals established in their last IEP.

TABLE 4.23

CREDENTIALS EARNED BY PUBLIC HIGH SCHOOL COMPLETERS WITH DISABILITIES BY NEED/RESOURCE CAPACITY CATEGORY

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High school completers with disabilities in the Big 5 districts and in other High N/RC Districts were less likely than those in Average or Low N/RC Districts to earn Regents or local diplomas. About 89.9 percent of high school completers with disabilities in Low N/RC Districts achieved this goal, compared with 47.9 percent in New York City and 54.4 percent in the Large City Districts.

An additional 9,338 students with disabilities left school without completing diploma or certificate requirements in 2002–03 (Table 4.24). Because some students with disabilities are in ungraded classes, dropout rates for students with disabilities cannot be computed in the same way that the overall dropout rate is computed; that is, by comparing the number of dropouts with the enrollment in grades 9–12 plus the portion of the grades 7–12 ungraded enrollment attributed to grades 9–12. Instead, to calculate the dropout rate, the number of students with disabilities who dropped out is compared with the number of students with disabilities in the comparable age group, 14 to 21.

TABLE 4.24

NUMBER AND PERCENT OF STUDENTS WITH DISABILITIES WHO LEFT PUBLIC SECONDARY SCHOOLS WITHOUT COMPLETING REQUIREMENTS BY NEED/RESOURCE CAPACITY CATEGORY

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Using this procedure, the dropout rate for students with disabilities in public schools statewide was 6.7 percent in 2002–03 compared with 6.0 percent in 2001–02. The dropout rate for all students (with and without disabilities) was 3.8 percent in 2000–01, 5.7 percent in 2001–02, and 4.6 percent in 2002–03 (Table 4.17).

Table 4.20
Number of Public School Students with Disabilities and Percent in
Each Placement by Need/Resource Capacity Category
New York State
December 2002

Need/Resource Capacity Category	Number of Students (Age 6–21)	Percent of Time Spent Outside the Classroom in Public School Buildings			Separate Education Settings
		Less than 21 Percent	21 to 60 Percent	More Than 60 Percent	
High N/RC Districts:					
New York City	137,154	47.0%	2.4%	41.4%	9.2%
Large City Districts	23,256	53.0	23.1	18.7	5.2
Urban-Suburban	35,579	44.0	16.9	31.2	7.9
Rural	26,430	53.5	22.0	22.5	2.1
Average N/RC Districts	111,376	56.7	20.3	18.3	4.7
Low N/RC Districts	46,602	61.4	21.4	11.2	6.0
Total State Excluding the Big 5	219,987	55.2	20.2	19.4	5.2
Total Public	380,397	52.1%	14.0%	27.3%	6.6%

Note: The data include students in school-age programs (ages 6 through 21) who were the responsibility of public school district committees on special education. Data are not included for students enrolled in State-agency operated programs or students with disabilities who are placed by the local Social Services, districts, the courts, or other State agencies (Article 81 placements).

Table 4.21
Number of Students with Disabilities Tested and Percent Scoring
at or above Levels 2 and 3 by Need/Resource Capacity Category
New York State Assessment Program
2002-03

Need/Resource Capacity Category	Elementary-Level ELA			Middle-Level ELA			Elementary-Level Mathematics			Middle-Level Mathematics			
	Number Tested	At or Above		Number Tested	At or Above		Number Tested	At or Above		Number Tested	At or Above		
		Level 2	Level 3		Level 2	Level 3		Level 2	Level 3		Level 2	Level 3	
High N/RC Districts													
New York City	9,907	62.1%	15.2%	10,289	48.1%	3.5%	10,135	67.1%	31.8%	10,174	30.9%	5.0%	
Large City Districts	1,661	65.2	17.4	1,801	47.3	3.5	1,811	78.6	41.6	1,772	42.3	10.7	
Urban/Suburban	2,241	69.5	18.9	2,630	58.4	7.1	2,345	81.1	47.2	2,586	51.8	15.8	
Rural	1,805	66.1	15.4	2,207	59.3	5.3	1,844	83.1	47.0	2,201	54.0	15.7	
Average N/RC Districts	7,542	78.0	26.1	9,512	70.5	9.1	7,622	88.8	57.8	9,433	63.1	20.7	
Low N/RC Districts	3,335	90.2	45.7	3,702	87.2	20.9	3,369	95.2	77.3	3,722	81.2	40.6	
Total Public*	26,583	71.3%	22.6%	30,172	61.6%	7.9%	27,216	79.8%	47.8%	29,921	51.5%	16.4%	

*Total Public includes data for Charter Schools, which are not included in N/RC categories.

Table 4.22
Percentage of Students with Disabilities in the 1999 Cohort
Scoring 55–100 and 65–100 on Regents Examinations in English and Mathematics
by Need/Resource Capacity Category
June 2003

Need/Resource Category	1999 Cohort Enrollment	Regents English		Regents Mathematics	
		Percent 55–100	Percent 65–100	Percent 55–100	Percent 65–100
High N/RC Districts					
New York City	3,621	31%	15%	18%	9%
Large City Districts	832	32	16	15	11
Urban Suburban	1,576	33	22	25	18
Rural	1,423	42	27	35	27
Average N/RC	6,432	54	38	45	36
Low N/RC	2,982	76	64	69	60
Total Public*	16,878	49%	34%	39%	31%

*Total Public includes data for Charter Schools, which are not included in N/RC categories.

Table 4.23
Credentials Earned by Public High School Completers with Disabilities
by Need/Resource Capacity Category
New York State
June 2003

Location	Reason For Leaving									
	Regents-Endorsed Local Diploma		Local Diploma		IEP or Special Certificate		High School Equivalency Diploma		Total*	Reached Maximum Age
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Number
High N/RC Districts	82	2.2%	1,723	45.7%	1,840	48.8%	124	3.3%	3,769	160
New York City	17	2.7	327	51.7	288	45.5	1	0.2	633	11
Large City Districts	110	7.6	704	48.5	569	39.2	70	4.8	1,453	21
Urban/Suburban	157	10.3	712	46.9	557	36.7	91	6.0	1,517	25
Average N/RC Districts	1,109	16.8	3,821	58.0	1,389	21.1	271	4.1	6,590	124
Low N/RC Districts	889	30.5	1,730	59.4	227	7.8	67	2.3	2,913	67
Total Public	2,364	14.0%	9,017	53.4%	4,870	28.9%	624	3.7%	16,875	408

* Total number of completers does not include students who reached maximum age.

Table 4.24
Number and Percent of Students with Disabilities
Who Left Public Secondary Schools without Completing Requirements
by Need/Resource Capacity Category
New York State¹
2002–03

Location	Number of Dropouts	Dropout Rate ²
High N/RC Districts		
New York City	4,741	9.6%
Large City Districts	528	6.5
Urban/Suburban	763	5.7
Rural	790	7.1
Average N/RC Districts	2,156	4.8
Low N/RC Districts	360	2.1
Total Public	9,338	6.7%

¹Data do not include students with disabilities in State-agency programs or placed in approved private schools pursuant to Article 81.

²Dropout rate is the number of students with disabilities who dropped out between 7/1/02 and 6/30/03 or were reported as “moved, not known to be continuing,” divided by the 12/3/02 enrollment of students with disabilities, ages 14–21. Previous editions of this publication did not include “moved, not known to be continuing” in this calculation.

? Policy Questions

- ? How can the State change its method of financing public schools to bring about greater equity in resources among districts and taxpayers?
- ? What would constitute fiscal equity among school districts and how should it be measured?
- ? What can the State do to encourage individuals to obtain certification in subject areas that are underrepresented? What can the State do to attract certified highly qualified teachers to localities where there are shortages?
- ? How can better qualified teachers and administrators be attracted to low-performing schools?
- ? How can instructional technology be used to broaden the curriculum in rural schools?
- ? What can the State do to close the performance gap among districts with different levels of student need?
- ? What policy and program changes are needed to increase the likelihood that insufficiently prepared students will succeed in Regents-level courses?
- ? What new policies and programs are needed to improve attendance in low-performing schools?
- ? How can we provide students in rural schools with the opportunity to pursue advanced secondary and college-level courses? How do we improve their access to postsecondary education?