

Handwritten notes in Urdu:
میں نے اس کا خلاصہ لکھا ہے
جو اس کے لیے
میں نے اس کے لیے
میں نے اس کے لیے

79

Handwritten notes:
Commitment
among the
on it

EXECUTIVE SUMMARY

In March 1991, New York State's Board of Regents adopted a comprehensive strategy for improving public elementary, middle, and secondary education, A New Compact for Learning. The Compact contains a commitment to eliminate the serious educational inequities in the State. This commitment covers inputs, where inequities have been documented for decades, and outcomes that represent the results of the educational system. To provide advice to the Commissioner of Education and the Board of Regents on approaches and policies to eliminate outcome inequities, the Commissioner appointed the Equity Study Group for Elementary, Middle and Secondary Education.

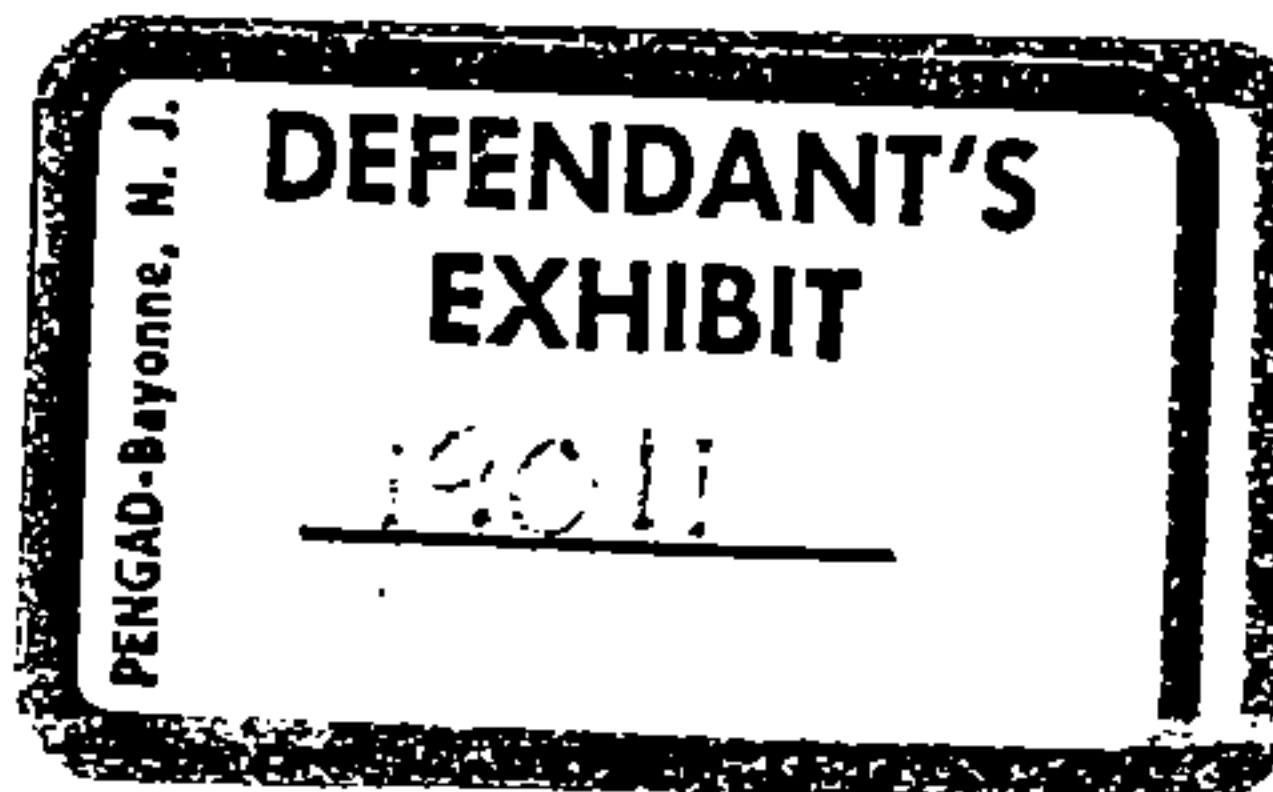
VI

VII
#12
IX

As stated in the charge to the Equity Study Group:

Despite efforts to promote equity in elementary, middle, and secondary education across New York State, major disparities in educational performance persist among students of different geographic areas, community types, and racial/ethnic or socioeconomic backgrounds. It is a basic principle of the New Compact for Learning that every child is entitled to the resources necessary to achieve the sound, basic education which the State Constitution requires. The well-documented pattern of underachievement, especially for many poor and minority youngsters, constitutes a broad, collective failure in our education system. The task of the Equity Study Group is to investigate whether the allocation of resources within the system contributes to this failure, and if it does, to advise the Regents as to how they can help bring about a more equitable allocation and improved learning results.

One starting point for the Study Group is the inequitable distribution of educational resources which are documented in the work of the Study Group in terms of (1) the large spending disparities, (2) spending determined by district ability to pay, and (3) disparities in class sizes, teacher characteristics, and technology. These inequities are consistent across the State and



SED 705125

persistent across time.

A second starting point for the Study Group is stated in the Compact as follows:

Students of both genders and all socioeconomic and racial/ethnic backgrounds will show similar achievement on State assessment measures. (Page 3)

Measures of educational achievement in New York State have long displayed a pattern of inequity. Where there are concentrations of children living in poverty, achievement is lower. A greater proportion of racial and ethnic minorities tend to live in poverty. (In New York State in 1989-90, one-quarter of public schools with more than 80 percent minority enrollment also had more than 60 percent of students' families on public assistance. Among public schools where minorities constituted less than 20 percent of enrollment, less than one percent of families receive public assistance.) There is a significant gap in achievement between socioeconomic haves and have-nots and between members of majority and minority groups. (Page 17)

These two starting points are brought together by the following statement in the Compact:

It is not enough to provide all children with equal resources at the beginning points of learning. The New Compact is about results, not inputs. To achieve equity of results, children with greater needs require greater resources. Although adequate resources are not, in themselves, sufficient to bring about equity in educational results, they are a necessary means to an end. Obviously, some children will continue to outperform others in varying ways. (The goal is equity, not equivalence.) But to the extent possible the disparities in achievement should arise from talent and industry, not from race or social class. And all children should be helped to achieve at a high level which enables them to function effectively in our society. (Page 18)

The specific issues that surround the concept of outcome equity are not addressed in the Compact, and they are the subject of this Study Group. On January 30, 1992, Thomas Sobol, New York State Commissioner of Education, presented to the New York State Board of Regents the charge for the Equity Study Group and named

its chair. During the next several months, a process for the study group was developed and its members selected.

Historically most approaches to improving equity in education have focused exclusively on inputs. Because the Compact stresses the elimination of outcome inequities, this Study Group is taking a broader view of educational equity that encompasses both inputs and outcomes. Rather than focusing only on inputs, this Study Group has considered the following interrelated questions:

- First, can we develop definitions of educational outcomes and outcome equity?
- Second, can we identify the alternative policies and programs that are aimed at redressing outcome inequities?
- Third, what actions are needed to allocate resources to support policies and programs that produce outcome equity?

Or putting the three questions in slightly different form, the Compact creates a new basis on which to evaluate equity. By articulating equity of student outcomes, expectations are set for the kinds of learning opportunities that schools must provide. These learning opportunities constitute an entitlement for students that should be available to all students in the State. The State is responsible to fund educational programs in all schools and districts that enables the offering of the kinds of learning opportunities anticipated by the standards. By answering the three questions and addressing these issues, the Study Group has developed a portfolio of recommendations that respond to the charge.

The Study Group met for the first time on May 7 and 8, 1992

for a preliminary assessment of these three issues and to reach agreement on its future work. At the conclusion of the May meeting, all Study Group members agreed to prepare papers that address different aspects of the three central questions. These papers were circulated to the Study Group in draft form prior to the October meeting of the Study Group. The Study Group met on October 8 and 9, 1992 and, through its papers and discussion, reexamined the three central questions.

The final product of the Study Group consists of the papers prepared by the Study Group members and this final report which summarizes the major points taken from the papers and meetings. For each of the three questions, the Study Group developed a portfolio of findings and recommendations.

For the first question -- can we develop definitions of educational outcomes and outcome equity? -- the Study Group concluded the following:

1. It is feasible, if challenging, to define outcome equity and measurable outcomes.
2. Outcome measures for children should focus on the whole child -- including cognitive, physical (health), affective, and social/civic domains -- and should consider as well children's home and community context.
3. Outcome measures for children should take a broad perspective that embraces the entire family and incorporates child care, health care, and other social services that enhance a child's ability to learn.
4. The approach to measuring children's outcomes should be developmental, recognizing the time horizon in learning and what can be expected and should be emphasized at key points in the natural process of children's growth.
5. Outcome measures that incorporate these principles will be broadly defined. Two different and mutually supportive

frameworks are described by the Study Group. The first, from the paper by Edmund Gordon and Carol Bonilla-Bowman, presents four categories of outcomes: self-knowledge and values, critical communication facilities and technical literacies, knowledge structures, and effective problem solving. The second, proposed by Edward Zigler, also has four categories: (1) health; (2) cognitive including problem solving and higher level skills; (3) achievement in specific content areas such as science and math; and (4) social and emotional factors, for example self image and expectancy of success. The review and measures presented by Janet Levy provide examples of concrete indicators for many of these outcomes.

6. The State can and should specify an outcome-based entitlement for all children. Such an entitlement can be used to define outcome equity as follows: differences in broadly defined outcomes should not be related to social distinctions such as race, class, ethnicity, and gender.

7. To assess the outcome objectives specified in the Compact, outcome-based entitlements should be defined and measured at the school level.

8. From a state-level policy perspective, outcomes should be used constructively; responses to low outcomes should never penalize children.

9. The measurement of some outcomes, but not others, will lead to an emphasis on the outcomes that are measured. Unsound practices that attempt to increase performance on imperfectly measured outcomes should be discouraged.

10. For broadly defined outcome measurement at the state, district, and school levels, sampling strategies may be effective.

11. School level outcome standards should be set at high levels. For the 21st century, educational outcomes must go beyond minimum competency. Outcome measurement at the school-level should encompass levels and progress.

12. Locally-determined outcomes and standards should be used in conjunction with those developed at the state-level.

13. While outcome measurement is critical, as will be shown in the following two sections of this report, there is still a need for measures of educational inputs and practice.

For the second question -- can we identify the alternative policies and programs that are aimed at redressing outcome

*Why not
outcome?*

inequities? -- the conclusions of the Study Group are as follows:

1. An essential requirement for outcome equity is equity of material and human resources. Equity is not equality, but instead resources should be matched to needs--in education finance terms this is reflected in the principle of vertical equity. Differential resources may be necessary to meet different needs, but the resource needs are not correlated with resource availability. Equity will require a rearrangement of resource distribution and use, and should encourage local decision making.
2. Among the foremost human resources is a highly competent, motivated teaching force with accessible and well-developed professional development opportunities that include a diagnostic component. Teachers (as well as parents and administrators) need to have the firmly-held belief that all children can learn. The concept of professional responsibility is a powerful force in education. Parents and children are critical human resources, as well, and maximum advantage should be taken of those resources, for example through effective parental involvement programs and race and class integration.
3. Through a participative, democratic process, schools should define a set of clear objectives that focus on outcomes. School goals should be more than the sum of individual goals. Teachers should be challenged to design schools where they would want their own children to attend. This school-based outcome specification should be consistent with State outcome standards and measures.
4. School structure should stress the personalization, continuity and flexibility of the adult-child interaction. Adult-child ratios need to be raised, especially in the classroom. Each child needs sustained, longer term relationships with adults in the school system.
5. Education policies and practices for students, teachers, administrators, and parents should follow the principle of inclusion at the district, school, classroom, and program levels. The education process should build on students' strengths. The organization and delivery of education services should not be based on social divisions such as class, gender, race, and ethnicity.
6. Through a delicate balance, teachers need to have substantial control over professional practices while simultaneously establishing partnerships with parents. Teachers and parents together need to marshal the available resources for the education of the child.
7. Learning and teaching must be interactive with ongoing

*course
of
where
as
admin
ff?*

assessment and adaptation to meet students' needs. Student rights must be maintained and students and teachers should be treated with respect and dignity. Learning and teaching includes both behavioral and affective relationships between teachers and students.

8. Education must extend well-beyond the traditional boundaries of the school to include the family, health, child care, and other social services. Schools as organizations and facilities need to extend in developmentally appropriate ways beyond the hours of 8:30 a.m. to 3:00 p.m. for 180 days to after school, weekend, summer, and before school programs for children beginning well before kindergarten. Interventions that begin well-before kindergarten such as pre-natal health and Head Start have proven to be effective.

9. Accountability should encourage diagnosis, improvement, and self-assessment. Accountability needs to be connected to effective technical assistance.

10. The curriculum should be rich and challenging, developmentally appropriate, stress higher order thinking and problem solving, and encompass the many elements of diversity and multiculturalism. Schools must be adaptable entities where change is part of the culture. The curriculum should encourage both student and teacher innovation.

11. Standards and outcome measures need to be reliable, valid, and appropriate. The outcome measures that assess these standards need to take a longitudinal view of individual student growth and should not overemphasize standardized tests. The affective dimensions of outcomes should not be underemphasized.

12. Decision making at the school-level should be supported and encouraged including the areas of governance, curriculum, personnel, and budget.

13. Evaluation and assessment must be an integral part of the education process. We need to know what we are doing, why some things work and others do not, and the steps for improvement.

14. A top-down, regulatory approach to improve outcomes will not be successful. There is an important role for state government in areas such as technical assistance, teacher certification, and accountability, but it needs to be crafted carefully to avoid the failures associated with programs such as special education.

15. Teachers, administrators, parents, and students respond to incentives and in effective programs these incentives are tied to the attainment of agreed-upon outcomes. Non-monetary incentives for high performance include the professional recognition of accomplishments and the positive sense of success.

all leave this to local level
re: [unclear]

16. Schools which incorporate the features identified by the Study Group require creative and adaptable leadership that is substantially less authoritarian than the norm. The school principal or another school leader needs to be able to guide the change process inside and outside the school.

17. Beyond the features of effective programs, the papers identified specific examples of effective programs for low income and minority youth including Head Start, the Macy High School Program, Accelerated Schools, and Schools of the 21st Century. These demonstrate that resources can be used effectively to reduce inequities in outcomes.

There is one additional conclusion from the Study Group that embraces many of the individual findings on successful programs. In the schools where outcomes have been improved for low income and minority youth, the development of effective teaching and learning has been accompanied by a comprehensive approach to cultural change that requires a set of beliefs in the mission of education for at-risk children. Moreover, when that belief is widely shared among teachers, parents, administrators, students and community members, many actions and results that once were considered impossible become possible. Such a belief system is a powerful force when it exists, and the spreading of that belief system must be a part of any agenda for change that leads to outcome equity.

For the third question -- what actions are needed to allocate resources to support policies and programs that produce outcome equity? -- the Study Group recommended the following:

1. Resource equity is a necessary but not sufficient condition to reduce outcome inequities.
2. In New York State today, school districts are confronted by a multitude of separate state and federal aid programs, each with its own set of fiscal and program compliance features, that as a group are not likely to encourage the actions necessary to reduce

*Contradict
ix*

the serious outcome inequities.

3. The large number of current resource distribution mechanisms in New York State should be reduced significantly from the over fifty state programs and the new programs should focus more directly on outcomes.

4. Current funding programs designed to serve children at-risk are flawed when they are based directly on low outcome levels. If the resources are used effectively to improve low outcomes, the amount of aid is reduced even if the causes of the low outcomes such as the conditions surrounding poverty are unchanged. The remedy is to tie the aid more directly to the "risk" indicators, for example poverty.

5. A three component approach that includes finance, accountability, and the state role has the potential focus state efforts to reduce outcome inequities.

what happened to local role?

Finance

6. The state should allocate resources so that state and local education funding for a basic entitlement does not depend on ability to pay. The current system is inequitable because districts with higher ability to pay have access to higher levels of state and local resources.

why not outcomes?

7. To produce outcome equity, a finance system should be based on differential student need. For many students, socio-economic conditions outside of the home translate into a larger burden for the education system which requires additional resources. Moreover, concentrations of poor socio-economic conditions disproportionately increases resource requirements.

reduction in # of dists

8. The following features of a state financing system are consistent with the findings of the study Group: a substantial reduction in the number of financing programs; a middle ground between over-specificity of school processes and the absence of incentives to achieve high and equitable outcomes; funding for a basic outcome-based entitlement that takes into account differential ability to pay; a funding system for special needs where districts are presented with funding for a portfolio of approaches and practices to achieve outcome equity; and a funding system that accomplishes integration of financing streams for child and family services including health, child care, and social services.

ENR

interagency #

9. To permit local discretion and encourage local initiatives, the State may include a "matching" component in its financing system in which local funds are matched by state funds and the matching rate is higher for lower ability to pay school districts.

sherry ratio

10. The Study Group identified several "middle ground" approaches that are candidates for broader implementation and can be encouraged with funding. One proposal, consistent with the principles of starting early, educating the whole child, and integrating services, is to expand the Head Start approach to kindergarten through third grade by reprogramming federal Chapter 1 funding. Other approaches include programs such as the Macy High School Program, Accelerated Schools, and the School of the 21st Century. The work of other education reformers including Deborah Meyer, Ted Sizer, and James Comer are additional examples. Note that these approaches are neither magic bullets nor panaceas. They are examples where the school community assess their practices and needs of their students, engage in staff development, rethink curriculum and school organization, involve parents, etc.

Accountability

11. A direct link between funding and outcomes, for example, more dollars for higher outcomes, is not desirable. In the absence of a direct link, there is a need for an accountability system, focused at the school-level and on broadly defined outcomes. It should include performance level and progress standards, and measures of school practices.

12. The accountability system should be useful at the state level for monitoring and reporting to the public, and for the design of state policies; at the district level for public reporting, design of district policies, and for triggering state assistance; and at school levels for assisting self assessment, diagnosis, and planning, and for triggering district and state assistance. The accountability system should encourage the development of local outcomes and standards to be used in conjunction with state measures.

State Role

13. The State has an important role to play in achieving outcome equity. Developing statewide leadership and policies for effective education, for example for a professionalized teaching force; insuring an equitable distribution of resources; developing and implementing a state-wide, school-level accountability system; providing effective technical assistance; and developing a mechanism to correct extreme failure are among the important State roles.

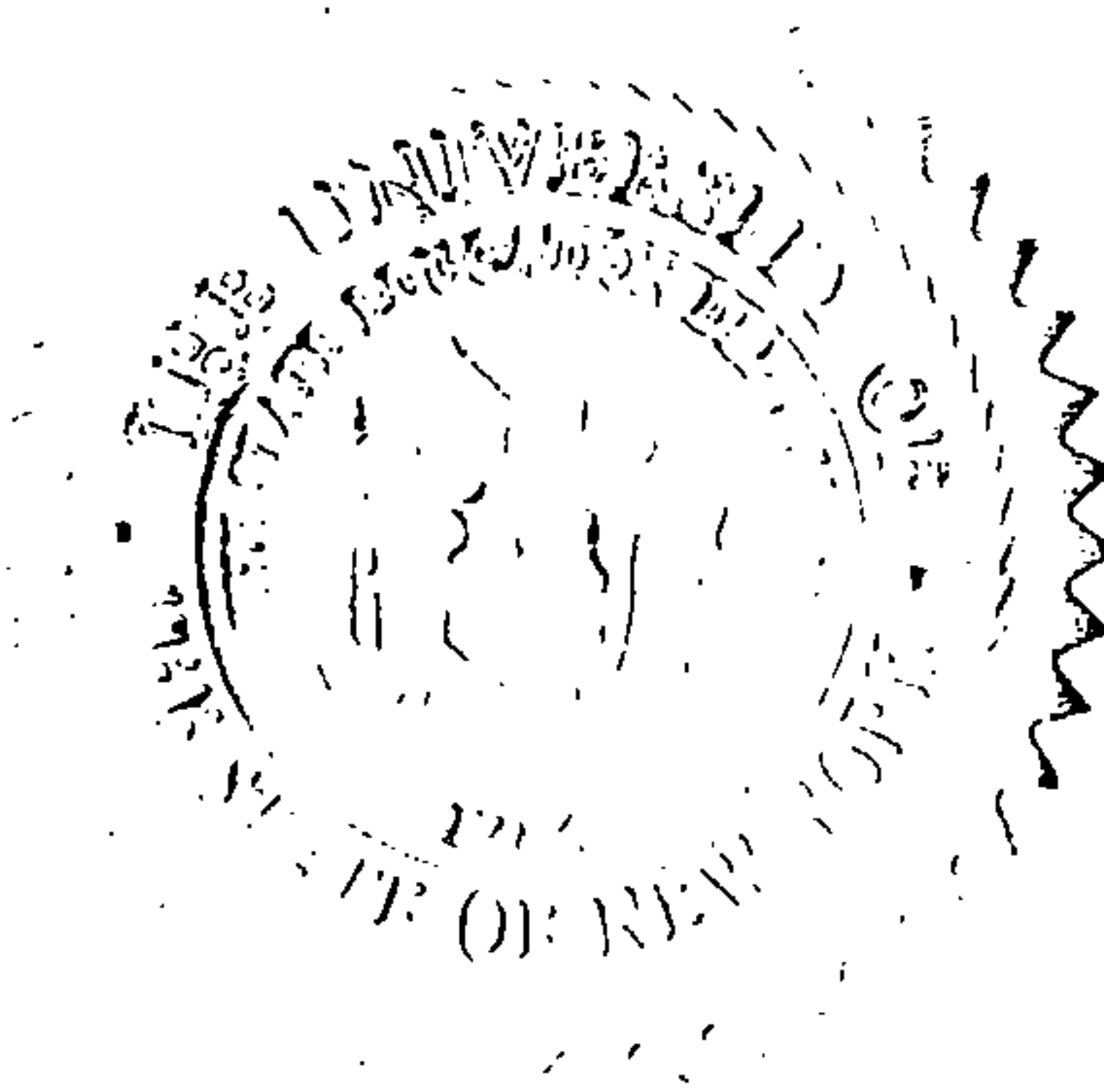
14. For a state government to develop an effective accountability system, the State itself must be accountable. A component of the State's accountability system should assess the performance of the State's roles including the equitable distribution of resources. Consideration should be given to the judicial system's role in enforcing the entitlements created by the

State's outcome-based measures.

There is much optimism in the findings of the Study Group. Despite serious input and outcome inequities in New York (and the nation), effective interventions are available to eliminate them. With improved outcome measurement, effective distribution and use of resources, and State leadership, the implementation of the Compact will place the State at the forefront of education reform as we enter the 21st century.

CERTIFICATION

Deborah Cunningham, being duly sworn this 24 day of April 2000, states that she is employed by the New York State Education Department ("SED") as Associate in School Financial Aid; that she has been delegated the responsibility of certifying this business record of SED; that she has compared the 11 page document labeled Defendant's Exhibit 19011 on which this certification appears to^{be} the original of such record and has determined that it is a complete and accurate copy; that the document was made in the ordinary course of business of SED; that it was the regular course of SED's business to produce such a document; and that the document was created at or about the time of the events referred to in the document.



Deborah Cunningham
 Deborah Cunningham