POLICY BRIEF — NEW YORK STATE SCHOOL FINANCE

Foundation Aid at 20

The Need for Cost-Based Reform

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November 9, 2026

Prepared for policymakers, advocates, and researchers examining the adequacy of New York's Foundation Aid formula — with particular attention to the state's small city school districts.

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Executive Summary

This brief includes three major sections leading to one major conclusion: now is the time for the State of New York to invest in a complete overhaul or substantial recalibration of the Foundation Aid formula, in order to provide all children with equal educational opportunity to attain a sound basic education.

The first sections of this brief explain that the current Foundation Aid formula was lacking in rigorous empirical basis from its outset, and that incremental changes to that formula over time have continued to deprive children of a sound basic education:

- The base figure is the only figure with any empirical basis — and that basis is suspect, including only general education instructional spending and using a largely discredited "successful districts" average (of the lower half) calculation. That calculation, for all its flaws, has not been updated.
- The base constitutes 40 to 42% of the sound basic funding calculation, which means that as much as 60% of that calculation depends on multipliers for which there is little or no empirical basis.
- Updates to Foundation Aid have been small and incremental and have failed to solve the shortcomings of the formula.

Applying updates to base calculations (2015 to 2027) reveals that recent adjustments have failed to keep up with "costs:"

- The state's failure to appropriately recalibrate Foundation Aid has left districts far behind the formula's own implicit adequacy (sound basic funding) goals — by roughly $7,000 to $11,000 per pupil by 2027.

Applying more empirically rigorous methods to comprehensive spending and outcome measures:

- Preliminary cost model estimates suggest that high-need districts spend well less than needed to achieve even current average outcomes — a relatively low standard.
- Most small city schools and districts fall into the category of lacking sufficient funding to achieve even the lower outcome goal of current state average outcomes on a comprehensive measure of student outcomes.
- On average, small city school districts spend only 85% of what would be needed to achieve current state average outcomes.
- On average, small city school districts spend only 62% of what would be needed to achieve the higher outcome standard estimated herein.

The state should commission a thorough analysis of the costs of providing a sound basic education in the FY 2028 budget to inform an overhaul or replacement of the formula for FY 2029.

Introduction

New York's Foundation Aid formula was adopted in 2007 to remedy constitutional inadequacies in public school funding. Here, I break down the components of that formula and their relation to providing all children with a sound basic education. Like each state's school finance formula, the New York Foundation Aid formula includes many cryptic acronyms and obtuse terms for its various elements, which are then folded into a series of complex calculations. The goal, though, is straightforward: to ensure that every school and district statewide has sufficient funding to provide the children under their watch with adequate educational programs and

services to meet children's needs for future economic participation and civic engagement in a modern, global society.

Like many state school finance formulas, Foundation Aid recognizes that children from different backgrounds — including economic disadvantage, language barriers, and cognitive and physical disabilities — face different challenges, for which the costs of providing equal opportunity toward achieving common outcomes varies from one child and one location to the next. That is part one of what complicates the calculations. The second part is that every local public school district has a different ability to raise revenue toward the goal of providing a sound basic education, requiring that the state determine how much each local community should raise and how much the state should contribute toward full funding.

The amount of funding that is presumptively the Sound Basic Funding amount is referred to as the Adjusted Foundation Amount (to be reached with both state and local funds). To be clear, the formula is only as good as the determination of that amount — whether that amount actually provides what is needed — which depends on whether the various underlying elements of the formula are rationally calibrated for today's children, educational contexts, and goals. So let's break it down. As noted, the adjusted foundation amount is presumptively the Sound Basic Funding amount.

$$Adj.\ Foundation\ Amount = Sound\ Basic\ Funding$$

That amount is arrived at by taking a Base Cost per Pupil figure and multiplying it by (a) an index of pupil need differences across districts (PNI), (b) an index of differences in regional labor costs (Regional Cost Index) from one location to another in the state, and (c) additional adjustments for children in summer school and children with disabilities, to construct a Total Aidable Foundation Pupil Units (TAFPU) count of actual kids plus the additional weights (seemingly an afterthought that could otherwise have been included in the PNI). Multiplied across:

$$Base \times PNI \times RCI \times TAFPU \approx Sound\ Basic\ Funding$$

Whether this calculation actually leads to sound basic funding depends on the rationality — here and now — of each part of this equation. Because these parts are multiplied by each other, rather than added, any shortcoming in any one feature has a ripple effect throughout. Let's start with the Base figure. What is that Base figure intended to represent? How was it determined? And how does it work here and now to generate current levels of funding?

The Base figure is presumably the spending level needed, per child, to provide a sound basic education, assuming that child has no additional needs as represented in either the PNI or TAFPU (not from a low-income family, fluent in English, not in a sparsely populated district, without disabilities, and not attending summer school) and that the child's school is in the state's lowest-cost labor market. To determine that amount for the original Foundation Aid formula, the state identified a set of school districts that met performance benchmarks ("successful districts") of the time (mid-2000s).

The state decided that this "base" figure should be based on the General Education Instructional Expense (GEIE) per child, specifically for "successful" school districts that were also deemed "efficient" (in the lower half of spending among "successful" districts). Notably, even back then, this method had been repeatedly discredited for determining education costs and had been identified as easily politically manipulated. Nonetheless, the New York Assembly and Governor were given a pass by the courts at that time. General Education Instructional Expense (GEIE) was determined by first taking Instructional Expenditures and subtracting Special Education Instructional spending:

$$GEIE = IE - SEIE$$

Next, for each district, student-need-related costs and regional cost differences are removed from GEIE by dividing by RCI and PNI:

$$Deflated\ GEIE = GEIE / PNI / RCI$$

Finally, to determine the Base cost, we look at the average Deflated GEIE for the "successful" "efficient" school districts. This presumably yields the average general instructional expense needed to achieve success efficiently, for children with no additional needs, in the baseline labor market. When multiplied by PNI, RCI, and TAFPU for each district, it yields a sound basic education funding target — but only if:

- Instructional spending is all a district needs to operate its programs and services;
- The PNI and RCI are based on thorough analyses of costs and cost differences to achieve the desired outcomes (since they have been peeled off, to be added back in); and
- The special education spending subtracted to get GEIE is subsequently made whole when we go back and multiply by TAFPU.

None of these conditions are met. As this brief will discuss:

- Instructional spending typically constitutes about 65% (by national accounting standards and metrics) and 75% (by New York standards and metrics) of current operating expense for local public school districts;
- No empirical analyses were ever provided to validate the weights on the components of the PNI, per the most rigorous methods of the day; and
- No empirical analyses were ever provided to validate the weights on children with disabilities included within TAFPU.

Further, year-over-year changes to the Base figure have typically been made by gubernatorial and legislative selection of consumer price inflation indices, not by updating the costs associated with achieving the ever-changing outcome goals and conditions of schooling in New York. Often, the selected inflation index used to close out budget deliberations is whichever index best meets the political and budgetary needs of the moment. By contrast, changes to the actual costs associated with achieving a sound basic education are driven by three major factors:

- Higher outcomes, more rigorous assessments, and a wider array of outcome goals cost more to achieve;
- Even to achieve comparable outcomes over time requires maintenance of a quality teacher workforce, where competitive wages for teachers typically grow faster than consumer price inflation; and
- Changes to the population of students served may also change the costs of achieving even the same outcome goals.

In the following sections, I start by providing an update on changes made to the Foundation Aid formula for FY 2027. Next, I compare Foundation Aid funding and components from 2015 to 2027 against estimates based on actual growth in instructional spending for districts identified as successful — that is, updated estimates of what the Foundation Aid formula is intended, by its original design, to fund. Finally, I introduce new evidence from education cost modeling regarding the spending needed to achieve desired outcome goals and to provide equal educational opportunity for all of New York's children to receive a sound basic education.

Foundation Aid Updates

For the past several budget cycles, the Governor and Legislature have made only incremental changes to the Foundation Aid formula. In FY 2026, the state updated the basis by which child poverty was measured as a component of the pupil need index. For FY 2027, the state made a few more incremental changes, including a new 0.12 weight for homeless and foster care students and an increased weight for English Language Learners (ELLs) from 0.53 to 0.60, along with a minimum 2% year-over-year increase for every school district. While the inclusion of weights for homeless and foster care students is a step in the right direction — specifically targeting additional funds to those districts most in need — the weights are very small compared to actual need, and the populations to which they are applied are quite small. Thus, the effects for FY 2027 are modest at best, even where concentrations of homeless and foster children are highest.

The next several figures show the long-term trends in key elements of the Foundation Aid formula. First, the pupil need index. In Figure 1, we see that, with the change in poverty measure from a decades-old census poverty measure to an annually updated (3-year average) poverty measure, the pupil need index dipped in FY 2026 for New York City and the other four districts in the Big 5. The eight select small city districts did not see the same dip, as their child poverty rates have generally increased in recent decades.

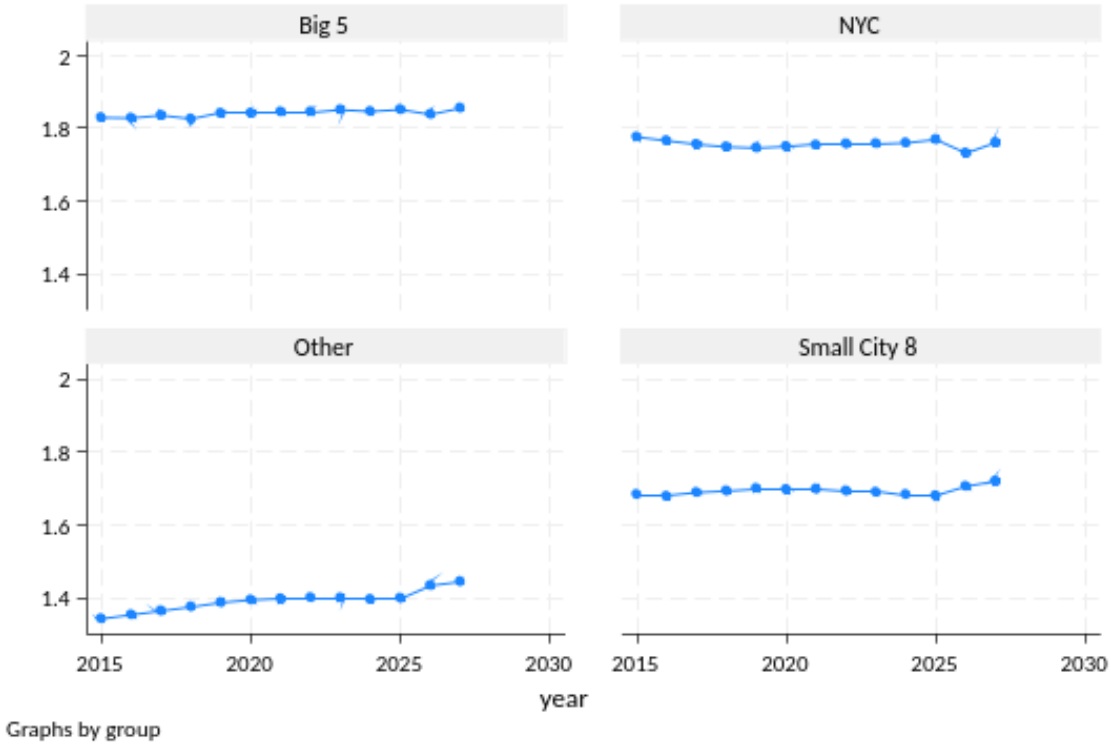


Figure 1. Pupil Need Index over Time by Group

Figure 2 provides the resulting Adjusted Foundation Aid, per Total Aidable Foundation Pupil Unit. The values tick upward slightly for FY 2027 for New York City and the other Big 5 districts, but the increase for selected small city districts is roughly the same as for FY 2026, indicating little effect from the formula changes. Adjusted Foundation Aid per TAFPU is the underlying "adequacy" (sound basic education) calculation of the Foundation Aid formula, which is then multiplied by the enrollment figure — including special education weighting — to generate the "sound basic funding" for all districts.



Figure 2. Adjusted Foundation Amount per TAFPU over Time by Group

Sound basic funding is determined by a combination of Foundation State Aid and local contributions. As such, if sound basic funding were to stay the same but the state share of that funding were reduced, state aid would fall and sound basic funding would only be reached with a commensurate increase in local revenue. In Figure 2, foundation aid per TAFPU grew more slowly in selected small city districts than in New York City or the other Big 5 districts. Figure 3 shows that the Foundation State Share has declined slightly in recent years for selected small city districts — presumably due to increased local taxable wealth relative to other districts. Foundation State Share in the four non-NYC Big 5 districts rose in prior cycles but stayed relatively flat for FY 27. New York City's Foundation State Share increased slightly for FY 27.

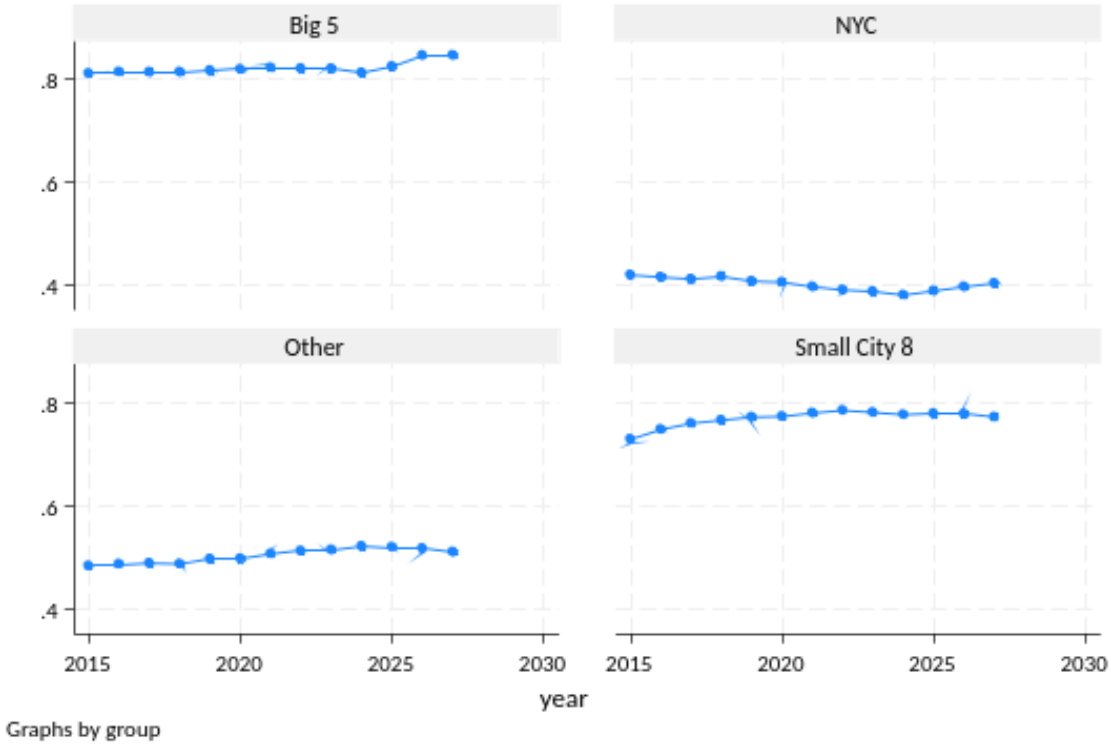


Figure 3. Foundation State Share over Time by Group

Figure 4 recreates a figure used in prior reports and presentations. The point is to show just how disconnected from reality the underlying calculations of Foundation Aid are — and have always been. The realities of school district spending have continued to diverge from the underlying elements of Foundation Aid. The following measures are included in the figure:

- Base: Underlying presumptive cost — derived from general education instructional spending (GEIE) — where general education spending excludes special education spending (SEIE);
- Foundation Aid per TAFPU: the adequacy amount to be multiplied by a weighted pupil count (including, among other elements, weights for children with disabilities);
- Adjusted Foundation per DCAADM (Duplicated Combined Adjusted Average Daily Membership): the adequacy budget, per actual enrolled pupils, which should represent adequate instructional spending per pupil, inclusive of special education pupils ([Foundation Aid per TAFPU × TAFPU] / DCAADM);
- Instructional Spending per DCAADM (IE3): instructional expenditures including fringe benefits, minus tuition, from the NYSED Fiscal Profiles; and
- Total Expenditures per DCAADM: grand total General Fund expenditures and interfund transfers, divided by DCAADM.

Working backwards, Total Expenditures per DCAADM represents the average annual cost of keeping districts up and running for the children they serve throughout the year — the all-in expenditure figure. Instructional spending is somewhat less than that (Figure 5), but a local public school district cannot fully operate on "instructional expenditures" alone. The most comprehensive measure of instructional spending (IE3) covers only 80 to 90% of total spending. The most direct, relevant comparison in Figure 4 is between the light blue line of instructional spending per DCAADM and the green dotted line of the presumptive adequate instructional budget per DCAADM calculated in the Foundation Aid formula. The green dotted line falls several thousand

dollars per pupil short of the light blue solid line — and this comparison assumes districts have equitable access to the rest of the money needed to cover non-instructional expenses (the dark blue line).

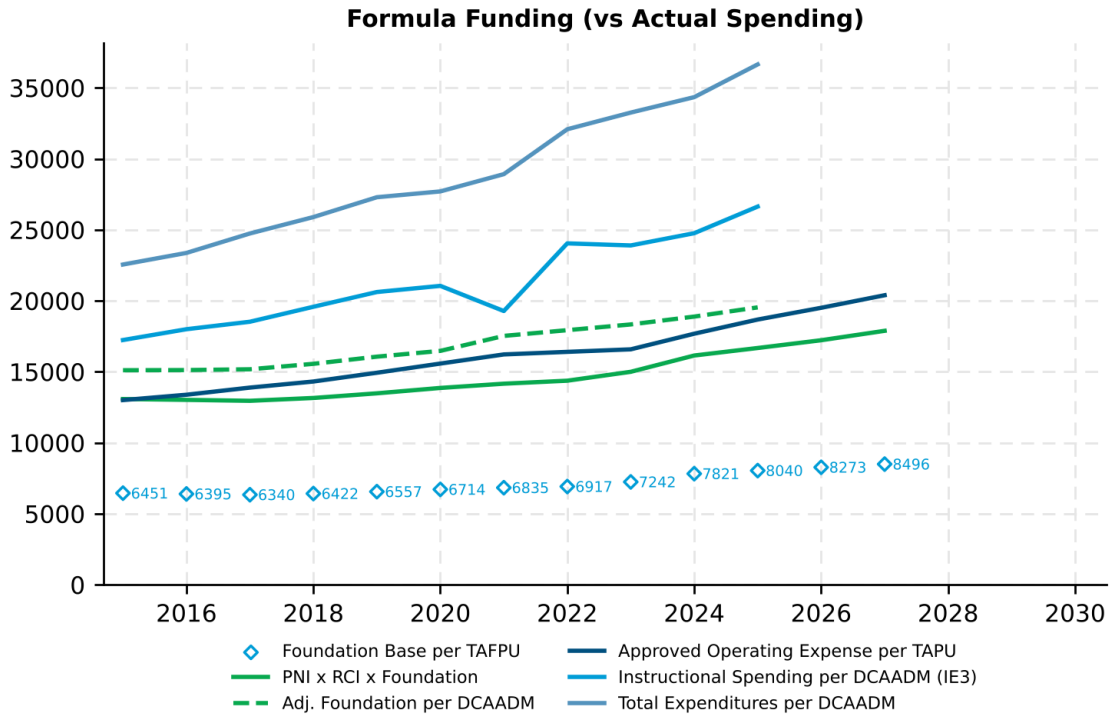


Figure 4. Foundation Aid Funding in Context

The difference between the green solid and green dotted lines reflects the additional weightings included in TAFPU (the difference between TAFPU-weighted pupils and DCAADM actual pupils). The difference between the underlying base and the green solid line reflects the effects of the Pupil Need Index and Regional Cost Index multipliers. The base figure drives the trajectory of those green lines, along with PNI, RCI, and the weights in TAFPU — but collectively those elements fail to come close to funding actual instructional spending, let alone total spending needed for district annual operations.

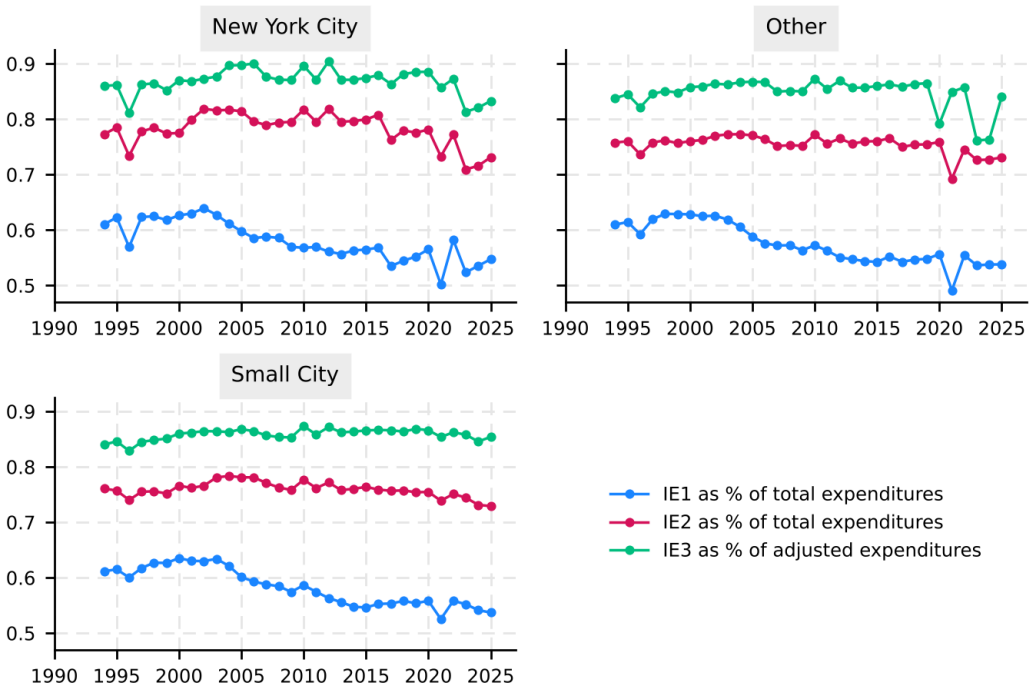


Figure 5. Instructional Spending as a Share of Total Spending (NYSED FARU, Fiscal Profiles)

Updating Base Aid

In this section I provide updated recalculations of Foundation Aid, using two different extrapolations of General Education Instructional Expenditures, derived from the IE3 measure in the state fiscal profiles (more explanation of GEIE is provided in Appendix A). The original design of the Foundation Aid formula was that updated estimates of instructional spending for "successful school districts" would guide the base funding figure in the formula. That has not happened. Here, I start in 2015. The first column of Table 1 reports the Foundation Aid formula base as adopted. For the next two columns, I take reported instructional spending and deflate it to a General Education Instructional Expense figure by removing special education and summer school (TAFPU) for each district, and then student needs (PNI) and regional costs (RCI):

$$\textit{Simulated GEIE} = (\textit{Instructional Spending} / \textit{TAFPU}) / \textit{PNI} / \textit{RCI}$$

The final step is to average this simulated GEIE using districts identified as (a) meeting success targets and (b) spending in the lower half — the simulated GEIE of "successful" and "efficient" districts. This is not the exact prior definition of GEIE as reported in the annual "Fiscal Supplements" through 2017-18; as explained in Appendix A, there is a critical disconnect between those figures and the subtraction of special education spending, versus what more accurately represents the instructional spending demands of New York school districts. The second column shows the need- and cost-adjusted "Base" using this approach, which rises to $11,567 (per TAFPU) by 2025. Removing all federal revenue (an over-adjustment, since not all of it flows through to instruction) from instructional spending, then deflating for needs and costs and averaging for successful, efficient districts, yields a base of $11,086 per TAFPU by 2025. Both are much higher than the base adopted in the Foundation Aid formula.

If instead we simply rely on the growth rate of these alternative base figures, but accept the 2015 adopted base as "adequate" for providing a sound basic education, the base would still have risen to $9,122–$9,148 per TAFPU by 2025 — that is, applying the growth in instructional spending among "successful" and "efficient" districts from 2015–2025 as our "inflation" indicator to the adopted 2015 base. Extrapolating the linear trend

from 2021–2025 to 2027, the adopted base figure — $8,496 — should be anywhere from $10,229 (inflation only, excluding all federal) to $13,190 (the complete instructional-spending figure for FY 27, for "successful districts").

Table 1. Recalculated Base Aid

year	Foundation Base[1]	SS Base using IE3[2]	SS Base using IE3 (excl. Federal)[3]	SS Base using IE3 Inflation over 2015 only[4]	SS Base using IE3 Inflation over 2015 only (excl. Federal)[4]
2015	$6,451	$8,156	$7,839	$6,451	$6,451
2016	$6,395	$8,294	$7,998	$6,560	$6,582
2017	$6,340	$8,524	$8,205	$6,742	$6,752
2018	$6,422	$8,733	$8,416	$6,907	$6,926
2019	$6,557	$8,983	$8,643	$7,105	$7,113
2020	$6,714				
2021	$6,835	$8,766	$8,356	$6,933	$6,877
2022	$6,917	$9,916	$9,129	$7,843	$7,513
2023	$7,242	$10,665	$9,746	$8,435	$8,020
2024	$7,821	$11,222	$10,391	$8,876	$8,551
2025	$8,040	$11,567	$11,086	$9,148	$9,122
2026	$8,273	$12,500	$11,758	$9,886	$9,676
2027	$8,496	$13,190	$12,430	$10,432	$10,229

[1] Data Source: State Aid Reports (DBSAD), variables: P(OP0002) 02 Adjusted Foundation Amt/Pupil / O(PC0409) 05 PNI = 1 + EN%, MIN 1; MAX 2 / N(MI0125) 03 Regional Cost Index (RCI).

[2] District list from cost_calcs (sheet: basedata), Passed = YES, Lowspend = YES. Recalculation of "base" uses enrollment (TAFPU)-weighted average of need (PNI)- and cost (RCI)-deflated IE3 per TAFPU.

[3] Repeats the calculation in note [2], but first subtracts all federal revenue (fiscal profiles) from IE3.

[4] These last two columns apply the growth rates from the previous two columns (% over base year = 2015) to the actual 2015 Foundation Aid base to set an alternative foundation level. Values for 2016–2025 are actual (NYSED Fiscal Profiles through 2024-25); 2026 and 2027 are projected from the 2021–2025 linear trend.

Figures 6 and 7 apply the base figures above to the foundation formula calculation to recalculate the Adjusted Foundation Amount per TAFPU — the primary determinant of a district's sound basic funding. In Figure 6, from the outset, the actual adjusted foundation amount per TAFPU was below the calculated adjusted foundation amount for the select small city school districts, using IE3 with or without federal aid (for successful districts). Removing federal aid results in only a small reduction compared to the gap between actual funding and IE3-projected instructional costs. From 2021 forward, the gap grows. Actual data are used (as in Table 1) through 2025, with the 2021–2025 linear trend projected through 2027. The 2027 gap is greater than $7,000 per pupil (see Appendix C for all small city school district estimates); for Poughkeepsie, the gap is approximately $11,000 per TAFPU.

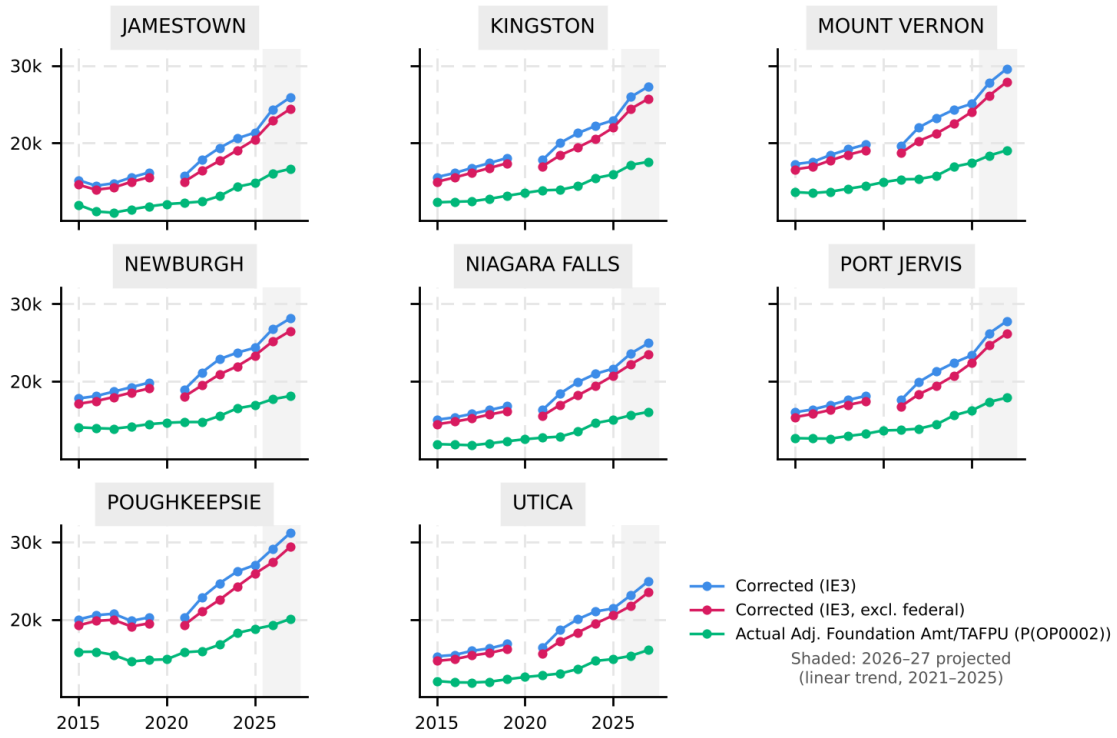


Figure 6. Actual vs. Corrected Foundation per TAFPU using IE3

Even if we accept the 2015 actual base as sufficient, and rely only on IE3 growth for successful districts (Figure 7), by 2027 actual adjusted foundation amounts per TAFPU fall several thousand dollars short of the adjusted value (see Appendix C for details). Because the base has not kept up with growth in education spending and costs, districts continue to fall further behind. Because that base is multiplied by PNI, RCI, and TAFPU to determine districts' sound basic funding, these gaps are multiplicative.

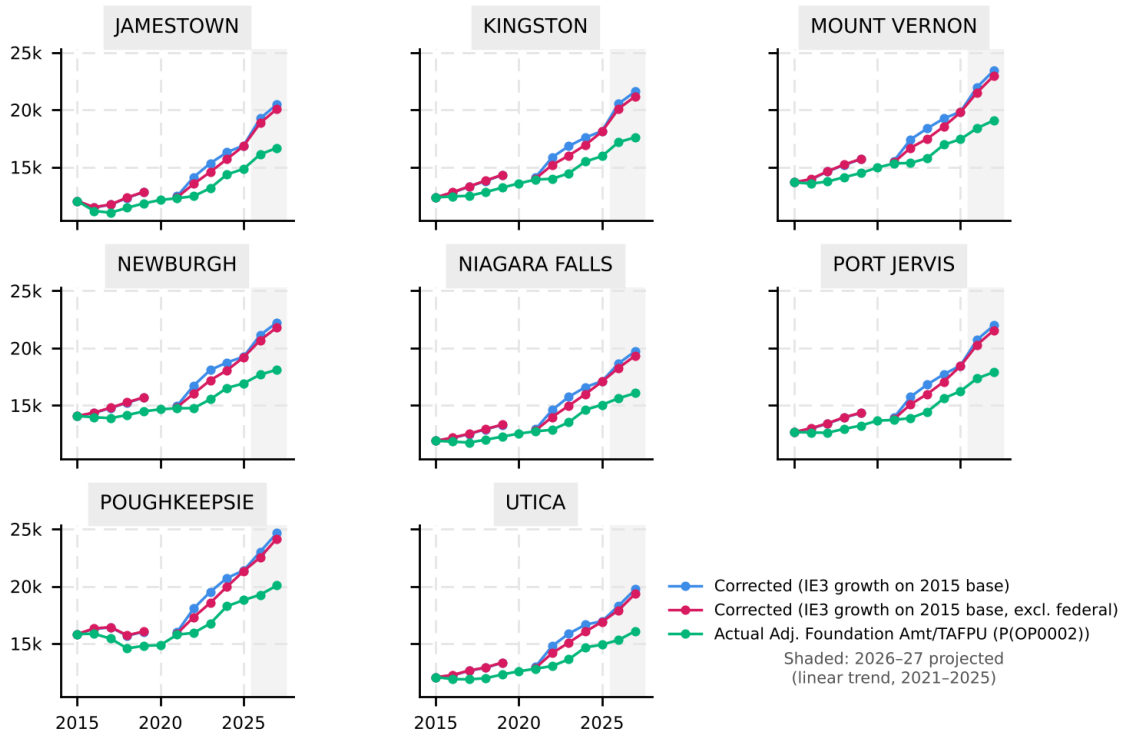


Figure 7. Actual vs. Corrected Foundation per TAFPU using IE3 (Inflation Only)

These examples apply the same flawed methods used when deriving the Foundation Aid formula. They are insufficient to fully capture the costs of producing a common set of outcomes across New York State school districts. While these examples include simplified updates for base aid, they still provide no empirical basis for the PNI, RCI, or weights embedded in TAFPU. All are merely political determinations, with no empirical basis tied to providing equal educational opportunity. Comparing the underlying base figures in Figure 4 to the dashed green line (adjusted foundation per DCAADM), PNI, RCI, and TAFPU add substantially to that base to generate sound basic funding. While the base is based on something — albeit insufficient — all of those add-ons are based on nothing: no valid empirical approach, or even an attempt at one. The next section presents findings from a more comprehensive, empirically rigorous method.

Preliminary Cost Model Findings

Here I provide preliminary findings from recent school-level cost modeling analyses of New York State. Baker, Atchison, and Levin explain that the education cost model is the most appropriate method for determining the costs associated with achieving a common set of outcome goals across all children, schools, and districts in any given context. The goal of an education cost model is to generate a prediction of the spending needed — a comprehensive spending estimate — to achieve the desired outcome goals, and to determine how those costs vary from one child and one setting to the next. Cost modeling is intended to inform cost- and need-adjusted foundation formulas, where foundation formulas are intended to ensure that every local public school district has sufficient revenue to cover the annual operating expenses required to provide all children equal opportunity to achieve common outcome goals. Cost modeling has been used extensively in recent years to inform state school finance policies in K-12 and postsecondary education.

Preliminary New York State cost models have been estimated using school-level expenditure data combined with district-level expenditure data to derive a comprehensive estimate of school (with district overhead) annual operating expenditures. The expenditure measure was used in a related analysis of school funding equity by a team from the American Institutes for Research (AIR). I have used this same measure in estimating three alternative cost models at the school and district level (see Appendix B):

- Comprehensive spending measure: School-level expenditure (school report cards), with additional district overhead added based on the ratio of district total expenditures to school expenditures for each district — excluding tuition payments (Tuition 1 and Tuition 2), community service, other spending (including interfund transfers), transportation, and debt service.

The AIR team also constructed an outcome measure for use in a risk/need analysis:

- Comprehensive outcome measure: assessments (grades 3–8), chronic absenteeism, dropout rate, graduation rates, Regents diploma, and advanced Regents diploma.

This measure is used in the New York cost models summarized here. Similar cost models have been estimated in recent years, including a National Education Cost Model (NECM) using district-level spending and outcome data primarily from federal data collections; several state models estimated by teams from AIR; and a New Jersey and New York model that I have estimated. Each of these recent state-level models has been estimated at the school level. Results across models are highly consistent — Table 2 shows the correlation between each state model's results (using state source data, estimated at the school level and aggregated to the district level) and the National Education Cost Model (estimated with federal source data at the district level).

Table 2. Correlations Between State Model and National Model Cost Predictions

State	Correlation with NECM (2022)
Colorado	.941
Delaware	.917
New Jersey	.803
New York	.877
Oregon	.802

Figure 8 represents the cost findings with respect to child poverty measures and different outcome goals, across five state-specific studies and the NECM. Perhaps the greatest advantage of education cost modeling is the ability to estimate how the costs of providing equal educational opportunity — sound basic funding — vary across contexts and children; that is, to provide an empirical basis for a Pupil Need Index. The solid green line for each state represents the linear fit between current spending and child poverty measures. Current spending in most states, and nationally, is relatively flat to slightly upward-tilting (progressive). But the costs of providing equal educational opportunity tend to be more steeply upward-tilting — current state school finance systems, New York included, are not progressive enough to provide equal opportunity.

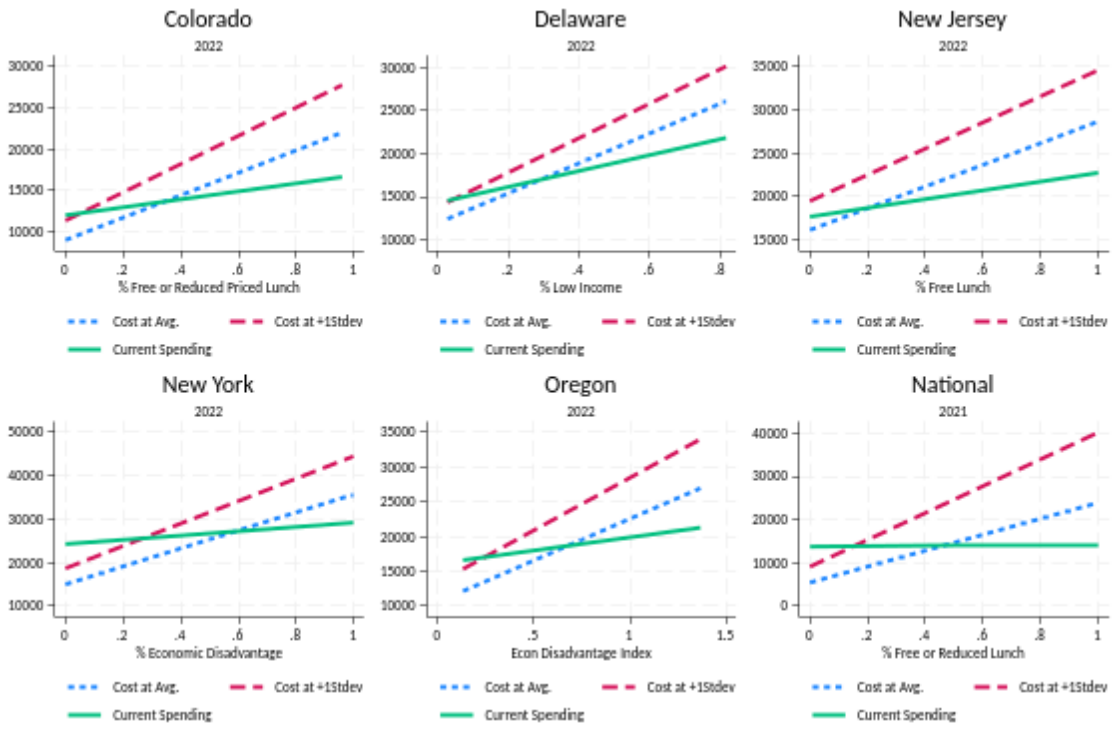


Figure 8. Results of State and National Cost Modeling

When shooting for current average outcomes, the average district spends about what is needed to achieve those average outcomes (blue dotted line), and in fact does so. Districts with fewer children from low-income families tend to spend more than needed to achieve merely average outcomes, while districts with more children from low-income families tend to spend less than needed to achieve average outcomes. The other significant advantage of education cost modeling is the ability to test the sensitivity of costs to different outcome standards: when the outcome goal is raised, the cost of achieving that higher goal rises as well (red dashed line). It costs more to achieve higher outcomes.

Select Small City Findings

Here we take a closer look at small city schools and districts in the context of the education cost models. First, it is important to address the different outcome targets represented in the previous figure. New York is a large, complex, diverse state, with a single district housing over one-third of students and carrying outsized weight in determining any state average. Figures 9 and 10 show that New York State eighth graders perform relatively close to average, nationally, on national assessments of reading and math. New York City performs marginally lower and carries significant weight in that statewide average. The national average is dragged down by many low- and declining-performing states in the South and Southwest — it does not represent an aspirational standard for New York State school districts. The high standard represented by the red dashed line in Figure 8 may be a more reasonable aspirational target.

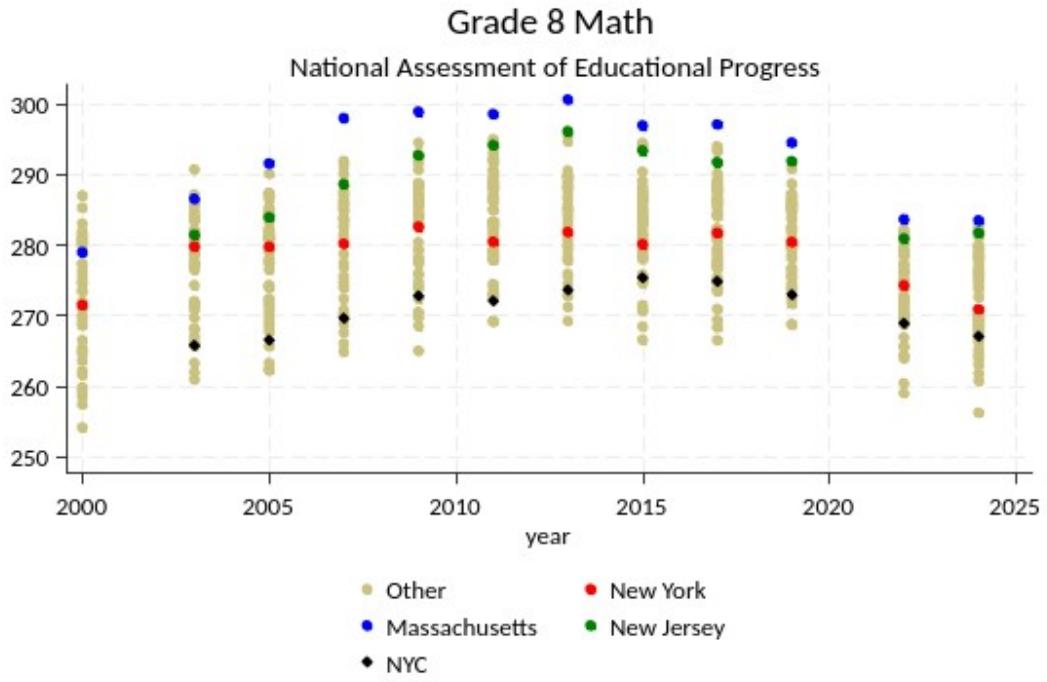


Figure 9. Grade 8 Math — National Assessment of Educational Progress

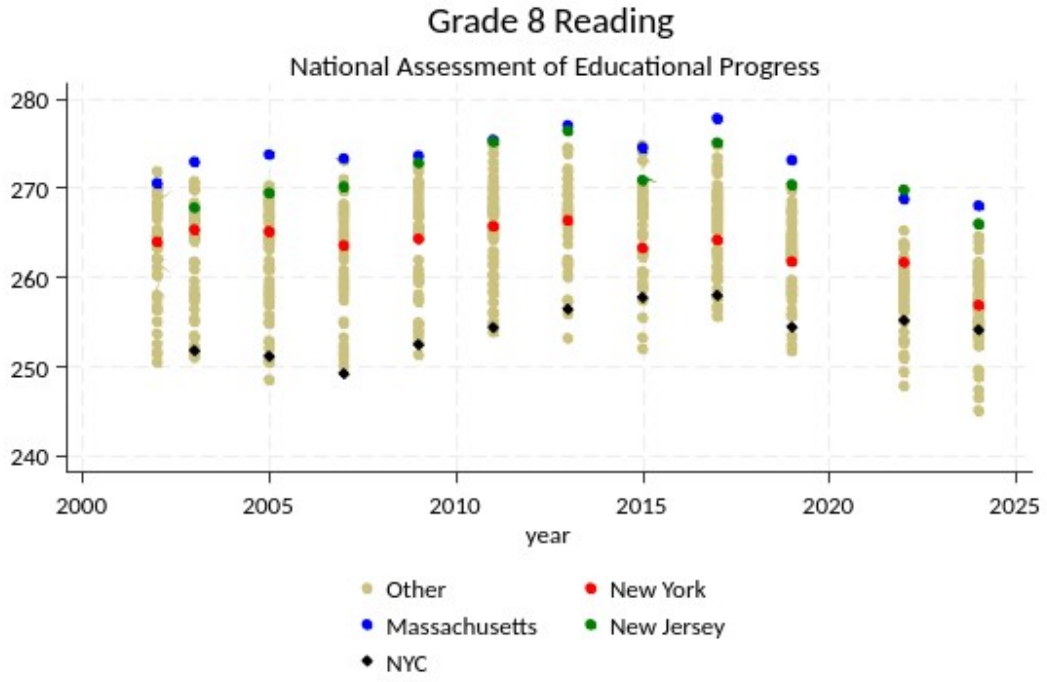


Figure 10. Grade 8 Reading — National Assessment of Educational Progress

In Figure 11 we apply both standards (from Figure 8) to evaluate the relative adequacy of current spending and its relationship to current outcomes, for all non-NYC schools and districts and for members of the Small City School Districts, as of 2025 for districts and 2024 for schools (the most recent year with complete school-level cost estimates). The horizontal axis in each panel is the gap between current spending and the predicted cost of achieving the outcome goal; districts to the left of the "0" line spend less than needed, and to the right, more

than needed. Actual outcomes are on the vertical axis, and the outcome goal is represented by the horizontal dashed line (at “0”). District-level models are in the top panel and school-level models in the bottom. Small City districts and schools are shown as red diamonds; other schools and districts statewide, excluding New York City, are in light blue.

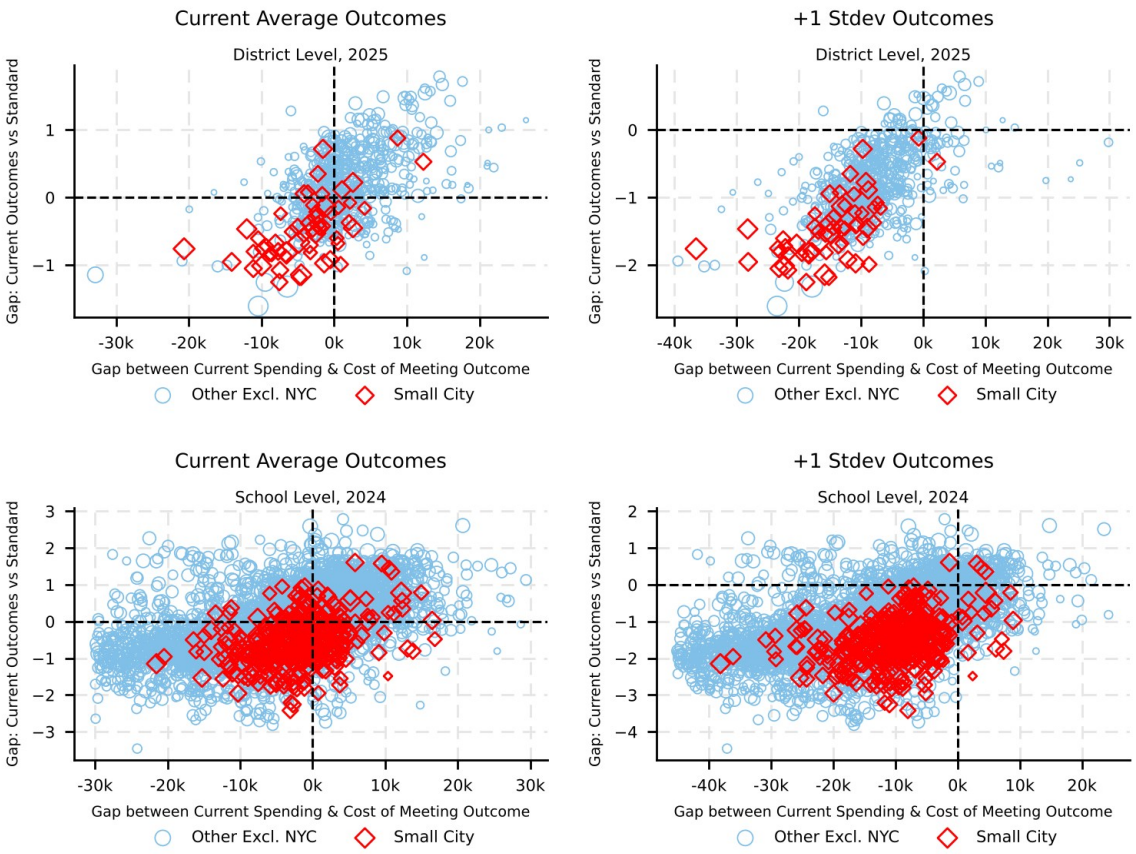


Figure 11. Small City Schools and Districts — Funding Gaps and Outcomes

45 of 57

small city districts spend below the cost of achieving current state-average outcomes

56 of 57

small city districts spend below the cost of achieving the higher outcome standard

The first notable feature in all four graphs is that districts with more adequate funding have higher outcomes than those with less adequate funding. At the district level, most small city school districts fall to the left of the

vertical dashed line (adequate spending) and below the horizontal dashed line, even against the current state average as the goal. Some funding gaps exceed $10,000 per pupil — Utica's exceeds $20,000. Against the higher outcome goal (right panels), nearly every small city district has a funding gap, and for nearly half of them (27 of 57) the gap exceeds $15,000 per pupil. Details are provided in Appendix D.

Our cost model in Appendix D also provides a strong empirical basis for including weights for children who are homeless or in foster care settings — but suggests those weights should be much larger than 0.12 times the current base.

Conclusions & Policy Recommendations

The Foundation Aid formula has continued to drift off course, even when measured against its own design and intent. Recent changes to Foundation Aid have not substantially corrected that course. The analyses in this brief have illustrated:

- The state's failure to appropriately recalibrate Foundation Aid has left districts far behind the formula's own implicit adequacy goals and implicit calculation of sound basic funding;
- The formula continues, by design, to fund only instructional spending, leaving districts to fend for themselves to round out their annual operating budgets;
- Preliminary cost model estimates suggest that high-need districts spend well less than needed to achieve even current average outcomes — a relatively low standard; and
- Most small city schools and districts fall into the category of lacking sufficient funding to achieve even the lower outcome goal of current state average outcomes, on a comprehensive measure of student outcomes.

In the current formula, the base figure is the only figure with an empirical basis — and that basis is suspect, including only general education instructional spending and using a largely discredited "successful districts" average (of the lower half) calculation that, for all its flaws, has not been updated. The base constitutes 40 to 42% of the sound basic funding calculation (adjusted foundation per DCAADM), which means that as much as 60% of that calculation depends on multipliers for which there is little or no empirical basis (there was, and is, some analysis behind the RCI — the regional cost adjustment).

Given the findings herein, combined with the persistent flaws of the Foundation Aid formula, now is the time for a comprehensive recalibration or replacement of that formula. That process must begin with rigorous empirical analyses of the costs of providing all children in New York State with a sound basic education. The analysis should start with a conversation about the outcome goals of interest, and follow with empirical analyses suited to determining how the cost of achieving the desired outcomes varies from one child to the next and one setting to the next — from Montauk to Jamestown to Plattsburgh, and everywhere in between.

Template Language for RFP

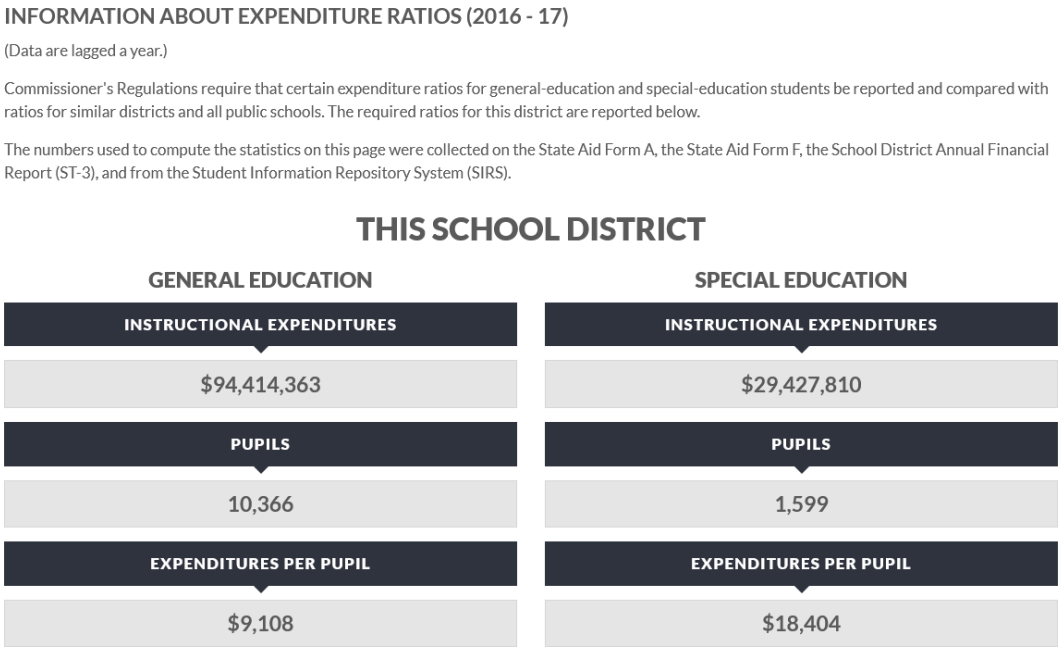
- The study should engage multiple constituencies to determine the desired outcomes and related programs and services for ensuring that all children in New York are provided equal educational opportunity to achieve high academic standards.
- The study should provide a comprehensive, inclusive estimate of the costs for all children to meet the proposed standards.

- The study should consider how costs differ when raising standards from the current standards to new, aspirational standards, and the costs associated with broadening or narrowing the expectations and standards to be provided through local and regional education agencies.
- The study should identify, include, and/or develop appropriate measures of differences in the needs of individual students and groups of students, and determine how those needs affect the costs associated with achieving the established standards (above).
- The study should identify, include, and/or develop measures and/or classifications of local public school districts and schools — such as economies of scale, remoteness of location, population sparsity, and grade ranges served — and determine how these differences across schools, districts, and locations affect the costs of achieving the established standards (above).
- The study should identify, include, and/or develop measures of variation in the competitive wages for school staff, and include in cost estimation how regional differences in competitive wages affect the costs of achieving the established standards (above).
- The study should provide school- and district-level estimates of the per-pupil costs (inclusive of all relevant programs and services) of achieving the established standards (above), taking into account students served, structural and geographic differences across schools and districts, and regional differences in competitive wages.
- The study should include an evaluation of whether, and to what extent, districts and schools are currently organizing their resources efficiently toward achieving the established standards (above).
- The study should provide recommendations for reforming or replacing the current Foundation Aid formula to meet the needs of each school and district, ensuring that they have the revenues available to cover the costs of achieving the established standards (above).

Appendices

Appendix A: General Education Instructional Expense

The first panel here is a screenshot of the 2017-18 fiscal accountability summary, with data from Utica City School District. Under the state's old method of determining general instructional expense — which guided the base figure in the foundation formula — the state reported General Education Instructional Expenditures for Utica of $9,108 per pupil, and special education spending of $18,404 per pupil. In the following, final year for which these data are available at the same link location, the state reported GEIE of $9,265 and SEIE of $19,708 per pupil. These figures are extensions of the accounting method used to set the Foundation Aid base figure — an approach the state used for years, yielding an inappropriate measure of general education instructional spending to drive the foundation aid formula (for determining its base).



INFORMATION ABOUT EXPENDITURE RATIOS (2016 - 17)

(Data are lagged a year.)

Commissioner's Regulations require that certain expenditure ratios for general-education and special-education students be reported and compared with ratios for similar districts and all public schools. The required ratios for this district are reported below.

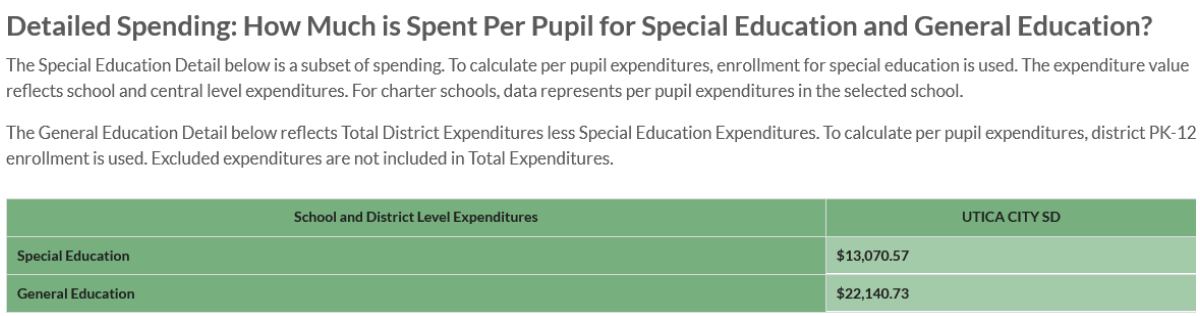
The numbers used to compute the statistics on this page were collected on the State Aid Form A, the State Aid Form F, the School District Annual Financial Report (ST-3), and from the Student Information Repository System (SIRS).

THIS SCHOOL DISTRICT

GENERAL EDUCATION	SPECIAL EDUCATION
INSTRUCTIONAL EXPENDITURES	INSTRUCTIONAL EXPENDITURES
$94,414,363	$29,427,810
PUPILS	PUPILS
10,366	1,599
EXPENDITURES PER PUPIL	EXPENDITURES PER PUPIL
$9,108	$18,404

Panel 1. Fiscal Accountability Summary (2017–18). Source: data.nysed.gov/fiscal.php?year=2018&instid=800000041284

These are, admittedly, apples-to-oranges comparisons — but contrast the old determination of GEIE with the new determination of General Education Instructional Expense in Panel 2. Here, in the new, federally compliant ESSA Financial Transparency Reporting, Utica's GEIE is $22,141 and SEIE is $13,071. These figures are on a totally different scale than the earlier calculation method, and more accurately represent instructional spending — closer to the scale of what districts actually spend annually on operations specifically for instruction.



Detailed Spending: How Much is Spent Per Pupil for Special Education and General Education?

The Special Education Detail below is a subset of spending. To calculate per pupil expenditures, enrollment for special education is used. The expenditure value reflects school and central level expenditures. For charter schools, data represents per pupil expenditures in the selected school.

The General Education Detail below reflects Total District Expenditures less Special Education Expenditures. To calculate per pupil expenditures, district PK-12 enrollment is used. Excluded expenditures are not included in Total Expenditures.

School and District Level Expenditures	UTICA CITY SD
Special Education	$13,070.57
General Education	$22,140.73

Panel 2. 2023-24 School Year Financial Transparency Report. Source: data.nysed.gov/expenditures.php?year=2024&instid=800000041284

Appendix B: New York Cost Model(s)

Table B1 reports regression results from the New York education cost models summarized in this brief, estimated at the school level and at the district level (with New York City modeled both as a single district and by borough). The models are instrumental-variables (two-stage least squares) regressions of the log of current spending per pupil, estimated on 2019–2025 data; coefficients are approximately proportional effects on spending (e.g., 0.10 ≈ 10% higher spending) associated with the listed characteristic. Standard errors are in parentheses in the source data; here they are reported alongside each coefficient. The comprehensive outcome factor score described in the body of this brief enters as an endogenous regressor, instrumented with the outcomes and demographics of neighboring schools and districts.

Table B1. New York Education Cost Model — Regression Results

Variable	School Level (coef.)	School Level (s.e.)	District — 1 NYC (coef.)	District — 1 NYC (s.e.)	District — NYC Boroughs (coef.)	District — NYC Boroughs (s.e.)
Outcome Factor	0.247***	0.058	0.314**	0.131	0.331**	0.129
Student Characteristics						
% Economic Disadvantage	0.230**	0.103				
% Census Poverty			1.190***	0.355	1.213***	0.348
% Black	0.418***	0.066	0.339**	0.171	0.330**	0.152
% Hispanic	0.103***	0.038				
% ELL	0.300***	0.072	0.335	0.243	0.467*	0.245
% Students with Disabilities	1.579***	0.120	1.438***	0.351	1.599***	0.350
% Homeless	1.804***	0.269	1.811***	0.602	2.081***	0.628
% in Foster Care	2.507***	0.826	4.039**	1.854	4.158**	1.859
District & School Structural Characteristics & Location	District & School Structural Characteristics & Location					
Grade Range Distribution						
% in Pre-k through 5	-0.051***	0.010				
% in Grades 6 to 8	0.018	0.013	-1.206***	0.336	-0.566*	0.336
% in Grades 9 to 12			0.286*	0.166	-0.148	0.143
Population Density (ln)	-0.032***	0.005	-0.035***	0.010	-0.026***	0.010
School/District Enrollment						
School Enrollment<300	0.097***	0.010				
District Enrollment 600 to 2000	0.072***	0.011	0.059***	0.016	0.080***	0.017
District Enrollment 300 to 600	0.110***	0.024	0.055*	0.029	0.099***	0.033
District Enrollment <300	0.332***	0.035	0.207***	0.039	0.300***	0.043
Comparable Wage Index for Teachers	0.869***	0.087	0.933***	0.089	0.923***	0.092
Charter School	-0.151***	0.050				
Time (t0 = 2019)	0.036***	0.001	0.038***	0.002	0.039***	0.002
Efficiency Measures						
% Population between 5 & 17	0.018	0.370	-0.800	0.790	-0.418	0.795
Herfindahl Index	-0.094	0.451	0.773	0.743	0.653	0.772
Household Income Ratio to Surroundings	-0.046	0.039	-0.182**	0.083	-0.191**	0.082
Taxable Assessed Value per Pupil (ln)			0.079***	0.020	0.074***	0.021
Municipal Fiscal Dependent			-0.070	0.072		
Constant	9.509***	0.060	8.755***	0.305	8.753***	0.316
Number of observations	14,749	14,749	4,420	4,420	4,420	4,420
Partial F	44.45		9.02		9.93	
p-value of Hansen J	0.0097		0.5721		0.2404	
note: *** p<0.01, ** p<0.05, * p<0.1						

Note: *** p<0.01, ** p<0.05, * p<0.1. Standard errors shown at reduced scale for print layout; see project data files for full precision.

Appendix C: Small City Schools — Alternative Foundation Projections

Linear-trend (2021–2025) projection of updated base values to 2027, applied to all 57 small city school districts. The first table reports the corrected Adjusted Foundation Amount per TAFPU; the second reports total corrected Foundation Aid dollars.

Table C1. Corrected Adjusted Foundation Amount per TAFPU (2027)

District	P(OP0002) 02 ADJUSTED FOUNDATION AMT/TAFPU	Corrected Adj. Foundation Amt/TAFPU	Corrected Adj. Found excl. Federal	Corrected Adj. Foundation Amt/TAFPU 2015 Base	Corrected Adj. Found excl. Federal 2015 Base
ALBANY	$16,435	$25,515	$24,044	$20,180	$19,786
COHOES	$15,489	$24,048	$22,661	$19,019	$18,648
WATERVLIET	$16,196	$25,145	$23,695	$19,887	$19,499
BINGHAMTON	$15,528	$24,108	$22,718	$19,067	$18,695
OLEAN	$14,738	$22,881	$21,562	$18,097	$17,743
SALAMANCA	$16,545	$25,687	$24,206	$20,316	$19,919
AUBURN	$14,675	$22,784	$21,470	$18,020	$17,668
DUNKIRK	$17,092	$26,536	$25,006	$20,988	$20,578
JAMESTOWN	$16,675	$25,889	$24,396	$20,476	$20,076
ELMIRA	$14,596	$22,661	$21,354	$17,922	$17,572
NORWICH	$15,368	$23,860	$22,484	$18,871	$18,502
PLATTSBURGH	$12,744	$19,785	$18,645	$15,648	$15,343
HUDSON	$16,215	$25,174	$23,723	$19,911	$19,522
CORTLAND	$14,160	$21,983	$20,716	$17,387	$17,047
BEACON	$15,384	$23,884	$22,506	$18,890	$18,521
POUGHKEEPSIE	$20,072	$31,163	$29,366	$24,647	$24,166
LACKAWANNA	$16,981	$26,364	$24,843	$20,851	$20,444
TONAWANDA	$13,607	$21,125	$19,907	$16,708	$16,382
GLOVERSVILLE	$14,214	$22,067	$20,795	$17,453	$17,112
JOHNSTOWN	$12,506	$19,416	$18,297	$15,356	$15,056
BATAVIA	$14,774	$22,936	$21,614	$18,141	$17,786
LITTLE FALLS	$13,449	$20,880	$19,676	$16,514	$16,192
WATERTOWN	$13,874	$21,540	$20,298	$17,036	$16,703
ONEIDA CITY	$12,285	$19,073	$17,973	$15,085	$14,790
AMSTERDAM	$14,392	$22,344	$21,056	$17,672	$17,327
GLEN COVE	$19,637	$30,487	$28,729	$24,113	$23,642
LONG BEACH	$15,424	$23,946	$22,566	$18,939	$18,569
LOCKPORT	$14,590	$22,651	$21,345	$17,915	$17,565
NIAGARA FALLS	$16,063	$24,939	$23,501	$19,724	$19,339
N. TONAWANDA	$13,385	$20,780	$19,582	$16,435	$16,114
ROME	$13,220	$20,524	$19,341	$16,233	$15,916
SHERRILL	$12,786	$19,851	$18,707	$15,701	$15,394
UTICA	$16,083	$24,969	$23,530	$19,748	$19,363
CANANDAIGUA	$13,009	$20,197	$19,033	$15,974	$15,662
GENEVA	$15,830	$24,577	$23,160	$19,438	$19,058
MIDDLETOWN	$19,112	$29,672	$27,962	$23,468	$23,010
NEWBURGH	$18,108	$28,113	$26,492	$22,234	$21,800
PORT JERVIS	$17,895	$27,783	$26,181	$21,974	$21,545
FULTON	$14,610	$22,682	$21,374	$17,939	$17,589
OSWEGO	$13,897	$21,576	$20,332	$17,065	$16,731
ONEONTA	$12,483	$19,380	$18,263	$15,328	$15,028
RENSSELAER	$15,919	$24,715	$23,290	$19,547	$19,165

District	P(OP0002) 02 ADJUSTED FOUNDATION AMT/TAFPU	Corrected Adj. Foundation Amt/TAFPU	Corrected Adj. Found excl. Federal	Corrected Adj. Foundation Amt/TAFPU 2015 Base	Corrected Adj. Found excl. Federal 2015 Base
TROY	$15,919	$24,715	$23,290	$19,547	$19,165
OGDENSBURG	$12,863	$19,970	$18,819	$15,794	$15,486
MECHANICVILLE	$13,484	$20,934	$19,727	$16,557	$16,234
SARATOGA SP	$11,832	$18,369	$17,310	$14,528	$14,245
SCHENECTADY	$16,549	$25,693	$24,212	$20,321	$19,924
CORNING	$13,477	$20,924	$19,717	$16,549	$16,226
HORNELL	$13,681	$21,241	$20,016	$16,800	$16,471
ITHACA	$11,932	$18,525	$17,457	$14,652	$14,366
KINGSTON	$17,594	$27,315	$25,740	$21,604	$21,182
GLENS FALLS	$13,532	$21,008	$19,797	$16,616	$16,291
MOUNT VERNON	$19,077	$29,617	$27,909	$23,424	$22,967
NEW ROCHELLE	$17,607	$27,336	$25,760	$21,620	$21,198
PEEKSKILL	$19,593	$30,419	$28,665	$24,058	$23,589
RYE	$11,960	$18,569	$17,498	$14,686	$14,399
WHITE PLAINS	$17,516	$27,193	$25,625	$21,507	$21,087

[1] Data source: State Aid Reports (DBSAD), variable V(OP0069) 02 Selected Foundation Aid/Pupil.

[2] Calculation based on selected state aid share (state sharing ratio) from current law, applied to each of the Adj. Foundation per TAFPU calculations in the preceding table.

Table C2. Corrected Total Foundation Aid (2027 $)

District	E(FA0197) 00 2026-27 FOUNDATION AID	Foundation Aid using IE3 SSLS Base[2]	Foundation Aid using IE3 SSLS (Excl. Federal) [2]	Foundation Aid using IE3 SSLS Growth Only[2]	Foundation Aid using IE3 SSLS Growth Only (Excl. Federal) [2]
ALBANY	$159,075,071	$267,962,700	$248,509,085	$197,416,794	$192,205,280
COHOES	$28,955,642	$45,184,740	$41,868,073	$33,893,316	$33,231,372
WATERVLIET	$29,039,980	$45,085,448	$42,485,856	$35,658,379	$34,961,960
BINGHAMTON	$73,993,662	$115,468,416	$107,581,301	$89,578,801	$87,829,298
OLEAN	$29,532,677	$45,850,416	$43,206,716	$36,263,399	$35,555,164
SALAMANCA	$24,742,634	$38,473,934	$36,198,803	$30,381,652	$29,788,291
AUBURN	$47,958,658	$81,567,456	$75,537,648	$59,701,193	$58,085,836
DUNKIRK	$36,623,947	$56,859,800	$53,581,306	$44,970,790	$44,092,503
JAMESTOWN	$77,260,675	$119,828,672	$112,919,440	$94,773,288	$92,922,349
ELMIRA	$89,698,512	$139,259,664	$131,230,053	$110,141,383	$107,990,298
NORWICH	$26,602,000	$39,213,842	$36,952,806	$31,014,488	$30,408,769
PLATTSBURGH	$21,006,975	$32,613,966	$30,733,470	$25,794,603	$25,290,828
HUDSON	$18,585,975	$17,765,487	$16,741,142	$14,050,841	$13,776,425
CORTLAND	$24,270,528	$39,530,396	$36,464,209	$28,978,408	$28,412,452
BEACON	$22,175,718	$26,645,510	$25,109,153	$21,074,113	$20,662,530
POUGHKEEPSIE	$83,089,082	$128,492,749	$119,548,099	$97,908,928	$95,996,744
LACKAWANNA	$50,598,722	$78,556,104	$74,026,618	$62,130,535	$60,917,114
TONAWANDA	$18,276,008	$31,212,668	$28,741,191	$22,250,202	$21,588,108
GLOVERSVILLE	$40,379,294	$62,039,925	$58,462,753	$49,067,789	$48,109,483
JOHNSTOWN	$17,937,215	$25,751,753	$24,266,924	$20,367,231	$19,969,454
BATAVIA	$27,029,184	$45,327,906	$42,026,961	$33,357,475	$32,541,144
LITTLE FALLS	$15,795,219	$23,119,650	$21,786,587	$18,285,482	$17,928,364
WATERTOWN	$59,934,886	$93,050,725	$87,685,485	$73,594,431	$72,157,110
ONEIDA CITY	$19,600,216	$29,002,760	$26,750,488	$21,904,024	$21,476,234
AMSTERDAM	$57,717,853	$89,608,671	$84,441,903	$70,872,091	$69,487,938
GLEN COVE	$23,698,502	$36,792,646	$34,671,211	$29,099,546	$28,531,225
LONG BEACH	$20,301,336	$16,252,334	$15,315,236	$12,854,079	$12,603,035

District	E(FA0197) 00 2026-27 FOUNDATION AID	Foundation Aid using IE3 SSLS Base[2]	Foundation Aid using IE3 SSLS (Excl. Federal) [2]	Foundation Aid using IE3 SSLS Growth Only[2]	Foundation Aid using IE3 SSLS Growth Only (Excl. Federal) [2]
LOCKPORT	$54,904,163	$92,459,282	$85,546,479	$67,390,921	$66,009,034
NIAGARA FALLS	$124,838,385	$193,570,375	$182,409,263	$153,096,090	$150,106,086
N. TONAWANDA	$33,101,183	$52,748,100	$48,122,003	$36,169,795	$35,463,391
ROME	$79,212,691	$122,980,121	$115,889,184	$97,265,793	$95,366,165
SHERRILL	$19,000,094	$30,557,188	$28,219,880	$22,442,422	$22,004,117
UTICA	$185,034,408	$287,271,533	$270,707,683	$227,204,964	$222,767,593
CANANDAIGUA	$24,810,302	$37,082,124	$34,943,996	$29,328,498	$28,755,705
GENEVA	$33,420,952	$49,356,736	$46,510,866	$39,036,569	$38,274,174
MIDDLETOWN	$148,785,025	$219,832,655	$207,157,277	$173,867,107	$170,471,437
NEWBURGH	$184,529,308	$285,557,254	$264,972,820	$217,130,850	$212,890,228
PORT JERVIS	$49,344,690	$73,661,360	$69,414,098	$58,259,254	$57,121,433
FULTON	$49,960,400	$76,739,951	$72,315,183	$60,694,132	$59,508,763
OSWEGO	$42,863,048	$69,125,888	$64,056,366	$50,741,940	$49,383,843
ONEONTA	$16,218,589	$27,017,945	$24,622,150	$19,914,915	$19,525,973
RENSSELAER	$15,005,201	$25,108,865	$23,266,298	$18,427,043	$18,065,151
TROY	$64,068,399	$103,107,881	$95,673,483	$76,686,701	$75,188,988
OGDENSBURG	$22,471,216	$30,272,666	$28,527,168	$23,942,852	$23,475,242
MECHANICVILLE	$12,368,943	$20,576,596	$18,677,911	$14,767,000	$14,478,596
SARATOGA SP	$25,905,430	$30,553,569	$28,791,875	$24,165,018	$23,693,069
SCHENECTADY	$176,409,694	$273,881,356	$258,089,563	$216,614,585	$212,384,054
CORNING	$41,843,038	$76,197,802	$69,902,519	$53,368,807	$51,682,338
HORNELL	$23,259,070	$36,110,401	$34,028,302	$28,559,954	$28,002,172
ITHACA	$25,801,891	$40,058,196	$37,748,471	$31,682,290	$31,063,528
KINGSTON	$70,246,909	$114,874,165	$103,101,200	$79,290,968	$77,742,394
GLENS FALLS	$19,683,826	$32,761,403	$29,874,826	$23,361,012	$22,904,765
MOUNT VERNON	$87,368,055	$158,768,559	$143,798,936	$104,483,230	$100,472,956
NEW ROCHELLE	$68,778,314	$105,779,902	$99,680,711	$83,662,022	$82,028,084
PEEKSKILL	$64,395,029	$106,832,226	$99,269,281	$79,406,246	$77,380,171
RYE	$2,379,092	$0	$0	$0	$0
WHITE PLAINS	$37,869,304	$58,793,303	$55,403,327	$46,500,010	$45,591,852

[1] Data source: State Aid Reports (DBSAD), Total Foundation Aid, inclusive of additional aid above calculated Foundation Aid (× TAFPU). Additional aids include the 3% Aid Due Minimum Guarantee, 2006-07 Operating Aid for Reorg Incentive Aid, 2006-07 Public Excess Cost Aid, and Public Excess Cost Set-Asides. In 2023 most districts still received reductions in aid compared to calculated aid, but these reductions were smaller than in previous years and converged on $0 by 2024 — that is, districts received full funding of their calculated Foundation Aid in 2024.

[2] Calculations based on multiplying state aid per TAFPU by TAFPU for each respective scenario in Table C1.

Appendix D: Cost Model Estimates for Small City Districts

District-level education cost model estimates (2024-25) for all 57 small city school districts with complete data, evaluated against two outcome standards: the current New York State average, and a higher standard (+1 standard deviation). “Cost PP” is the model-predicted per-pupil cost of achieving the stated outcome standard given each district’s enrollment, needs, and regional wage context; the funding gap is current spending per pupil minus that predicted cost.

Appendix D (continued): Cost Model Estimates for Small City Districts

District			Predicted Cost at Current State-Average Outcomes				Predicted Cost at +1 Std. Dev. (High) Outcomes			
District	DCAADM	Spend/ Pupil	Cost PP	Outcome Gap	Spend Gap	Spend % of Cost	Cost PP	Outcome Gap	Spend Gap	Spend % of Cost
ALBANY	11692	$25,569	$32,121	-0.82	-$6,552	80%	$43,953	-1.82	-$18,384	58%
COHOES	2095	$22,322	$32,772	-0.61	-$10,451	68%	$44,845	-1.61	-$22,523	50%
WATERVLIET	1654	$20,016	$28,885	-0.84	-$8,869	69%	$39,526	-1.84	-$19,510	51%
BINGHAMTON	4679	$30,920	$31,443	-0.92	-$523	98%	$43,026	-1.92	-$12,106	72%
OLEAN	1907	$25,553	$34,881	-0.72	-$9,328	73%	$47,730	-1.72	-$22,177	54%
SALAMANCA	1407	$37,451	$36,912	-0.68	$538	101%	$50,510	-1.68	-$13,060	74%
AUBURN	4122	$24,390	$27,782	-0.70	-$3,392	88%	$38,017	-1.70	-$13,626	64%
DUNKIRK	2039	$27,095	$35,690	-0.84	-$8,594	76%	$48,837	-1.84	-$21,742	55%
JAMESTOWN	4453	$21,672	$32,785	-1.05	-$11,113	66%	$44,863	-2.05	-$23,190	48%
ELMIRA	5991	$24,432	$25,793	-0.98	-$1,361	95%	$35,295	-1.98	-$10,863	69%
NORWICH	1650	$25,123	$25,556	-0.23	-$433	98%	$34,971	-1.23	-$9,848	72%
PLATTSBURGH	1862	$27,580	$29,369	-0.46	-$1,789	94%	$40,188	-1.46	-$12,608	69%
HUDSON	1557	$30,219	$33,481	-0.82	-$3,262	90%	$45,814	-1.82	-$15,596	66%
CORTLAND	2065	$24,257	$30,069	-0.51	-$5,812	81%	$41,146	-1.51	-$16,889	59%
BEACON	2568	$29,229	$27,168	-0.37	$2,061	108%	$37,176	-1.37	-$7,947	79%
POUGHKEEPSIE	4139	$31,403	$38,848	-1.08	-$7,445	81%	$53,158	-2.08	-$21,755	59%
LACKAWANNA	2903	$23,465	$28,234	-1.18	-$4,769	83%	$38,635	-2.18	-$15,170	61%
TONAWANDA	1739	$20,628	$23,095	-0.22	-$2,467	89%	$31,602	-1.22	-$10,975	65%
GLOVERSVILLE	2526	$26,922	$26,030	-0.99	$893	103%	$35,618	-1.99	-$8,696	76%
JOHNSTOWN	1550	$23,555	$22,951	-0.15	$604	103%	$31,406	-1.15	-$7,851	75%
BATAVIA	2242	$23,672	$25,217	-0.42	-$1,545	94%	$34,507	-1.42	-$10,835	69%
LITTLE FALLS	1073	$27,981	$25,788	-0.08	$2,194	109%	$35,287	-1.08	-$7,306	79%
WATERTOWN	4261	$19,978	$27,669	-0.80	-$7,691	72%	$37,862	-1.80	-$17,884	53%
ONEIDA CITY	1805	$27,578	$27,214	-0.60	$364	101%	$37,239	-1.60	-$9,661	74%
AMSTERDAM	3821	$23,046	$30,579	-1.25	-$7,534	75%	$41,844	-2.25	-$18,798	55%
GLEN COVE	3245	$29,812	$32,339	-0.30	-$2,527	92%	$44,252	-1.30	-$14,440	67%
LONG BEACH	3524	$39,534	$27,247	0.53	$12,286	145%	$37,285	-0.47	$2,249	106%
LOCKPORT	4380	$24,787	$27,730	-0.46	-$2,943	89%	$37,946	-1.46	-$13,158	65%
NIAGARA FALLS	7285	$23,534	$33,495	-1.01	-$9,960	70%	$45,833	-2.01	-$22,299	51%
N. TONAWANDA	3292	$20,521	$22,770	-0.40	-$2,249	90%	$31,158	-1.40	-$10,637	66%
ROME	5395	$24,110	$38,193	-0.95	-$14,083	63%	$52,263	-1.95	-$28,153	46%
SHERRILL	1849	$23,045	$26,652	0.08	-$3,607	86%	$36,470	-0.92	-$13,425	63%
UTICA	10438	$22,524	$43,161	-0.76	-$20,637	52%	$59,061	-1.76	-$36,537	38%
CANANDAIGUA	3266	$23,548	$25,772	0.35	-$2,224	91%	$35,266	-0.65	-$11,718	67%
GENEVA	2121	$27,201	$31,362	-0.55	-$4,161	87%	$42,915	-1.55	-$15,714	63%

District			Predicted Cost at Current State-Average Outcomes				Predicted Cost at +1 Std. Dev. (High) Outcomes			
District	DCAADM	Spend/ Pupil	Cost PP	Outcome Gap	Spend Gap	Spend % of Cost	Cost PP	Outcome Gap	Spend Gap	Spend % of Cost
MIDDLETOWN	7711	$31,103	$33,634	-0.53	-$2,531	92%	$46,024	-1.53	-$14,921	68%
NEWBURGH	11270	$27,589	$32,446	-0.66	-$4,857	85%	$44,398	-1.66	-$16,810	62%
PORT JERVIS	2484	$31,459	$33,495	-0.44	-$2,035	94%	$45,834	-1.44	-$14,374	69%
FULTON	3153	$27,216	$36,974	-0.75	-$9,758	74%	$50,595	-1.75	-$23,379	54%
OSWEGO	3511	$28,690	$33,695	-0.44	-$5,006	85%	$46,108	-1.44	-$17,419	62%
ONEONTA	1751	$23,364	$26,294	-0.12	-$2,931	89%	$35,981	-1.12	-$12,617	65%
RENSSELAER	1063	$25,496	$32,161	-0.87	-$6,665	79%	$44,008	-1.87	-$18,512	58%
TROY	4456	$25,285	$33,353	-0.68	-$8,067	76%	$45,639	-1.68	-$20,354	55%
OGDENSBURG	1385	$34,187	$29,987	-0.16	$4,201	114%	$41,033	-1.16	-$6,846	83%
MECHANICVILLE	1328	$19,983	$27,332	-0.24	-$7,349	73%	$37,401	-1.24	-$17,418	53%
SARATOGA SPRIN	5900	$20,705	$22,229	0.72	-$1,524	93%	$30,417	-0.28	-$9,712	68%
SCHENECTADY	9810	$26,184	$30,713	-1.14	-$4,529	85%	$42,027	-2.14	-$15,843	62%
CORNING	4455	$25,449	$29,578	0.06	-$4,129	86%	$40,474	-0.94	-$15,025	63%
HORNELL	1639	$21,350	$32,465	-0.80	-$11,115	66%	$44,425	-1.80	-$23,075	48%
ITHACA	5087	$28,023	$26,930	0.11	$1,093	104%	$36,851	-0.89	-$8,828	76%
KINGSTON	6214	$34,045	$31,440	-0.45	$2,605	108%	$43,022	-1.45	-$8,977	79%
GLENS FALLS	2007	$24,184	$25,807	0.05	-$1,623	94%	$35,314	-0.95	-$11,130	68%
MOUNT VERNON	7636	$32,012	$44,024	-0.47	-$12,012	73%	$60,242	-1.47	-$28,229	53%
NEW ROCHELLE	10123	$31,000	$32,189	-0.13	-$1,189	96%	$44,047	-1.13	-$13,047	70%
PEEKSKILL	3852	$28,671	$32,108	-0.38	-$3,436	89%	$43,936	-1.38	-$15,264	65%
RYE	2801	$34,428	$25,684	0.88	$8,744	134%	$35,146	-0.12	-$717	98%
WHITE PLAINS	7112	$34,568	$31,978	0.22	$2,591	108%	$43,757	-0.78	-$9,189	79%

Note: DCAADM = Duplicated Combined Adjusted Average Daily Membership. “Spend % of Cost” below 100% indicates current spending falls short of the model-predicted cost of achieving the stated outcome standard. Source: New York education cost model (school- and district-level), as described in Appendix B.

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