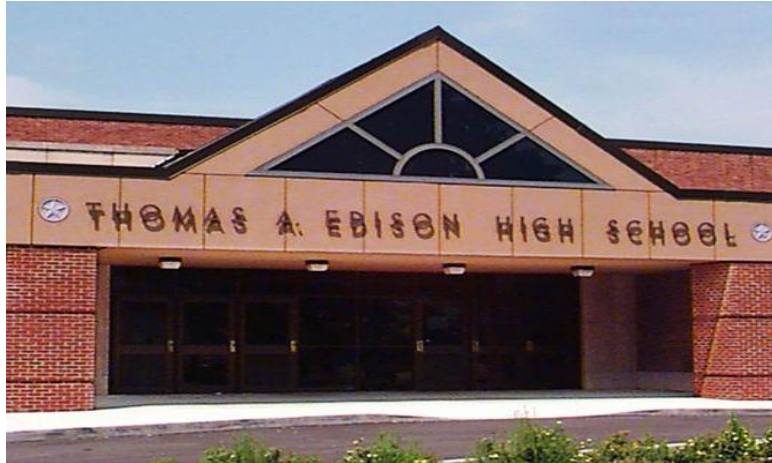


A FEASIBILITY STUDY FOR THE PURPOSE OF  
CONSOLIDATION OF THE  
ELMIRA HEIGHTS CENTRAL SCHOOL DISTRICT



AND

THE HORSEHEADS CENTRAL SCHOOL DISTRICT



Western New York Educational Service Council  
222 Baldy Hall – University at Buffalo  
Buffalo, New York 14260  
(716) 645-2932  
[www.wnyesc.org](http://www.wnyesc.org)  
Robert Christmann, Executive Director  
June 2015

## **Table of Contents**

<b>Acknowledgements .....</b>	<b>3</b>
<b>1. Introduction.....</b>	<b>5</b>
<b>2. Enrollment History and Projections .....</b>	<b>19</b>
<b>3. Curriculum and Instruction.....</b>	<b>32</b>
<b>4. Athletic Programs and Extra-Curricular Opportunities .....</b>	<b>63</b>
<b>5. Facilities .....</b>	<b>80</b>
<b>6. Support Services.....</b>	<b>104</b>
<b>7. Employee Contracts.....</b>	<b>120</b>
<b>8. Staffing.....</b>	<b>152</b>
<b>9. Fiscal Condition of the Districts .....</b>	<b>171</b>
<b>10. Key Findings and Recommendations.....</b>	<b>196</b>
<b>List of Tables and Figures.....</b>	<b>214</b>
<b>Appendix.....</b>	<b>Separate Attached Document</b>

## Acknowledgements

A successful Feasibility Study of this magnitude depends on the guidance and support of many individuals, and we begin our report by acknowledging their contributions. First, the members of the Elmira Heights and Horseheads Boards of Education deserve credit for understanding both the imperatives that drove the initiation of this study, as well as the potential benefits to be derived from it. Their on-going interest, presence, and support have been evident throughout our process. Equally important have been the contributions of Elmira Heights Central School District Superintendent Mary Beth Fiore and Horseheads Central School District Superintendent Ralph Marino. They complied with an endless stream of data requests and were active participants in every phase of this study. Their leadership is acknowledged and appreciated.

We asked much of the 32 Community Advisory Committee members who were enlisted to represent internal and external constituencies of the school districts and communities. They were thoughtful, insightful, and committed to the best interests of students throughout a long and exhaustive process. Their collective wisdom allowed us to create a series of recommendations that we believe better reflect the Elmira Heights and Horseheads communities. Our thanks, therefore, to the following members of the Community Advisory Committee:

### Representing Elmira Heights

Douglas Bauer  
Carol Cady  
Frank Cicci, Jr.  
Michael Coghlan  
John Cole  
Barbara Day  
Stephanie Eichenlaub  
Mitzi Fowler  
Bryan Maggs  
James Mallette

### Representing Horseheads

Nikki Bower  
David Crowley  
Kristine Dale  
William Goodwin  
Dawn Hanrahan  
Stacey Johnson  
Abigail Kelly  
Debbie Lane  
Gary Lawson  
Dora Leland

Mary Moore  
Jamie Shaw  
Margaret D. Smith  
Rhonda Tebin  
Leena Trinh  
Todd Van Houten

Tim Parker  
Dick Pirozzolo  
Rance Sechrist  
Jennifer Thomas  
Jacki Van Brunt  
Casey Winston

Throughout this process we met with numerous staff members from both districts who provided the depth of understanding required for us to fully comprehend the data we collected. Our thanks, therefore, to the business managers, central office directors, principals and assistant principals, special education supervisors, athletic directors, food service, transportation, and buildings and grounds supervisors, and information technology coordinators. We very much appreciated their time and expertise. In addition, the superintendent's administrative assistants provided secretarial and data gathering support, often at a moment's notice, which we very much needed and appreciated.

We would also thank GST BOCES District Superintendent, Mr. James Frame, for his support of this study and Mr. Roy McMaster of Capital Marketing Advisory, LLC whose work was a key component of our fiscal analysis. Finally, we thank Ms. Suzanne Spear and Mr. Gregg Diefenbach, Office of Educational Management Services of the NYS Education Department. Their ongoing direction and willingness to share critically important information throughout this process has been very much appreciated.

# 1. Introduction

## Background

The challenges facing school districts across the State and nation have become more intense within the last several years. On the one hand, there is increasing pressure to raise the academic standards and student success rates, as witnessed by the adoption in New York State of the federal Common Core Learning Standards. More rigorous curricula, student assessments, and professional performance standards have followed. On the other hand, financial challenges have continued to plague our State and local communities. As local districts attempt to meet the higher academic standards, they are required to do so with significantly fewer resources. Not only has the level of state aid to schools declined with the advent of the Gap Elimination Adjustment, the ability of local districts to make up the difference through increased local funding has been constrained by the tax cap legislation. All of this comes at a time when expenses such as mandated contributions to the State retirement systems and district contributions to health care plans have continued to increase.

The Elmira Heights and Horseheads School Districts have not been immune to these challenges. As noted in the districts' Local Government Efficiency Grant application submitted in March 2013 (which funded this study), the districts have had to make significant cuts to their operating budgets in the previous four years. As stated therein:<sup>1</sup>

- 1. Elmira Heights has eliminated 24 positions, which represents almost 20% of their staff. The positions eliminated include two administrators, eight teachers, a librarian, a guidance counselor, a Speech Pathologist, three teacher aides, and eight support positions. In addition, their Director of Facilities is now a shared position with Horseheads.*

---

<sup>1</sup> 2012-13 Local Government Efficiency Grant Program Application. Elmira Heights and Horseheads Central School Districts, p. 25-26.

2. *Horseheads has eliminated 121 positions, which is approximately 16% of their staff. The positions eliminated include five administrators, 24 teachers, 13 teaching assistants, three school nurses and numerous support positions including clerical cleaning/maintenance, transportation, food service and monitors.*
3. *Both districts have diminished student programs by reducing special area instruction in foreign language and music. Horseheads has also reduced physical education and art instruction.*
4. *Both districts have reduced or eliminated extra-curricular activities such as field trips, modified and intramural sports, and student clubs.*

Unfortunately, in the period since this grant application was written additional staff and/or programs have been eliminated. It is within this context that the Elmira Heights and Horseheads Boards of Education agreed to pursue a reorganization feasibility study to determine if consolidating the two districts would result in enhanced educational opportunities for students, delivered more efficiently and cost effectively. In June 2014, the boards awarded a contract to conduct the study to the Western New York Educational Service Council. Members of the consulting team charged with undertaking the task were Dr. Thomas Coseo, Dr. Roger Gorham, and Mr. Douglas Hamlin. The consultants are retired superintendents with extensive experience in teaching, educational leadership, and school organizational analysis.

### **Merger Process and Methodology**

The concept of merging or consolidating school districts to improve educational programming and/or reduce costs is not new. Rapid consolidation occurred during the 1940's and 1950's. For example, in 1950 residents of Horseheads and surrounding communities approved a plan to consolidate area school districts into one, known as the Horseheads Central School District. The consolidation included 36 districts, many comprised of simply one-room schoolhouses, creating what was then the third largest central school district in the state. Similarly, a referendum was held in Elmira Heights in 1954, the passage of which served to

create a centralized Junior-Senior High School and to expand the elementary facilities to accommodate a total enrollment of 1,638 students.<sup>2</sup> From that point forward, however, statewide interest in consolidation waned considerably until the imperatives mentioned above served to renew interest in the concept by smaller school districts across the State.<sup>3</sup>

As defined by the New York State Education Department, the purpose of a consolidation feasibility study is to develop information that describes how the districts involved would operate if reorganization were to be implemented. The report generated serves several audiences including school district boards of education, administrators, faculty, staff, community members, and the Commissioner of Education. It can inform all groups as to what reorganization would mean for the districts and can assist them in reaching a decision relative to their support of such a proposition. In addition, the Commissioner will use the report to determine whether the proposal has enough advantages to warrant issuing the appropriate formal order(s) so that the districts can proceed through the subsequent legal steps to implement the reorganization. The State Education Department requires that all feasibility studies address several areas, including:<sup>4</sup>

1. *Current and projected enrollments;*
2. *Current and projected professional staffing plans;*
3. *Current and projected housing plans;*
4. *A plan for education programs and curricula in the proposed district;*
5. *A plan for transportation in the proposed district; and*
6. *Fiscal implications of the reorganization, including changes in state aid, expenditures, and local tax effort.*

---

<sup>2</sup> Information provided by the Horseheads Central School District and the Elmira Heights Central School District respectively.

<sup>3</sup> For an interesting review of school districts that studied the viability of school district reorganization since 2010 see “Why Do School District Mergers Fail?” published by The New York State Association of School Business Officials in April 2014.

<sup>4</sup> [www.p12.nysed.gov/mgt/serv/sch\\_dist\\_org/GuideToReorganizationOfSchoolDistricts.htm](http://www.p12.nysed.gov/mgt/serv/sch_dist_org/GuideToReorganizationOfSchoolDistricts.htm).

Consistent with these State requirements, the Elmira Heights and Horseheads School Districts requested proposals for a feasibility study in April 2014. The following objectives were identified:

- 1. Identify possible operational efficiencies which would be realized by combining the School Districts.*
- 2. Determine the impact on educational opportunities for students which would result from combining the School Districts.*
- 3. Provide an estimate of the potential cost savings and the impact on local property taxes, both short-term and long-term, that would be realized by combining the School Districts.*

In responding to these objectives, the consultants were asked to provide a complete financial analysis, including information from each district, the town assessors, and area employers; a detailed analysis of curriculum and instruction; and information concerning the districts' governance, personnel and collective bargaining agreements, pupil enrollment, facilities, transportation, co-curricular offerings, and locally developed assurances/guidelines. In addition, the consultants were asked to complete these tasks in concert with a representative Community Advisory Committee while keeping the Boards of Education and administration well informed through regular meetings, work sessions, informational publications, and published minutes.

Upon selection in June 2014, and in keeping with the expectations noted above, the consultants from the Western New York Educational Service Council put in place a process that began with a joint meeting of the Elmira Heights and Horseheads Boards of Education in June 2014. This work session was designed to finalize a study process and ascertain the specific questions the Boards wanted answered as part of the process. A mid-study joint Board of



Education meeting held in March 2015 provided an opportunity to update board members on the study's progress and to answer any questions generated by the work to date.

Critical to the process was the creation of a Community Advisory Committee (CAC) made up of 16 representatives from Elmira Heights and 16 from Horseheads. These committee members were selected to represent each district's parents, students, teachers, administrators, and support staff, as well as community members representing the arts, athletics, business, retired citizens, and veterans. Following an initial organizational meeting in September 2014, this group met on six occasions, with their final meeting in May 2015. Prior to each of these monthly meetings the CAC members were provided detailed background information generated by the consultants on each of the topics to be discussed. Each meeting agenda provided an opportunity for CAC members to respond and react to the information presented. In addition, to these information sessions, tours of each districts' facilities were scheduled so that committee members could see the physical attributes of each district. As consultants, we found the CAC to be integral to our process, with members acting as a sounding board for all topics under consideration and serving as key communicators, sharing information with their constituencies.

The interactions we had with staff members from both school districts were also critical to our process. The superintendents were gracious in their response to numerous requests for data and met with us monthly to provide information and perspective, respond to our questions, and review for accuracy the material being shared. They also communicated regularly with all publics via their own websites, periodic community newsletters and press releases, and regular updates at Board of Education meetings. All handouts, PowerPoint presentations, and meeting minutes were maintained and the information shared through the outlets noted. Finally, throughout this process we also met with numerous staff members from both districts who

provided the depth of understanding required for us to comprehend fully the data we collected. Business managers, central office directors, principals and assistant principals, special education supervisors, athletic directors, food service, transportation, and facilities supervisors, and information technology coordinators all shared their knowledge and reacted to the information collected.

The Elmira Heights Horseheads Feasibility Study timeline requires that this report be submitted to the State Education Department in May 2015, followed by a formal presentation to the Boards of Education in June. Subsequently, both Boards will review this report, communicate its contents to their respective communities, and allow for a lengthy and open comment period. Should both Boards then elect to undertake a statutory reorganization process, each will hold an advisory referendum (“straw vote”), tentatively in December 2015, to determine if both communities are in favor of moving the consolidation process forward. If the results of this referendum are positive in both districts, the Commissioner of Education will call for a formal centralization referendum, which could be held as early as January 2016. In addition to the centralization proposition, voters would also be asked to decide on the number of board members to serve the new district (5, 7, or 9) and the terms of office for board members (3, 4, or 5 years). Assuming a positive vote in both districts, the new district would become a reality, with the Commissioner overseeing the election of a new board of education in February 2016. The State has provisions for staggered terms for the first board. Members are elected by plurality, with the candidates receiving the most votes elected for the longest terms. The new district would officially begin operations July 1, 2016.

## **The Elmira Heights and Horseheads Communities**

The Village of Elmira Heights, which is located north of the City of Elmira and south of the Village of Horseheads, was incorporated on May 1, 1896. As noted by Village Historian, Ken Erickson, the Village has undergone many changes in its 119 year history, despite little change in its geographic size of approximately one square mile. Over the years urban renewal projects have brought housing upgrades, improved streets, enhanced recreation areas, and a village complex serving governmental functions. The once large employment base, however, has been slowly reduced due to changes in business location and population shifts.<sup>5</sup> As noted by Village Mayor Margaret D. Smith, Elmira Heights is a quiet community of about 4,200 people. It is not considered an industrial entity because major industries such as Anchor Glass, Purolator, and CAF USA, Inc. are located beyond the municipal limits and do not generate taxes to the Village. Rather people settle in the Heights for the quality of the school district and the services they receive. She further notes, “Because of its location, Elmira Heights is close to all main points of interest, such as the Elmira Corning Regional Airport, Harris Hill, the Arnot Mall, the Mark Twain Golf Course and several large shopping centers.”<sup>6</sup>

The 3.9 square mile Village of Horseheads was incorporated on May 15, 1837 and is located within the 35.9 square mile Town of Horseheads. Horseheads prides itself as the first and only town and village in the United States dedicated to the service of the American military horse and derives its name from the large number of bleached horse skulls left there following General Sullivan’s decision to humanely dispose of the pack horses that had served him so well during his 1779 Revolutionary War campaign.<sup>7</sup> The Village is located in the center of Chemung County, halfway between the City of Elmira and the City of Corning. Originally settled because

---

<sup>5</sup> [www.elmiraheights.org](http://www.elmiraheights.org).

<sup>6</sup> *Ibid.*

<sup>7</sup> <http://horseheads.org>.

of its location on the Chemung Canal, Horseheads now prides itself as the gateway to the Finger Lakes and upstate New York. “Our Village offers a variety of shops, restaurants, hotels and recreational activities for residents and visitors. Experience soaring in a glider, a glass of wine at one of our unique Finger Lakes Wineries, visit one of our many museums that span art, history, famous people, and aviation, and other recreational activities, while staying in one of the fine hotel/motels in our Village.”<sup>8</sup>

Table 1-1 provides current comparative demographic information for the Village of Elmira Heights and the Village of Horseheads from the US Census Bureau.<sup>9</sup> Aside from obvious differences in size, the information provided indicates that Elmira Heights has a somewhat younger population while the income, employment, and education levels are somewhat higher in Horseheads. While percentages vary, both communities share the same common occupations and industries, which given their geographic proximity, would be expected.

---

<sup>8</sup> *Ibid.*

<sup>9</sup> <http://quickfacts.census.gov/qfd/states/36000.html>.

**Table 1-1**  
**Comparative Demographic Information**

Item	Village of Elmira Heights	Village of Horseheads
Population 2013 Estimate	4,097	6,676
Population Under 5	6.1%	4.9%
Population Under 18	22.7%	19.7%
Population 65 and Over	15.3%	23.5%
White	94.1%	93.9%
Black or African American	2.1%	1.9%
Asian	1.0%	2.3%
Hispanic or Latino	1.4%	1.6%
Two or More Races	2.1%	1.5%
H.S. Graduate or Higher	90.5%	91.6%
Bachelor's Degree or Higher	11.0%	24.5%
Housing Units	1,931	3,220
Households	1,843	3,059
Per Capita Income	\$26,993	\$28,053
Median Household Income	\$37,733	\$51,610
Persons Below Poverty Level	18.9%	7.7%
Unemployment Rate	7.4%	4.4%
Three Most Common Occupations	<ol style="list-style-type: none"> <li>1. Sales and Office (27.3%)</li> <li>2. Service (25.6%)</li> <li>3. Management, Business, Science, and Arts (24.3%)</li> </ol>	<ol style="list-style-type: none"> <li>1. Management, Business, Science, and Arts (43.2%)</li> <li>2. Sales and Office (21.4%)</li> <li>3. Service (19.3%)</li> </ol>
Three Most Common Industries	<ol style="list-style-type: none"> <li>1. Educational Services and Health Care and Social Assistance (28.3%)</li> <li>2. Manufacturing (20.1%)</li> <li>3. Retail Trade (12.9%)</li> </ol>	<ol style="list-style-type: none"> <li>1. Educational Services and Health Care and Social Assistance (31.7%)</li> <li>2. Manufacturing (15.5%)</li> <li>3. Retail Trade (10.7%)</li> </ol>

### School District History<sup>10</sup>

#### Elmira Heights

Elmira Heights was first chartered as a Union School on June 27, 1898. The first school was constructed in 1894 and graduated a class of five in 1901. In the early 1900's the District consisted of neighborhood elementary schools, with the original grades one through six school at Carr's Corner. Over time additional schools were erected to include the Lincoln School, Lenox

---

<sup>10</sup> The information contained in this section was provided by both Districts from their historical archives.

School, and the current Cohen School, all of which fed into the Thomas Edison School (1916), formerly located on Thurston Avenue.

In the 1950's the original Edison building became the Mary Thurston Elementary School, which was recognized as the first New York State district to create a non-graded elementary system in which achievement determined advancement.

As the result of a referendum held on April 12, 1954 a centralized junior/senior high school was created and the Lenox Avenue School was expanded to accommodate the District's enrollment of 1,638 students. The current Thomas A. Edison High School on College Avenue was erected in 1955 and housed grades seven through twelve. In 1967-69, the Cohen Elementary School was built to house students through grade six.

In 1996 an addition to the Cohen Elementary School allowed for the establishment of the Cohen Middle School which housed grades six through eight beginning in 1997. The Thomas A. Edison building became the High School, housing only grades nine through twelve. In 2007, Universal Pre-Kindergarten was added to the Cohen Elementary School, making it a pre-kindergarten through fifth grade facility.

### Horseheads

In the early 1800s, small schoolhouses were constructed across the Horseheads geographic area. In 1815, a two-story community building was built, and in 1850 a four-room school was constructed next to this original building. These facilities served the community for the next 42 years.

A Union Free School was organized in Horseheads in 1865 with the first recorded graduation in 1885. By 1889, the district had 200 students, one principal, and seven teachers.

On April 27, 1950, residents of Horseheads and surrounding communities approved a plan to consolidate 36 area school districts into one, known as the Horseheads Central School District. The baby boom, new housing construction in the years following World War II, and the resulting increased enrollment prompted the consolidation efforts.

In September 1952, the district served 3,300 students. All elementary students within the Village attended a two-story brick school built in 1892 located next to the present High School. Junior high and high school students attended a two-story brick building nearby. This building was known as the East Wing or the “old building” of the present High School until its demolition in 1988. The site is now a park entrance to the High School. Elementary students outside of the village attended small schools in Big Flats, Millport, Breesport, and Erin.

To accommodate the growing enrollment during the 1950’s new schools were built in Big Flats, Center Street, Ridge Road, and Broad Street and several additions were made to the High School. The 1960’s saw additions to the Center Street, Ridge Road, and Big Flats Elementary Schools and the construction of a new Junior High School (located between the High School and Center Street) and a new elementary school on Gardner Road. The decade ended with the opening of Junior High West on Sing Sing Road. In 1970 the elementary portion of that Sing Sing Road building was also ready for students.

During the 1970’s and 1980’s enrollment growth slowed; as a result the Breesport School was sold in 1975 and the Broad Street School was closed in 1983. In 1987 the ninth grade was added to the High School, an addition was built to join the Junior High East building to the High School, and all seventh and eighth graders began attending school at the newly renamed Horseheads Middle School at the Sing Sing Road complex.

In 2002, the District reconfigured its elementary grade structure. The Sing Sing Road Elementary School became the Horseheads Intermediate School, housing all fifth and sixth grade students. The remaining four elementary schools became kindergarten through fourth grade facilities, with some schools housing pre-kindergarten programs as well.

### **Current School District Characteristics**

The Elmira Heights Central School District and the Horseheads Central School District are geographically contiguous districts located in Chemung County. The Elmira Heights District serves approximately 1,100 students in a 48 square mile attendance area. The District consists of three schools; one elementary school serving grades pre-kindergarten through five, one middle school serving grades six through eight, and one high school serving grades nine through twelve. The elementary and middle school buildings are connected on a single campus. The high school is located on a separate campus one-half mile away. The Horseheads Central School District serves approximately 4,000 students in a 136 square mile attendance area. The District consists of seven schools; four elementary schools serving grades pre-kindergarten through four, one intermediate school serving grades five and six, one middle school serving grades seven and eight, and one high school serving grades nine through twelve. Horseheads also has a large bus garage. Elmira Heights leases space at this garage to house its own school bus fleet, but the districts have separate transportation staffs. The administrative offices of both districts are located within four miles of each other.

The Elmira Heights School District is governed by a seven-member Board of Education, with Trustees serving five-year terms. The Horseheads School District is governed by a nine-member Board of Education with Trustees serving three-year terms. Table 1-2 provides comparative demographic, achievement, and financial data for the two districts. The



demographic information and student performance data come from the 2012-13 (most recent)  
New York State Report Card.

**Table 1-2**  
**Comparative Demographic, Achievement, and Financial Data**

<b>Item</b>	<b>Elmira Heights CSD</b>	<b>Horseheads CSD</b>
Enrollment (2014-15)	1,058	4,021
Average Class Size (2012-13)		
• Common Branch	21	22
• Grade 8 English, Mathematics, Science, Social Studies	N/A,22,23,23	22,22,23,23
• Grade 10 English, Mathematics, Science, Social Studies	20,18,19,N/A	22,24,21,23
Eligible Free and Reduced-Price Lunch (2012-13)	45%	24%
Racial/Ethnic Origin		
• White	91%	90%
• Minority	9%	10%
Attendance Rate (2011-12)	95%	96%
Student Suspensions (2011-12)	5%	4%
Total Number of Teachers (2012-13)	84	295
Teachers with Master's Degrees Plus 30 Hours (2012-13)	19%	22%
Teacher Turnover Rate (2011-12)	10%	9%
Total paraprofessionals (2012-13)	19	84
Student Performance: Percentage Proficient at Levels 3 and 4 (2012-13)		
• 4 <sup>th</sup> Grade ELA	24%	34%
• 4 <sup>th</sup> Grade Mathematics	29%	49%
• 4 <sup>th</sup> Grade Science	96%	94%
• 8 <sup>th</sup> Grade ELA	36%	49%
• 8 <sup>th</sup> Grade Mathematics	13%	42%
• 8 <sup>th</sup> Grade Science	69%	85%
High School Completers (2012-13)		
• Total Graduates	86	313
• Percent Regents Diploma	92%	91%
• Percent Regents Advanced Designation	31%	51%
• Percent to 4 Year College	15%	43%
• Percent to 2 Year College	63%	36%
Needs Category	Average	Average
Combined Wealth Ratio	.547	.695
Building Aid Ratio	88.7%	80.3%
Transportation Aid Ratio	88.1%	74.0%
Budget (2014-15)	\$20,055,987	\$72,284,877
Tax Levy (2014-15)	\$7,440,666	\$35,114,955
Tax Rate (2014-15)	\$22.05	\$17.84

## **2. Enrollment History and Projections**

Accurate student enrollment projections are essential in planning the future of any school district. All aspects of district operations, including the level of certified and non-certified staffing, program options, facilities, finances, and support services require knowledge of the number of students to be served. Therefore, this study begins with an analysis of recent enrollment trends and future enrollment projections for the Elmira Heights and Horseheads Districts, as well as a ten-year projection of student enrollment, should these two districts consolidate.

To project student enrollment, the Cohort Survival Method was used. This method calculates the survival ratios for grade-level groups or cohorts as they progress from grade-to-grade during a defined period. These ratios are then applied to project future student enrollment at each grade level. In a similar fashion, birth data<sup>11</sup> for each school district are compared to kindergarten enrollment five years later to provide a survival ratio used to calculate future kindergarten enrollment.

More specifically, survival ratios are calculated by dividing the number of pupils in each grade by the number of pupils who were in the preceding grade a year earlier. For example, if there were 100 students in grade two last year and 95 students “survived” to grade three this year, the survival ratio is .95. In this manner survival ratios are calculated for each grade level for a period of six years of actual school enrollment. These ratios are then averaged to determine a single survival ratio for each grade level, which can be applied to each succeeding year to create future projections.

---

<sup>11</sup> Live birth data for each school district are provided by the New York State Health Department.

As is clear from the following tables, survival ratios typically have a value close to one. A ratio greater than one indicates that the grade-level cohort increased in size from one grade level to the next; conversely, a ratio less than one indicates that fewer students survived into the next grade. These ratios reflect all the various reasons for students entering or leaving a school district, including parent transfers, private school attendance, home schooling, or student drop outs.

It should be noted that enrollment projections for the immediate future tend to be more reliable than those in later years, and total K-12 projections tend to be more reliable than those for any particular grade level. In addition, projections based on historical and current enrollment tend to be more reliable than those based on live birth data. With regard to the latter, at this point in time, the New York State Health Department has posted live birth data for school districts through 2012. Thus, the consultants were able to calculate survival ratios from live births to actual kindergarten enrollments through the five years of historical data collected (2010-11 to 2014-15). Given available live birth data through 2012, they were also able to predict kindergarten enrollment through 2017-18. For purposes of developing a 10-year enrollment projection, kindergarten enrollment beyond that date was estimated as an average of the first three years of the projection.

Tables 2-1 and 2-2 illustrate Elmira Heights and Horseheads live birth data from 2005 through 2012 compared to actual kindergarten enrollment five years later. From this information a cohort survival ratio was calculated and kindergarten enrollments projected, as noted.

**Table 2-1**  
**Elmira Heights Central School District Live Births and Kindergarten Enrollment**

<b>Year</b>	<b>Live Births</b>	<b>Kindergarten Enrollment 5 Years Later</b>	<b>Cohort Survival Ratio: Kindergarten Enrollment to Live Births</b>
2005	71	78 (2010-11)	1.10
2006	65	73 (2011-12)	1.12
2007	82	98 (2012-13)	1.20
2008	86	83 (2013-14)	.97
2009	78	76 (2014-15)	.97
		Projected	1.07 Average Ratio
2010	71	76 (2015-16)	
2011	81	87 (2016-17)	
2012	85	91 (2017-18)	

**Table 2-2**  
**Horseheads Central School District Live Births and Kindergarten Enrollment**

<b>Year</b>	<b>Live Births</b>	<b>Kindergarten Enrollment 5 Years Later</b>	<b>Cohort Survival Ratio: Kindergarten Enrollment to Live Births</b>
2005	245	278 (2010-11)	1.13
2006	219	264 (2011-12)	1.21
2007	267	287 (2012-13)	1.07
2008	211	285 (2013-14)	1.35
2009	227	262 (2014-15)	1.15
		Projected	1.18 Average Ratio
2010	228	269 (2015-16)	
2011	271	320 (2016-17)	
2012	242	286 (2017-18)	

Tables 2-3 and 2-4 provide six years of actual K-12 enrollment history for each district. The top number in each box illustrates the number of students in that grade in that school year. The bottom number is the cohort survival ratio for that grade for that year. The far right column contains the five-year average survival ratio for each grade level, which was used to project grade level enrollment into the future. The ungraded elementary and secondary student population for each district is also indicated and averaged for use in the 10-year enrollment projections.

**Table 2-3**  
**Elmira Heights Central School District Six-Year Student Enrollment History**

	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>5 Yr. Av. Survival Ratio</b>
K	79	78 1.10	73 1.12	98 1.20	83 .97	76 .97	1.07
Gr. 1	73	73 .92	77 .99	80 1.10	93 .95	78 .94	.98
Gr. 2	81	72 .99	67 .92	73 .95	78 .98	97 1.04	.98
Gr. 3	81	84 1.04	68 .94	74 1.10	72 .99	81 1.04	1.02
Gr. 4	73	73 .90	82 .98	74 1.09	72 .97	76 1.06	1.00
Gr. 5	81	71 .97	75 1.03	83 1.01	66 .89	79 1.10	1.00
Gr. 6	89	84 1.04	74 1.04	79 1.05	86 1.04	66 1.00	1.03
Ungraded Elementary	0	0	0	0	0	0	Av. of 0 Students
Gr. 7	97	79 .89	84 1.00	76 1.03	81 1.03	90 1.05	1.00
Gr. 8	88	92 .95	78 .99	92 1.10	74 .97	80 .99	1.00
Gr. 9	101	87 .99	100 1.09	111 1.42	126 1.37	96 1.30	1.23
Gr. 10	65	95 .94	78 .90	74 .74	90 .81	104 .83	.84
Gr. 11	91	59 .91	84 .88	76 .97	66 .89	73 .81	.89
Gr. 12	89	91 1.00	61 1.03	79 .94	68 .89	62 .94	.96
Ungraded Secondary	0	0	0	0	0	0	Av. of 0 Students
Total	1,088	1,038	1,001	1,069	1,055	1,058	

**Table 2-4**  
**Horseheads Central School District Six-Year Student Enrollment History**

	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>5 Yr. Av. Survival Ratio</b>
K	308	278 1.13	264 1.21	287 1.07	285 1.36	262 1.15	1.18
Gr. 1	334	314 1.02	278 1.00	273 1.03	288 1.00	272 .95	1.00
Gr. 2	305	336 1.01	314 1.00	290 1.04	279 1.02	287 1.00	1.01
Gr. 3	341	298 .98	342 1.02	324 1.03	293 1.01	272 .97	1.00
Gr. 4	293	352 1.03	293 .98	359 1.05	324 1.00	292 1.00	1.01
Gr. 5	342	284 .97	371 1.05	304 1.04	348 .97	327 1.01	1.01
Gr. 6	320	344 1.01	288 1.01	363 .98	310 1.02	344 .99	1.00
Ungraded Elementary	0	0	3	1	2	1	Av. of 1 Student
Gr. 7	322	325 1.02	355 1.03	297 1.03	360 .99	315 1.02	1.02
Gr. 8	328	318 .99	323 .99	347 .98	302 1.02	362 1.01	1.00
Gr. 9	343	342 1.04	332 1.04	324 1.00	376 1.08	333 1.10	1.05
Gr. 10	341	322 .94	334 .98	316 .95	307 .95	349 .93	.95
Gr. 11	364	324 .95	308 .96	295 .88	310 .98	287 .93	.94
Gr. 12	331	356 .98	310 .96	312 1.01	301 1.02	317 1.02	1.00
Ungraded Secondary	0	0	4	1	1	1	Av. of 1 Student
Total	4272	4193	4119	4093	4086	4021	

Tables 2-5 and 2-6 provide 10-year enrollment projections for the Elmira Heights and Horseheads School Districts. Table 2-7 combines these to create a 10-year enrollment projection for a consolidated district. Figure 2-1 graphically compares these enrollment projections.

**Table 2-5**  
**Elmira Heights Central School District 10-Year Enrollment Projection**

<b>Grade</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>	<b>2023-24</b>	<b>2024-25</b>
K	76	87	91	85	85	85	85	85	85	85
1	74	74	85	89	83	83	83	83	83	83
2	76	73	73	83	87	81	81	81	81	81
3	99	78	74	74	85	89	83	83	83	83
4	81	99	78	74	74	85	89	83	83	83
5	76	81	99	78	74	74	85	89	83	83
6	81	78	83	102	80	76	76	88	92	85
Ungraded Elem.	0	0	0	0	0	0	0	0	0	0
7	66	81	78	83	102	80	76	76	88	92
8	90	66	81	78	83	102	80	76	76	88
9	98	111	81	100	96	102	125	98	93	93
10	81	82	93	68	84	81	86	105	82	78
11	93	72	73	83	61	75	72	77	93	73
12	70	89	69	70	80	59	72	69	74	89
Ungraded Second.	0	0	0	0	0	0	0	0	0	0
Total	1,061	1,071	1,058	1,067	1,074	1,072	1,093	1,093	1,096	1,096

K-6	563	570	583	585	568	573	582	592	590	583
7-8	156	147	159	161	185	182	156	152	164	180
9-12	342	354	316	321	321	317	355	349	342	333
Ungraded Elem.	0	0	0	0	0	0	0	0	0	0
Ungraded Second.	0	0	0	0	0	0	0	0	0	0
Total	1,061	1,071	1,058	1,067	1,074	1,072	1,093	1,093	1,096	1,096



**Table 2-6**  
**Horseheads Central School District 10-Year Enrollment Projection**

<b>Grade</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>	<b>2023-24</b>	<b>2024-25</b>
K	269	320	286	292	292	292	292	292	292	292
1	262	269	320	286	292	292	292	292	292	292
2	275	265	272	323	289	295	295	295	295	295
3	287	275	265	272	323	289	295	295	295	295
4	275	290	278	268	275	326	292	298	298	298
5	295	278	293	281	271	278	329	295	301	301
6	327	295	278	293	281	271	278	329	295	301
Ungraded Elem.	1	1	1	1	1	1	1	1	1	1
7	351	334	301	284	299	287	276	284	336	301
8	315	351	334	301	284	299	287	276	284	336
9	380	331	369	351	316	298	314	301	290	298
10	316	361	314	351	333	300	283	298	286	276
11	328	297	339	295	330	313	282	266	280	269
12	287	328	297	339	295	330	313	282	266	280
Ungraded Second.	1	1	1	1	1	1	1	1	1	1
Total	3,969	3,996	3,948	3,938	3,882	3,872	3,830	3,805	3,812	3,836

K-6	1,990	1,992	1,992	2,015	2,023	2,043	2,073	2,096	2,068	2,074
7-8	666	685	635	585	583	586	563	560	620	637
9-12	1,311	1,317	1,319	1,336	1,274	1,241	1,192	1,147	1,122	1,123
Ungraded Elem.	1	1	1	1	1	1	1	1	1	1
Ungraded Second.	1	1	1	1	1	1	1	1	1	1
Total	3,969	3,996	3,948	3,938	3,882	3,872	3,830	3,805	3,812	3,836

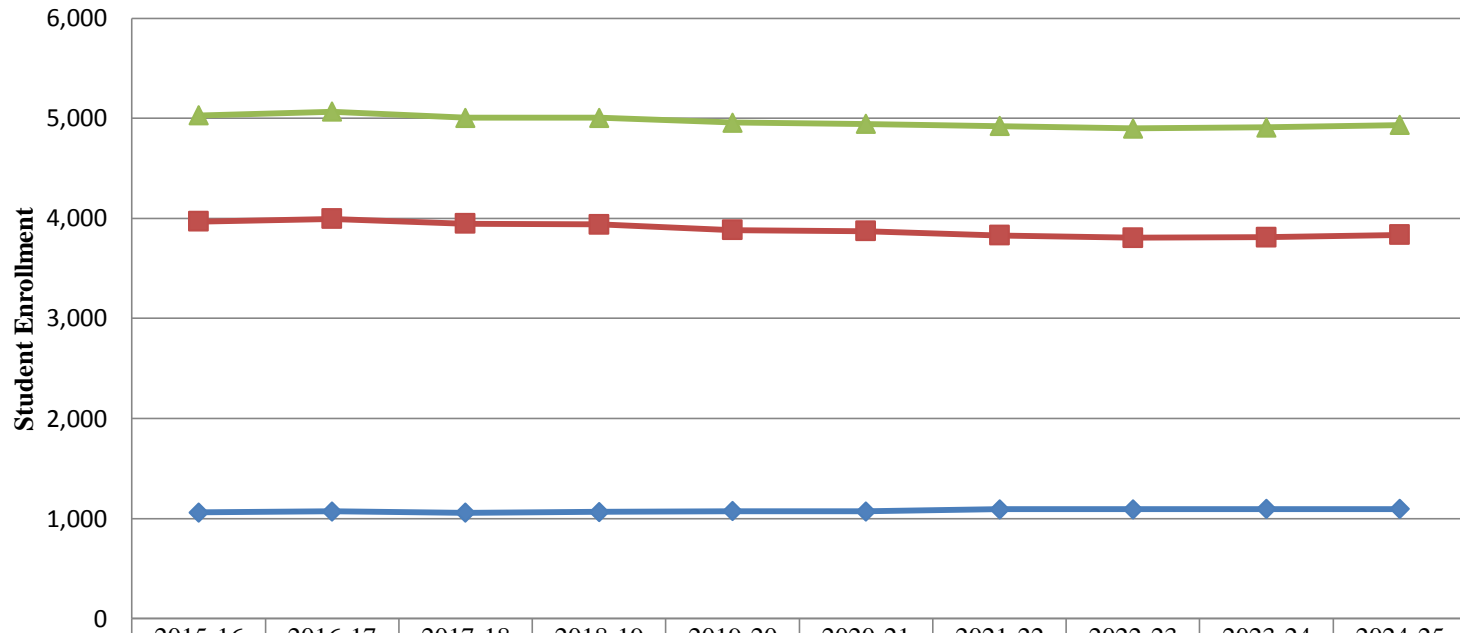
**Table 2-7**  
**Combined Elmira Heights and Horseheads Central School Districts 10-Year Enrollment Projection**

<b>Grade</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>	<b>2023-24</b>	<b>2024-25</b>
K	345	407	377	377	377	377	377	377	377	377
1	336	343	405	375	375	375	375	375	375	375
2	351	338	345	406	376	376	376	376	376	376
3	386	353	339	346	408	378	378	378	378	378
4	356	389	356	342	349	411	381	381	381	381
5	371	359	392	359	345	352	414	384	384	384
6	408	373	361	395	361	347	354	417	387	386
Ungraded Elem.	1	1	1	1	1	1	1	1	1	1
7	417	415	379	367	401	367	352	360	424	393
8	405	417	415	379	367	401	367	352	360	424
9	478	442	450	451	412	400	439	399	383	391
10	397	443	407	419	417	381	369	403	368	354
11	421	369	412	378	391	388	354	343	373	342
12	357	417	366	409	375	389	385	351	340	369
Ungraded Second.	1	1	1	1	1	1	1	1	1	1
Total	5,030	5,067	5,006	5,005	4,956	4,944	4,923	4,898	4,908	4,932

K-6	2,553	2,562	2,575	2,600	2,591	2,616	2,655	2,688	2,658	2,657
7-8	822	832	794	746	768	768	719	712	784	817
9-12	1,653	1,671	1,635	1,657	1,595	1,558	1,547	1,496	1,464	1,456
Ungraded Elem.	1	1	1	1	1	1	1	1	1	1
Ungraded Second.	1	1	1	1	1	1	1	1	1	1
Total	5,030	5,067	5,006	5,005	4,956	4,944	4,923	4,898	4,908	4,932

**Figure 2-1 - Ten-Year Enrollment Projection Comparison**



	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
◆ Elmira Heights	1,061	1,071	1,058	1,067	1,074	1,072	1,093	1,093	1,096	1,096
■ Horseheads	3,969	3,996	3,948	3,938	3,882	3,872	3,830	3,805	3,812	3,836
▲ Combined District	5,030	5,067	5,006	5,005	4,956	4,944	4,923	4,898	4,908	4,932

We would also note that both districts have provided Universal Pre-Kindergarten (UPK) programs. Table 2-8 below provides a six-year history of UPK enrollment. Both districts, however, have expressed interest in expanding these programs in the future. Doing so will require additional classroom space, which has been factored into our calculation of space needs in a consolidated district.

**Table 2-8**  
**Universal Pre-Kindergarten Enrollment History – 2009-10 to 2014-15**

	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>
Elmira Heights	35	33	36	30	35	36
Horseheads	54	54	54	54	54	72

As recorded in September 2014, Table 2-9 provides some additional information regarding the number of resident students from Elmira Heights and Horseheads attending school elsewhere. Both districts have similar percentages of students being instructed at home or attending parochial schools. A higher percentage of Elmira Heights students are enrolled in BOCES special education programs, while no Horseheads students attend the BOCES CTE program. Horseheads has a higher percentage of students enrolled in various private schools, but the numbers are low for both districts. It is difficult to anticipate changes with regard to home schooling or non-public school attendance. If a significant number of families should begin or discontinue the practice of home schooling or if a private or parochial school should open or close, it would influence future public school enrollments. It does not appear, however, that such possibilities would substantially impact future planning in either district, or for a consolidated school district.

**Table 2-9**  
**Resident Pupils Attending School Elsewhere – 2014-15**

<b>Number of Pupils</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
1. Instructed at Home		
K-4	10	42
5-8	11	39
9-12	8	44
Total	29	125
2. Parochial Schools*		
K-4	6	65
5-8	10	64
7-12	20	61
Total	36	190
3. Other Public Schools		
K-4	1	4
5-8	1	5
9-12	1	11
Total	3	20
4. Full-Time BOCES		
Students with Disabilities	36	65
General Education	10	0
Total	46	65
5. Private Schools**		
K-4	3	23
5-8	1	41
9-12	1	0
Total	5	64
6. Residential Placements	0	1
7. Incarcerated Youth	1	0

\*Includes Horseheads Christian, Elmira Christian, Corning Christian, Hope Christian, Twin Tiers Christian, St. Mary Our Mother, All Saints Academy, Holy Family, Notre Dame, and Covenant Love Community School.

\*\*Includes Alternative Science and Math, Chemung Valley Montessori, and Master's Vineyard Mission Academy.

On October 6, 2014 the Community Advisory Committee received and reacted to the enrollment data provided in this chapter. It was noted that the Horsehead District's continued ownership of the Broad Street School offered additional capacity, should the Districts decide to consolidate. Also noted were indications of future economic growth and real estate development within the area that may affect student enrollment beyond that projected. The potential for fracking in the Southern Tier was specifically mentioned (since rendered moot by the Governor's decision not to allow fracking in New York State).

On November 17, 2014 The WNYESC consultants also met with invited members of the Elmira Heights and Horseheads business community (see Appendix F for a complete accounting of this meeting). The economic stability predicted by this group of community leaders would suggest a stable workforce for the foreseeable future, with the likelihood of only modest growth. This in turn suggests little change to the relatively flat enrollment projections noted in this chapter.

**Key Findings:**

1. The Elmira Heights District experienced a decrease in K-12 enrollment from 2009-10 to 2014-15 of 30 students (2.8 percent). Similarly, the Horseheads District experienced a decrease of 251 students during this same period (5.9 percent). The combined districts declined by 281 students (5.2 percent).
2. K-12 enrollment from 2015-16 to 2024-25 in the Elmira Heights District is projected to remain fairly stable, increasing by 35 students (3.3 percent). Annual enrollments are projected to fluctuate from a low of 1,058 in 2017-18 to a high of 1,096 in 2023-24 and 2024-25.

3. K-12 enrollment from 2015-16 to 2024-25 in the Horseheads District is also projected to remain stable, decreasing by 133 students (3.4 percent). Annual enrollments are projected to fluctuate from a high of 3,969 in 2015-16 and 2016-17 to a low of 3,805 in 2022-23, rebounding slightly to 3,836 in 2024-25.
4. If the Elmira Heights and Horseheads Districts were to merge, the combined K-12 student enrollment is projected to remain stable during the next ten years, decreasing by 98 students. Annual enrollments are projected to fluctuate from a high of 5,067 in 2016-17 to a low of 4,898 in 2022-23. Differing fluctuations can be anticipated in each of the K-5, 6-8 and 9-12 subgroups, but none would seem to require unusual accommodation.

### **3. Curriculum and Instruction**

The study of teaching and learning in the Elmira Heights and Horseheads School Districts, or in a potential consolidated Elmira Heights Horseheads district, has to acknowledge the changing landscape of public education in New York State and our nation. The current educational reform agenda focuses on improved outcomes for students based on more rigorous teacher certification requirements, dramatic changes in teacher and principal evaluation, revised expectations for the identification, instruction, and monitoring of students with special needs, and the roll-out of new Common Core Learning Standards and assessments adopted across the country. These changes are designed to help students meet the demands of a 21<sup>st</sup> Century economy by preparing them for entry into more important and challenging post-secondary education options and/or to be well suited with the knowledge and skills to enter the demanding and ever-changing workplace. The need to adopt and train for these important developments in the educational system place internal and external pressure on schools to apply the correct inputs to the system in order to achieve the desired outcomes for their students.

Elmira Heights and Horseheads are in no way immune to these pressures, and like numerous school districts across the State and nation, both are struggling to manage significant increases in costs, constrictions in their ability to raise revenues, and erosion in the level of State support for education (despite modest aid increases more recently). As this study will demonstrate, both Districts have, over the past five to seven years, experienced loss of program and support for the communities' children. As the Community Advisory Committee contemplated these realities, it recognized the challenge of addressing the losses before it could consider enhancements to existing programs made possible by consolidation.



To evaluate the impact of consolidation on the pre-kindergarten through grade twelve academic program, nine areas were studied in both school districts, projected to a consolidated district, and brought to the Community Advisory Committee for study, comment, and recommendation. The areas of study included:

- Class Sizes, K-12
- Elementary Program
- Middle School Specials
- District Music Programs
- High School Program: Course Offerings
- District Program Reductions 2008-09 to the Present
- Special Education Placement
- Student Performance
- Graduation Outcomes

Data and analysis for each area are included in this chapter. Collectively, they help determine the opportunities and challenges that would exist in a consolidated school district.

### **Class Sizes, K-12**

Class size data are presented for both districts. Elmira Heights and Horseheads are configured differently. Elmira Heights has a pre-kindergarten through grade five elementary school, a grades six through eight middle school, and a grades nine through twelve high school. Horseheads has pre-kindergarten through grade four elementary schools, a grades five to six intermediate school, a grades seven through eight middle school, and a grades nine through twelve high school. Table 3-1 illustrates the 2014-15 average elementary class sizes in both districts.

**Table 3-1**  
**Elementary School Class Sizes/Sections – 2014-15**

<b>Grade</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Pre-K	18/2	18/4
K	19.25/4	20/13
1	19.5/4	20.6/13
2	19.5/5	20.5/13
3	20.5/4	19.1/14
4	19.75/4	21.9/13
5	25.3/3	24.8/13
6	Middle School	23.9/14

Currently, both districts have reasonable elementary class sizes. Primary grades in both districts average in the high teens to low twenties. Intermediate grades tend to average in the low to mid-twenties. Average class sizes in Horseheads tend to be a bit higher. Enrollment projections suggest that Elmira Heights and Horseheads student numbers will remain constant into the future. That said, this analysis must consider the potential for upward shifts in class sizes if the trend of decreasing revenues and increasing expenses experienced over the last five years continues into the future. Absent consolidation, further reductions of instructional staffing, particularly in Elmira Heights, would have dramatic impact on class size. For example, with the loss of additional sections in the elementary school, Elmira Heights' class sizes could increase by a range of 20-33%; Horseheads' class sizes have the potential to increase by 25% with the loss of additional sections at any grade level.

In a consolidated district, with the grade level enrollments divided among a greater number of sections, class sizes could be more easily maintained at positive levels and would be more protected from dramatic increases, should financial considerations require further reductions-in-force at the elementary level.

Table 3-2 displays 2014-15 middle school class sizes in both districts. While middle school class sizes in the districts are very similar and enrollment projections flat, there exists the

same future vulnerability to larger class sizes at this level should the districts continue to experience declining resources.

**Table 3-2**  
**Middle School Average Class Sizes/Class Size Range – 2014-15**

Core Course	Average Class Size		Class Size Range	
	Elmira Heights (6-8)	Horseheads (7-8)	Elmira Heights	Horseheads
English	19	21.3	11-25	15-25
Mathematics	20.25	20.8	7-25	17-25
Social Studies	21	22.2	17-24	17-25
Science	19	21.2	11-24	15-25

As noted in Table 3-3, current high school core course class sizes in both districts are favorable (Elmira Heights 18-23.5; Horseheads 18-22). Class size ranges, however, are dictated by student availability in the master schedule in any given period, and tend to have a higher than desired upper end. It is also important to keep in mind the continuing impact of course reductions and course eliminations that have already occurred. Because reductions come first in non-mandated courses, future reductions, if necessary, will impact the core program and exert significant upward pressure on the current class sizes.

**Table 3-3**  
**High School (Grades 9-12) Average Class Sizes/Class Size Range – 2014-15**

Core Course	Average Class Size		Class Size Range	
	Elmira Heights	Horseheads	Elmira Heights	Horseheads
English	23.5	19	11-25	14-25
Mathematics	18	21	6-31	10-25
Social Studies	20.5	22	9-30	12-25
Science	19	18	9-30	8-25

### **Elementary Program**

Table 3-4 illustrates various elements of the elementary programs which currently exist in Elmira Heights and Horseheads, including student and teacher school day start and end times,

weekly instructional time in core instructional areas, reading, writing, and mathematics curricula, and special area instructional time. In addition, principals and special education administrators met with the Community Advisory Committee on December 15, 2014 to discuss student and parent activities available in each school and to answer questions about the respective programs.

**Table 3-4**  
**Elementary Program Comparison – 2014-15**

Program	Cohen	Big Flats	Center Street	Gardener Road	Ridge Road
School Day					
Student Start/End	7:45-2:45 (7 hours)	8:25-2:25 (6 hours)			
Teacher Start/End	7:40-2:55 (7.25 hours)	M, T & R: 8:00-3:30 (7.5 hours) W & F: 8:00-2:40 (6.67 hours) (Faculty meeting Wednesday: 8:00-3:30) (7 hours)			
Teacher Planning Time	All teachers: 40 minutes/ day	K-Grade 2: 130 minutes/week (26 minutes/day; M,T,R 1 hour 26 minutes) Grade 3: 160 minutes/week (32 minutes/day; M,T,R 1 hour 32 minutes) Grade 4: 180 minutes/week (36 minutes/day; M,T,R 1 hour 36 minutes) (M,T and R: 2:30- 3:30)			
Instruction Time/Week					
ELA	90 minutes/ day reading and writing; 450 minutes/ week	110 minutes/day reading/writing; 550 minutes/week			
Mathematics	45-60 minutes/day; 225-300 minutes/ week	60 minutes/day 300 minutes/week			

Program	Cohen	Big Flats	Center Street	Gardener Road	Ridge Road
Science	30-40 min. 2-3 days/week. 60-120 minutes/week Integration w/ELA 3-5 FOSS/STEM	180 minutes/6 day cycle 150 minutes/week			
Social Studies	30-40 minutes 2-3 times/week. 60-120 minutes/week Integration w/ELA	90 minutes/6 day cycle 75 minutes/week			
Curriculum Programs					
Reading	K-2 Scott Foresman 2013 Reading Street Program 3-5 ELA NYS Modules	Treasures (Leveled Literacy Intervention and Treasure Chest for intervention programs for general education students)			
Writing	K-5 Four Square Graphic Organizer Process; Embedded writing Modules; Reading Street aligned w/ CCLS	Teacher Created Units (Created/implemented district-wide)			
Mathematics	K-5 NYS Math Modules	Go Math			
Character Education	PBIS 2 <sup>nd</sup> Step Program	None			

<b>Program</b>	<b>Cohen</b>	<b>Big Flats</b>	<b>Center Street</b>	<b>Gardener Road</b>	<b>Ridge Road</b>
<b>Special Areas Frequency</b>					
Art	1/5 day 40 minutes	1/6 day cycle 35 minutes			
Music	1/5 day 40 minutes	2/6 day cycle 30 minutes			
Library	1/5 day 40 minutes	1/6 day cycle 30 minutes			
PE	3/5 day 40 minutes	2/6 day cycle K-2: 30 minutes 3-4: 45 minutes			
Computer	1/5 40 minutes (TA w/ teacher)	2/6 day cycle 30 minutes (teacher instruction – no lab manager)			

## Middle School Specials

Tables 3-5 and 3-6 show middle school special classes, number of sections, meeting frequency, and length of classes in both districts.

**Table 3-5  
Cohen (Elmira Heights) Middle School Specials  
Grades 6-8**

<b>Special</b>	<b># of Classes /Average Class Size</b>	<b>Meeting Frequency/Class Length</b>
Chorus 6 - 7 - 8	2 Sections/22	2 sem.; alt. day/50 min.
Band 6 – 7 - 8	4 Sections/29	2 sem.; alt. day/50 min.
Instrument Lessons		1-2 times/week/50 min.
Art 6	Classroom integration	
Art 7	4 Sections/23	2 sem.; alt. day/50 min.
Art 8	Classroom integration	
P.E 6	4 Sections/22	2 sem.; alt. day/50 min.
P.E 7	4 Sections/24	2 sem.; alt. day/50 min.
P.E 8	4 Sections/20	2 sem.; alt. day/50 min.
Technology 6	4 Sections/17	1 sem.; every day/50 min.
Technology 7	6 Sections/17	1 sem.; every day/50 min.
Technology 8		
Home and Career Skills 6	4 Sections/17	1 sem.; every day/50 min.
Home and Career Skills 7	6 Sections/17	1 sem.; every day/50 min.
Home and Career Skills 8		
Health 6		
Health 7		
Health 8	4 Sections/20	2 sem.; alt. day/50 min

**Table 3-6**  
**Horseheads Middle School Specials**  
**Grades 7-8**

<b>Special</b>	<b># of Classes/ Average Class Size</b>	<b>Meeting Frequency/Class Length</b>
Music 7/8	13 Sections/18	1 sem.; alt. day/40 min.
Chorus 7/8	10 Sections/33	1 sem.; alt. day/40 min.
Vocal Lesson		
Band 7/8	3 Sections/34	1 Band: 1 sem.; alt. day/40 min. 2 Bands: 2 sem.; alt. day/40 min.
Orchestra 7/8	1 Section/43	2 sem.; alt day/40 min.
Instrument Lesson	146	Every 6 days/40 min.
Art 7	16 Sections/20	3 classes: 2 sem.; alt. day/40 min. 13 classes: 1 sem.; alt. day/40 min.
Art 8	18 Sections/19	3 classes: 2 sem.; alt. day/40 min. 13 classes: 1 sem.; alt. day/40 min.
P.E 7/8	24/28	2 sem.; alt. day/40 min.
Technology 7	16 Sections/20	1 sem.; every day/40 min.
Technology 8	19Sections/19	1 sem.; every day/40 min.
Home and Career Skills 7	15 Sections/21	1 sem.; alt. day/40 min.
Home and Career Skills 8	17 Sections/21	1 sem.; alt. day/40 min.
Health 7	14 Sections/22	1 sem.; every day/40 min.

The comparisons shows there are differences in grade levels within which courses are offered and in the scheduling configuration by which they are taught. There are also differences in the amount of instructional time that would need to be reconciled with state regulations in a consolidated district. In short, transition to a consolidated district would require analysis and adjustments in order to reconcile the disparate features of the districts' elementary and middle school programs.



## District Music Programs

Given the interest in music instruction and performance opportunities available to students, this section compares music program offerings and thereby provides insight into the potential for music program expansion in a consolidated district. Table 3-7 compares the current courses and ensembles in each district.

**Table 3-7**  
**Elmira Heights – Horseheads Music Programs**

<b>Program</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
General Music K-4	408	1422
Grade 4 Instrumental Lessons		130
Grade 4 Orchestra		75
Grade 4 Chorus		174
Ridge Road – 3 <sup>rd</sup> Grade Chorus		50
Grade 4 Band		261
General Music 5	79	322
General Music 6		336
General Music 7/8		238
Grade 5 Chorus	20	~200
Grade 6 Chorus		~200
Grade 6 Show Choir		~50
Grade 5 Band	37	91
Grade 6 Band		72
Grade 5/6 Band Lessons	37	163
Grade 5 Orchestra		55
Grade 6 Orchestra		27
Grade 5/6 Orchestra Lessons		82
MS Chorus	44 (6-8)	331 (7-8)
MS Band	116 (6-8)	102 (7-8)
MS Band Lessons	116 (6-8)	102
MS Orchestra Lessons		43

<b>Program</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
HS Mixed Chorus-/Concert Choir	21	64
HS Chorale		54
HS Voice Class		27
HS Concert Band	40	73
HS Wind Ensemble		67
Band Lessons	40	140
HS Orchestra		45
HS Orchestra Lessons		45
HS Music Courses		
Introduction to Guitar		52
Introduction to Piano		24
Music Theater		18
Foundations of Musicianship		11
World Music Drumming		7

Table 3-7 illustrates significant differences in the breadth and depth of the music programs offered in the two districts, presumably driven by the difference in district sizes. For example, Horseheads offers an orchestra program starting in the fourth grade, as well as a wide range of offerings throughout the music curriculum. In a consolidated district, Elmira Heights' students would benefit from this more extensive program. Should consolidation take place, we would anticipate the formation of performance ensembles according to age, experience, and development of talent, all of which would expand performance opportunities and enhance performance excellence for all students.

## High School Program: Course Offerings

The following four tables are critical in determining the opportunities available at the secondary level as a result of school consolidation. Table 3-8 lays out the current course offerings for students at T.A. Edison High School (Elmira Heights) and Horseheads High School. Table 3-9 focuses on the college and college-level courses available to students in each high school. Tables 3-10 and 3-11 provide insight into the extent of program reductions in each district that have occurred over the past seven years.

A significant consideration in analyzing these tables is the differing instructional format and schedules within these two districts. Elmira Heights TAE High School offers full and half credit courses in a traditional nine period, 47-minute/period schedule. Horseheads High School delivers instruction via an intensive semester block schedule within which students enroll in four courses per semester. Each full credit course meets daily for 80 minutes; half-credit courses meet on alternate days for 80 minutes.

**Table 3-8**  
**T.A. Edison High School and Horseheads High School**  
**2014-2015 Course Offerings**

Department/Course/Credit	Elmira Heights High School	Horseheads High School
<b>Art</b>		
Studio in Art 1 (.5)	X	X
Studio in Art 2 (.5)		X
Studio in Printmaking (.5)		X
Design in Clay (.5)		X
Drawing and Painting I (1)	Independent Study	X
Online Intro to Drawing (.5)		
Online Intro to Graphic Design (.5)	X	
Studio in Crafts (1)		X
Computer Design (1)		X
Sculpture (1)		X

<b>Department/Course/Credit</b>	<b>Elmira Heights High School</b>	<b>Horseheads High School</b>
2-D Art (1)	X	
Advanced 3-D Art (1)	X	
Advanced 3-D Art (.5)	X	
Media Arts (1)		X
Drawing and Painting II (1)	Independent Study	X
Drawing and Painting III (1)	Independent Study	X
Photography (1)		X
Portfolio Development (1)		X
AP Art History (1)		X
<b>Business</b>		
Business Communication (.5)	X	
“Excel” in Business (1)		X
Business APPS (1)	X	
Computer Applications (1)	X	X
Software Apps (.5)	X	
Math for Personal Finance (1)	X	X
Personal Finance (.5)	X	
Introduction to Marketing (1)		X
Business Ownership and Marketing (1)		X
Entrepreneurship (.5)	X	
Business Law (1)		X
Accounting (1)	X	
ACE Accounting I (1)*	X	X
ACE Accounting II (1)*		X
ACE Web Page Design (1)*		X
ACE Business Profession (.5)*	X	
College Prep I (.5)	X	
College Prep II (.5)		
Dreamweaver (.5)		X
Sports and Entertainment Marketing (.5)	X	X
International Business (.5)		X
Career Pathways (.5)		X
Financial Independence (.5)	X	
College Computer Concepts (.5)		X
Note taking (.5)		X
Media Production (1)	X	X

<b>Department/Course/Credit</b>	<b>Elmira Heights High School</b>	<b>Horseheads High School</b>
<b>English</b>		
15-1 English (1)	X	
English 9 (1)	X	X
English 10 (1)	X	X
English 11 (1)	X	
Occupational Education English (10	X	
American Literature and Composition (1)		X
American Voices (w/AP US History) (1)		X
English 12 (1)	X	X
English 12 online (1)	X	
AP English (2)		X
ACE English I/II (1)*	X	X
NV ACE English I/II (1)**	X	
English Seminar (.5)	X	
Electives 11 & 12		X
Mythology – alternate years (1)		
Introduction to Shakespeare (1)		X
Creative Writing (1)		X
Journalism – alternate years (1)		X
Media Production – alternate years (1)		X
Fantasy & Sci. Fiction–alternate years (1)		X
Young Adult Literature (1)		X
Public Speaking (1)		X
British Literature (1)		X
Drama (1)		X
<b>Family and Consumer Science</b>		
The Food Experience (1)		X
Housing and Interior Design (1)		X
Food Science (1)		X
Interior Design II (.5)		X
Arts of the Home (.5)		X
Child Development (1)		X
Child Development II (.5)		X
Sewing Fashions (1)		X
Life 101 (1)		X

<b>Department/Course/Credit</b>	<b>Elmira Heights High School</b>	<b>Horseheads High School</b>
<b>Languages other than English</b>		
French I (1)		X
French 1 A/B Online (1)	X	
French II (1)		X
French III (1)		X
French IV ACE (1)*		X
French V ACE (1)*		X
Spanish 1 (1)	X	X
Spanish II (1)	X	X
Spanish III (1)	X	X
Spanish IV ACE (1)*		X
Spanish V ACE (1)*		X
Spanish VI ACE (1)*		X
Latin 1A/B Online (1)	X	
<b>Health</b>		
Health Education	X (.5)	X (1)
Online Health (.5)	X	
ACE Perspective on Drugs (1)*		X
<b>Interdisciplinary Education</b>		
Career and Financial Management (1)		X
ACE First Year Experience (1)*	X	X
NV ACE First Year Experience (.5)**	X	
<b>Mathematics</b>		
Algebra I (1)	X	X
Algebra Skills (1)	X	
Algebra IR (1)		X
Business Math (1)	X	
Consumer Math (1)	X	
Online Consumer Math A/B (1)		
Geometry (Basic) (1)	X	X
Geometry R (1)	X	X
Online Geometry A/B (1)	X	
Honors Geometry (1)	X	
Algebra 2/Trigonometry Skills (1)		X

<b>Department/Course/Credit</b>	<b>Elmira Heights High School</b>	<b>Horseheads High School</b>
Algebra 2/Trigonometry (1)	X	X
Honors Trigonometry (1)	X	
Pre-Calculus Skills (1)		X
Pre-Calculus (1)	X	X
Online Pre-Calculus (1)		
Math 12 (1)	X	
Applied Math IV (1)	X	
Honors Pre-Calculus (1)	X	
Introduction to Programming (1)		X
AP Calculus (1)	X	
College Calculus I ACE (1)*		X
College Calculus II ACE (1)*		X
AP Statistics (1)	X	
<b>Music</b>		
Concert Band (1)	X	X
Wind Ensemble (1)		X
Orchestra (1)		X
Chorale (1)		X
Concert Choir (1)	X	X
Voice Class I (.5)		X
Introduction to Guitar (.5)		X
Piano Class (.5)		X
Musical Theatre Workshop (.5)		X
Foundations of Musicianship (.5)		X
World Music Drumming (.5)		X
<b>Physical Education</b> (3 credits required)		
Physical Education (.5)	X	X
Advanced Topics (1)	X	X
Sports and Nutrition (.5)	X	
Weightlifting (.5)	X	X
Personal Fitness (.5)	X	X
<b>Science</b>		
General Science (1)	X	X
Earth Science (1)	X	X

Department/Course/Credit	Elmira Heights High School	Horseheads High School
General Biology (1)		X
Astronomy/Historical Geology (1)		X
Living Environment (Biology) (1)	X	X
General Chemistry (1)		X
Chemistry (1)	X	X
Online Chemistry (1)	X	
Honors Chemistry (1)	X	
(North) American Wildlife (1)	X	X
General Physics (1)		X
Physics (1)	X	X
Anatomy and Physiology (1)		X
AP Biology (1)	X	
ACE Biology I (1)*		X
ACE Biology II (1)*		X
ACE Physics (1)*		X
ACE Chemistry I (1)*		X
ACE Chemistry II (1)*		X
Marine Biology (.5)		X
Zoology (.5)		X
Science Seminar (1)	X	
<b>Social Studies</b>		
Online Introduction to Sociology (1)		
History Through Film (1)	X	
Rise and Fall of Nazi Germany (1)	X	
Native American Cultures (1)	X	
Criminal Justice (1)		X
American Civil War	X (.5)	X alt. years (1)
Critical Issue/World at War (1)		X
WWII History (.5)	X	
Introduction to Psychology (1)		X
Online Introduction to Psychology (.5)	X	
Geography: Political and Cultural (1)		X
Global History and Geography I (1)	X	X
Global History and Geography II (1)	X	X
Social Studies 9-10 (2)	X	
American Cultures II (1)	X	



Department/Course/Credit	Elmira Heights High School	Horseheads High School
US History and Government (1)	X	
AP World History – 2 semester (1)		X
Current World Affairs (.5)	X	
Online Current Events (.5)	X	
American Studies Regents (1)		X
The American Controversy (.5)	X	
20 <sup>th</sup> Century America (.5)	X	
The American Presidency (.5)	X	
Villains -- Corrupt World Leaders (.5)		
AP United States History – 2 semester (1)		X
Economics/Participation in Government (1)	X	X
Online Economics (.5)	X	
AP US Government & Politics/ Comparative Government & Politics (2)*		X
ACE Principle of Economics (1)*		X
ACE Service Learning (.5)	X	
Humanities (1)	X	
<b>Technology</b>		
Transportation and Energy (1)		X
Communication Systems (1)		X
Productions and Residential Structures (1)		X
Broadcast and Video Production (1)		X
Furniture and Cabinet Making (.5)		X
Flash Animation (.5)		X
Design and Drawing for Production A (.5)		X
Design and Drawing for Production B (.5)		X
ACE Graphic for Engineers (1)*		X
ACE Engineering Orientation (1)*		X

\* Corning Community College Dual Enrollment Program

\*\* GST BOCES New Visions Program for seniors

As can be seen, both Elmira Heights and Horseheads offer core courses in English, social studies, science, mathematics and languages. There are varying emphases and offerings in elective areas, (for example, Horseheads offers a more extensive array of English electives) and some absences of district-provided courses (for example, Elmira Heights offers family and

consumer science and technology courses only through BOCES). To understand the potential for a consolidated district program, note that all courses listed in the left column of Table 3-8 could be offered to all students from both current districts. There is also potential for additional courses, given efficiencies achieved by combining identical courses and employing faculty resources to restore courses or develop new opportunities.

As noted in Table 3-9, nine advanced placement courses are currently offered in one or the other of the two high schools. Seventeen dual enrollment College in the High School courses are offered through Corning Community College.

**Table 3-9**  
**College Level Course Enrollment – 2014-15**

<b>Elmira Heights</b>	<b>Enroll.</b>	<b>Horseheads</b>	<b>Enroll.</b>
<b>Dual Enrollment with Corning Community College</b>			
ACE English I	17	ACE English	53
ACE English II	15	ACE Accounting	23
ACE Accounting	11	ACE Principles of Economics	70
ACE FYEX	5	ACE Biology I	50
ACE Professionalism	11	ACE Biology II	31
		ACE Physics	19
		ACE Chemistry I	13
		ACE Chemistry II	8
		ACE Calculus I	75
		ACE Calculus II	41
		ACE Spanish IV	90
		ACE Spanish V	25
		ACE French IV	14
		ACE First Year Experience	47
		ACE Perspective on Drugs	66
<b>Advanced Placement</b>			
AP Biology	8	AP World History	100
AP Calculus	6	AP US History	64
AP Statistics	7	AP US Government and Politics	24
		AP Comparative Gov. & Politics	24
		AP English	44
		AP Art History	

## **District Program Reductions 2008-09 to the Present**

Tables 3-10 (Elmira Heights) and 3-11 (Horseheads) track program reductions in both Districts, 2008-09 to the present, taken as a result of diminishing revenues and increasing expenses.

**Table 3-10**  
**Program Reductions Since 2008**  
**Elmira Heights Central School**

<b>Program/Course Title</b>	<b>Year Cut</b>	<b>Enrollment</b>	<b>Comment</b>
School Resource Officer	2009	1100	Federal funding cut
Student Transition and Recovery (STAR) Program	2010	As needed	County/BOCES cut
French II	2011	37	Phase out
MS Alternative Education	2011	7-10	BOCES phase-out
Marching Band	2012	30	Cut & drop in student interest
Jazz Band	2012	10	Low student interest
MS Marching Band	2012	40	Cut
French III	2012	18	Phase out
Career Development	2013	200+	BOCES service cut: Community Service-11 <sup>th</sup> grade Job shadowing Employee interview panels Tech Tuesday @ BOCES

**Table 3-11**  
**Program Reductions Since 2008**  
**Horseheads Central School District**

<b>Program/Course Title</b>	<b>Year Cut</b>	<b>Enrollment</b>	<b>Comment</b>
Intermediate School Math/Technology Enrichment	2008-09	80	
Student Transition and Recovery (STAR) Program	2010	As needed	County/BOCES cut
BOCES GED program	2011		
Middle/High School Alternative Education Program	2011	12-15	BOCES phase-out.
Middle/Intermediate Community Resource Officer	2011		
Outsourced tutoring for suspended students cut	2011	Varied	Costly - \$50,000-\$60,000 per year
HS social studies chairperson	2011		
Grade 3/Grade 5 chairpersons	2011		
District-wide library coordinator	2011		
Intermediate School AV coordinator	2011		
4 <sup>th</sup> Grade Swimming Unit	2011	280-360	
K-6 Art/Library reduced	2012		Moved to shared positions
Enrichment Art (2-4) cut	2012		
Project-based learning (2-4) cut	2012		
Book Clubs (3-4)	2012		
K-4-Vocal Music reduced	2012		Combined with instrumental
Guys Read (3-4)	2012		
PE instruction reduced	2012		
Computer lab supervision reduced	2012		
German instruction	2012	50	
Extended School Year principal	2012		Program continues without principal
Videoconferencing	2012		
Remaining department and grade level chairperson positions/team leaders	2012		Loss of respected department chairs @ HS; created leadership void.
Computer lab teaching assistants	2012		

During this period, Elmira Heights eliminated 12 instructional positions, approximately 12% of the teaching faculty. Horseheads reduced its faculty by 53 positions, about 15% of the teaching staff. In addition to the loss of educational opportunity for students and the loss of employment for teachers, the cumulative effect of these reductions serves to place the districts at

future risk in core areas of instruction. Because the reductions listed have been taken primarily in non-mandated areas of instruction, there are few options remaining other than to reduce sections in areas of mandated instruction. Thus, at the elementary level, we would expect class sizes to increase. At the secondary level, loss of courses reduces flexibility in establishing a master schedule, thereby further reducing student opportunities and increasing the range of class sizes in mandated areas. In addition, as course options are reduced, there is no anticipated offsetting reduction in enrollment. A negative consequence might well be students with fewer course options spending more of their time in study halls.

### **Special Education Placement**

It is important to have an understanding of special education programs in Elmira Heights and Horseheads. Table 3-12 shows the current special education classification numbers by disability, grade level, and placement in special programs.

**Table 3-12**  
**Special Education/504 Placement – 2014-15**  
**Elmira Heights and Horseheads**

	<b>Elmira Heights</b>				<b>Horseheads</b>		
<b>Disability</b>	<b># IEP</b>		<b>504</b>		<b># IEP</b>		<b>504</b>
Autism	17		10		24		0
Deaf	0		10		0		0
ED	18		4		38		0
Hearing Impaired	0		0		0		0
Learning Disabled	67		0		245		0
MR/ID	5		0		0		0
Multiply Disabled	7		0		8		0
Ortho. Impaired	0		0		3		0
OHI	26		0		99		0
Sp./Lang. Impaired	12		0		71		0
Traumatic BI	0		0		1		0
Visual Impair./Blind	0		0		2		0
Intellectual Dis.					24		
<b>Total</b>	152		24		515		0
<b>Grade</b> (Ungraded placed similar to peers)	<b>IEP</b>	<b>IEP Ungraded BOCES</b>	<b>504</b>		<b>IEP</b>	<b>IEP Ungraded BOCES</b>	<b>504</b>
K	7	0	0		25		0
1	4	0	1		37		3
2	9	0	1		42		10
3	6	0	0		37		6
4	15	0	1		42		13
5	9	0	3		47		27
6	8	0	1		47		19
7	13	0	3		50		30
8	18	0	4		39		26
9	23	0	1		50		32
10	14	0	4		30		32
11	14	0	1		28		19
12	12	0	2		41		22
<b>Total</b>	152	0	24		515		239
<b>Special Education</b>							
Self-contained in-district classes	24				193		
BOCES	34				62		
Private/Resident	0				1		
Home School	0				3		
Parochial School	0				11		

The percent of the entire student population identified by the Committee on Special Education as requiring special education services is known as the classification rate. In Elmira Heights the classification rate is 14.3%; in Horseheads it is 12.6%. There is no precise way to identify reasons for the difference in classification rates; it may be a difference in philosophy of the Committees on Special Education and Pre-School Special Education and/or reflect differences in student demographics. Typically, the greatest number of identified students will be either Learning Disabled (LD) or Other Health Impaired (OHI), the latter being the classification within which students identified as Attention Deficit Hyperactive Disorder (ADHD) are placed. Given the difference in classification rate, the number of students in each of these specific areas is consistent. Exceptions are noted in the autism and emotional disability categories (in which Elmira Heights appears to have a larger classification rate relative to Horseheads) and in speech/language impairment (in which the Horseheads classifications appear larger than in Elmira Heights). It should be noted that Intermediate Care Facility, a group home located in Elmira Heights, has an impact on that district's classification designations.

If the districts consolidate, a new Committee on Special Education and Committee on Pre-School School Education would be formed. Transitional adjustments would need to be worked out in order to establish the new district's approach to identifying and supporting special education students. Technology adjustments would also be needed to place the consolidated district on one software platform, either IEP Direct or Clear Track. While these adjustments would require some work, they need not be seen as an obstacle to consolidation.

## Student Performance

Tables 3-13 and 3-14 provide data on student performance on NYS examinations. Table 3-13 illustrates student performance on grades three through eight testing in English language arts and mathematics in 2013 and 2014, the last two years for which NYSED data are available. The table indicates the percentage of students who scored in the proficient and mastery ranges, levels 3 and 4.

**Table 3-13**  
**Student Achievement**  
**NYSED Test Data for Grades 3-8**  
**Percentage of Students Scoring at Levels 3 & 4**

	<b>Elmira Heights</b>		<b>Horseheads</b>	
	<b>Number tested: 57-84</b>		<b>Number tested: 302-317</b>	
<b>Year</b>	<b>2013</b>	<b>2014</b>	<b>2013</b>	<b>2014</b>
ELA 3	27	27	42	38
ELA 4	27	27	34	45
ELA 5	38	25	34	37
ELA 6	20	29	36	38
ELA 7	26	16	32	37
ELA 8	36	27	49	46
Math 3	31	39	43	48
Math 4	29	26	49	56
Math 5	24	43	34	39
Math 6	14	28	38	64
Math 7	27	28	34	44
Math 8	13	7	42	29

Table 3-14 provides information on the 2013 and 2014 NYS Regents Exam results for both districts. It indicates the percentage of students scoring less than 64% (Failing); the percentage of students scoring higher than 65% (Passing); and the percentage scoring above 85% (Mastery).



**Table 3-14**  
**Student Achievement**  
**Percentage of Students Scoring Fail/Pass/Mastery on NYS Regents Exams**

Year	Elmira Heights						Horseheads					
	2013			2014			2013			2014		
	Fail <65	Pass 65+	85+	Fail <65	Pass 65+	85+	Fail <65	Pass 65+	85+	Fail <65	Pass 65+	85+
English	25	75	19	14	86	33	13	87	44	12	88	47
Int. Algebra	26	74	24	30	70	1	14	86	21	16	84	18
Geometry	44	56	8	55	45	8	13	87	20	16	84	22
Al.2 Trig	75	25	5	48	52	10	21	79	32	39	61	16
Global Hist.	32	68	29	30	70	21	15	85	49	30	70	38
US History	21	79	35	10	90	55	9	91	64	8	92	63
Biology	16	84	27	15	85	21	3	97	58	2	98	67
Earth Sci.	30	70	25	24	76	28	18	82	44	17	83	49
Chemistry				23	67	7	8	92	36	9	91	32
Physics				25	75	35	1	99	67	4	96	69

It is difficult to draw precise conclusions based on the districts' academic outcomes on these tests. Some cohorts of students perform better on some tests, some better on others. It is important to understand that, given the size of the Elmira Heights' student cohort, the performance of a small number of students on a test can have a significant influence on district percentages. However, it is apparent that students in Horseheads have performed better than their peers in Elmira Heights, both in lower failure rates and higher mastery level outcomes.

### **Graduation Outcomes**

Graduation data are contained in Table 3-15. The table indicates the number of graduates in 2012 and 2013 as well as the percentage of those graduates earning a Regents Diploma, an Advanced Regents Diploma, a General Educational Development (GED) Diploma, or an Individual Educational Plan (IEP) Diploma.

**Table 3-15**  
**Student Achievement**  
**Graduation Rates**

<b>Year</b>	<b># 4 Year Co- hort</b>	<b>% Total Grad- uates</b>	<b>% Regents Diploma</b>	<b>% Regents Advanced Diploma</b>	<b>% Local Diploma</b>	<b>% GED</b>	<b>% Still Enrolled</b>	<b>% IEP Diplo- ma</b>	<b>% Drop- ped Out</b>
<b>Elmira Heights</b>									
June 2013	96	79.2	45.8	27.1	6.3	0	13.5	0	7.3
August 2013	96	84.4	50.0	27.1	7.3	0	8.3	0	7.3
June 2012	71	71.8	32.4	38.0	1.4	0	16.9	1.4	9.9
August 2012	71	83.1	42.3	38.0	2.8	0	5.6	1.4	9.9
<b>Horseheads</b>									
June 2013	316	85.1	32.3	48.4	4.4	0.3	7.9	0.9	5.1
August 2013	316	87.0	33.9	48.4	4.4	0.3	6.0	0.9	5.1
June 2012	348	76.1	30.7	42.5	2.9	2.0	12.6	1.1	8.0
August 2012	348	80.5	33.9	42.8	3.7	2.0	8.3	1.1	8.0

It is the goal of all school districts to achieve continuous improvement of student outcomes through the improvement of programs and instruction. Given the experience of both the Elmira Heights and Horseheads School Districts in losing programs and personnel due to reduced funding, it is clear that a major incentive for this feasibility study is to determine if consolidation would reverse this trend. It is apparent from this chapter on curriculum and instruction (as well as Chapter 8 on staffing) that a consolidated district's improved resources for instruction would enhance programmatic opportunities and more thoroughly prepare students for college and careers.

On November 17 and December 15, 2014, the Community Advisory Committee received and discussed the curriculum and instruction data contained in this chapter. Members then met in small groups to complete the following task:

*Engage in a discussion of Curriculum and Instruction as presented this evening to develop a set of five recommendations of how “educational opportunities could be sustained or enhanced” in a merged Elmira Heights-Horseheads school district.*

*Prioritize group recommendations for presentation to the entire Community Advisory Committee.*

The verbatim initial recommendations reported by each group were as follows:

Blue Group:

- Maintain higher number of high school course offerings;
- Maintain or lower current class sizes;
- Maintain level of college prep program: AP and ACE courses;
- Enhance/expand job training/skill building programs;
- Increase exploratory course offerings;
- Explore/increase on-line courses;
- Consider challenge in merging curriculums, resources and tools to maintain best practices; and
- Continue or enhance elementary specials (art, music, library, PE, technology) to achieve the best from each district.

Green Group:

- Take advantage of greater enrollment to sustain programs that would otherwise be reduced or cut;
- Increase offerings/electives available to students, particularly those from EH;
- Take advantage of merged technology/resources from both districts; and
- Improve “brand” of merged district beyond that of either district alone.

Red Group:

- More opportunities for students via increased course offerings;
- Opportunity to consolidate grade configurations by using available facilities;
- Increase foreign language study opportunities;
- Employ dual certified teachers more productively; and
- Examine potential for “magnet schools” and “Gifted and Talented Program.”

In examining their lists of recommendations, each group then established the following priorities:

**Blue Group:**

1. Increase number of CTE courses offered;
2. Maintain (or lower) current class size; and
3. Increase Advanced Placement and on-line courses.

**Green Group**

1. Return courses that have been cut/save courses/programs from future cuts;
2. Increase educational opportunities for all students, particularly EH students; and
3. Take advantage of the combined expertise in a merged district to offer more opportunity (the whole is greater than the sum of its parts?), i.e. technological expertise.

**Red Group**

1. Consolidate grade level configurations by facility, i.e. Grades 2 and 3 in one facility;
2. Fuller utilization of dual or multi-certified teachers across content areas; and
3. Examine opportunities for magnet schools and/or gifted and talented program – seize opportunity to attract residents to the community.

Several “Burning Issues” were also identified:

1. The brand of a merged district might be greater than that of either district alone;
2. A merged district is one district; two districts cannot continue as before merger and masquerade as a single district; and
3. Be aware of and attend to “transition issues,” i.e., different districts, different programs that must be reconciled.

From these listed priorities and ensuing discussions, the consultants established the following Curriculum and Instruction Priority List:

1. Maintain (or lower) current class size;
2. Increase educational opportunities for all students, particularly EH students;
3. Return courses that have been cut/save courses/programs from future cuts;
4. Increase CTE, Advanced Placement and on-line courses; and
5. Be aware of and attend to “transition issues,” i.e., reconcile district differences.

**Key Findings:**

1. Both Elmira Heights and Horseheads Central School Districts currently have positive class sizes, grades K-12. With a few exceptions, Elmira Heights’ K-12 class sizes tend to be a bit smaller. Should current financial conditions persist over the next few years, Elmira Heights, in particular, will likely face class size increases, due to its smaller size

and fewer sections. If the districts combine, the greater number of grade level sections available for student placement would diminish the negative impact of future staff reductions on class sizes.

2. Both Middle Schools offer the same “specials,” although there is variance in class length and the frequency and structure of scheduled class times across the school year.

However, this does not appear to present a barrier to consolidation should the decision be made to do so. Because of differences in the delivery of foreign language instruction at the middle school level, it may be necessary to seek waivers from SED and/or additional staffing to accommodate the transition to a consolidated program.

3. A consolidated district would present the possibility of broadening and deepening the music offerings to all students, particularly those currently enrolled in Elmira Heights.
4. The High Schools operate on dramatically different academic schedules. Consolidation would require attention to transitional issues and preparation of one or both faculties to a different instructional delivery model.
5. Horseheads High School offers a significantly deeper curriculum and offers greater student choice by virtue of its size and attendant resources. Elmira Heights currently does not offer high school students technology or FACS courses at the home school, but supports a large contingent of students taking CTE courses at GST BOCES.
6. There have been reductions in course offerings, both mandated and elective, in both school districts. The impact has been to reduce opportunity, increase the number of students in study halls, and raise class sizes in remaining courses. Given that a number of non-mandated courses have been reduced or eliminated, further cuts will likely impact more directly the scheduling and class sizes of core academic courses.

7. The special education classification rate in Elmira Heights is 14.3%; in Horseheads 12.6%. However, the specific classifications in the two districts appear relatively compatible given the differential in overall classification rate. Exceptions are noted in the autism and emotional disability categories (in which Elmira Heights appears to have a disproportionately large classification rate relative to Horseheads) and in speech/language impairment (in which the Horseheads classifications appear larger than in Elmira Heights). Intermediate Care Facility, a group home located in Elmira Heights, has an impact on their classification designations. It is also noted that the districts employ different special education tracking software which will require transition to one software package.
8. Student assessment outcomes in Elmira Heights and Horseheads present some significant differences. Consolidation would enable students in both districts to access the strongest programs in either district and provide an environment consistent with greater academic achievement for all students.

## **4. Athletic Programs and Extra-Curricular Opportunities**

### **Athletic Programs**

Because interscholastic athletic participation and competition is often closely connected with community identity and pride, anticipation of consolidating athletic programs can be an emotional and difficult process. Communities may resist the sense of loss that can accompany the merging of athletic programs. Some will express concern that the consolidation of programs will result in the reduction of participation opportunities as well as an end to lively and healthy rivalries. With this in mind, the objectives of the study of athletic programs in a consolidated Elmira Heights Horseheads school district included the following:

- Consider every team in both districts;
- Compare current student participation to maximum team sizes in a consolidated district;
- Determine the number of opportunities for student participation in interscholastic athletics that would be gained or lost as a result of a consolidation; and
- Evaluate appropriate coaching staff numbers for each sport and team based on participation levels.

To meet these objectives, the current student participation numbers and the current number of coaching positions in the two districts were compared to the maximum team sizes and the appropriately-sized coaching staff required for consolidated teams. Athletic directors and school administrators from both districts and the Western New York Educational Service Council consultants determined the team sizes and recommended number of coaches.

Tables 4-1, 4-2, and 4-3 compare the current fall, winter, and spring interscholastic athletic offerings, student participation levels, and coaching staff for each team in both Elmira Heights and Horseheads.

**Table 4-1**  
**2014-2015 Athletic Programs Comparison**  
**Fall**

	<b>Elmira Heights</b>				<b>Horseheads</b>		
AD (FTE)	Stipend				.8		
AD Support Staff	0				1		
<b>Sport</b>	<b># Students</b>	<b># Coaches</b>			<b># Students</b>	<b># Coaches</b>	
		Head	Ass't.			Head	Ass't.
Football – Modified	23	1	1		31	1	1
Football – JV					42	1	1
Football – Varsity	35	1	1		28	1	2
Soccer – Boys Modified					23	1	
Soccer – Boys JV					25	1	
Soccer – Boys Varsity					22	1	
Soccer – Girls Modified					24	1	
Soccer – Girls JV					16	1	
Soccer – Girls Varsity					23	1	
X Country – Boys Varsity	10	1			55	1	
X Country – Girls Varsity	6						
X Country – Modified	10	1			50	1	
Cheerleading – Varsity	15	1			22	1	
Cheerleading – JV	15				22	1	
Volleyball – Boys Varsity					11	1	
Volleyball – Girls 7 <sup>th</sup>					12	1	
Volleyball – Girls 8 <sup>th</sup>					11	1	
Volleyball – Girls Varsity	13	1			11	1	
Volleyball – Girls JV	14	1			13	1	
Swimming – Girls Modified					29	1	
Swimming – Girls Varsity					36	2	
Tennis – Girls Varsity					11	1	
Golf – Mod. Girls & Boys					15	1	
Golf – Boys Varsity					14	1	
<b>Fall Total</b>	<b>141</b>	<b>7</b>	<b>2</b>		<b>546</b>	<b>24</b>	<b>4</b>



**Table 4-2**  
**2014-2015 Athletic Programs Comparison**  
**Winter**

	<b>Elmira Heights</b>				<b>Horseheads</b>		
<b>Sport</b>	<b># Students</b>	<b># Coaches</b>			<b># Students</b>	<b># Coaches</b>	
		Head	Ass't.			Head	Ass't.
Basketball – Boys Varsity	10	1			13	1	
Basketball – Boys JV	7	1			13	1	
Basketball – Boys 7 & 8					11	1	
Basketball – Boys 7 & 8					12		
Basketball – Boys Modified	12	1					
Basketball – Girls Varsity	11	1			14	1	
Basketball – Girls JV	12	1			13	1	
Basketball – Girls 7	15	1			9	1	
Basketball – Girls 8					8		
Cheerleading – JV	15	1			20	1	
Cheerleading – Varsity	15				16	1	
Bowling – Boys V & JV	11	1			27	1	
Bowling – Girls V & JV	7						
Wrestling – Varsity & JV	8	1			29	2	1
Wrestling – Modified	10	1			23	1	
Volleyball – Modified	16	1					
Indoor Track – Varsity Boys and Girls					35	1	2
Swimming – Boys Mod.					15	1	
Swimming – Boys Varsity					33	2	
<b>Winter Total</b>	149	11			291	16	3

**Table 4-3**  
**2014-2015 Athletic Programs Comparison**  
**Spring**

	<b>Elmira Heights</b>				<b>Horseheads</b>		
<b>Sport</b>	<b># Students</b>	<b># Coaches</b>			<b># Students</b>	<b># Coaches</b>	
		Head	Ass't			Head	Ass't
Baseball – Varsity	15	1			16	1	
Baseball – JV	16	1			16	1	
Baseball – Modified					13	1	
Softball – Varsity	16	1			12	1	
Softball – JV	17	1			13	1	
Softball – Modified					13	1	
Track – Boys Varsity	15	2			73	1	2
Track – Girls Varsity	13	2					
Track – B & G Modified	10	1			83	1	1
Golf – Girls Varsity	4	1			9	1	
Tennis – Girls Modified	12	1					
Tennis – B & G Varsity	14				21	1	
Lacrosse – Boys Modified					29	1	
Lacrosse – Boys JV					25	1	
Lacrosse – Boys Varsity					23	1	1
Lacrosse – Girls Modified					16	1	
Lacrosse – Girls JV					17	1	
Lacrosse – Girls Varsity					18	1	1
<b>Spring Total</b>	<b>132</b>	<b>11</b>			<b>397</b>	<b>17</b>	<b>5</b>
<b>All Seasons Total</b>	<b>422</b>	<b>29</b>	<b>2</b>		<b>1,234</b>	<b>57</b>	<b>12</b>

Tables 4-4, 4-5 and 4-6 expand the comparison. For each sport and team currently offered by either school district, the combined total of student participants is compared with the number of participant opportunities determined to be the maximum for a consolidated district team. In the far right column, the number of participation opportunities gained or lost in a consolidated district is presented.

**Table 4-4**  
**Elmira Heights Horseheads Current and Projected Consolidated**  
**Athletic Opportunities**  
**Fall**

<b>Sport/Team</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>EH-HH Total</b>	<b>Consolidated Team</b>	<b>Gain/Loss</b>
<b>Football</b>					
Modified	23	31	54	65	11
JV		42	42	55	13
Varsity	35	28	63	55	-8
<b>Football Total</b>	<b>58</b>	<b>101</b>	<b>159</b>	<b>175</b>	<b>16</b>
<b>Soccer</b>					
Boys Modified		23	23	25	2
Boys JV		25	25	25	0
Boys Varsity		22	22	25	3
Girls Modified		24	24	25	1
Girls JV		16	16	25	9
Girls Varsity		23	23	25	2
<b>Soccer Total</b>		<b>133</b>	<b>133</b>	<b>150</b>	<b>17</b>
<b>Cross Country</b>					
B/G Varsity	16	55	71	60	-11
(Boys Varsity)				30	
(Girls Varsity)				30	
(Boys JV)				30	
(Girls JV)				30	
Modified	10	50	60	60	0
(Modified Boys)				30	
(Modified Girls)				30	
<b>Cross Country Total</b>	<b>26</b>	<b>105</b>	<b>131</b>	<b>120</b>	<b>-11</b>
<b>Cheerleading</b>					
Varsity	15	22	37	25	-12
JV	15	22	37	25	-12
<b>Cheerleading Total</b>	<b>30</b>	<b>44</b>	<b>74</b>	<b>50</b>	<b>-24</b>

<b>Sport/Team</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>EH-HH Total</b>	<b>Consolidated Team</b>	<b>Gain/Loss</b>
<b>Volleyball</b>					
Boys Varsity		11	11	15	4
Boys JV				(15)	
Boys 7 <sup>th</sup>				(15)	
Boys 8 <sup>th</sup>				(15)	
Girls 7 <sup>th</sup>		12	12	15	3
Girls 8 <sup>th</sup>		11	11	15	4
Girls JV	14	13	27	15	-12
Girls Varsity	13	11	24	15	-9
<b>Volleyball Total</b>	<b>27</b>	<b>58</b>	<b>85</b>	<b>75</b>	<b>-10</b>
<b>Swimming</b>					
Girls Modified		29	29	36	7
(Girls JV)				(36)	
Girls Varsity		36	36	36	0
<b>Swimming Total</b>		<b>65</b>	<b>65</b>	<b>72</b>	<b>7</b>
<b>Tennis</b>					
Girls Varsity		11	11	20	9
(Girls JV)				(25)	
(Girls Modified)				(25)	
<b>Tennis Total</b>		<b>11</b>	<b>11</b>	<b>20</b>	<b>9</b>
<b>Golf</b>					
Boys Modified		15	15	20	5
Boys Varsity		14	14	20	6
<b>Golf Total</b>		<b>29</b>	<b>29</b>	<b>40</b>	<b>11</b>
<b>Fall Total</b>	<b>141</b>	<b>546</b>	<b>687</b>	<b>702</b>	<b>15</b>

**Table 4-5**  
**Elmira Heights Horseheads Current and Projected Consolidated**  
**Athletic Opportunities**  
**Winter**

<b>Sport/Team</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>EH-HH Total</b>	<b>Consolidated Team</b>	<b>Gain/Loss</b>
<b>Basketball</b>					
Boys Varsity	10	13	23	15	-8
Boys JV	7	13	20	15	-5
Boys 7 & 8		11	35	30	-5
Boys 7 & 8	12	12			
Girls Varsity	11	14	25	15	-10
Girls JV	12	13	25	15	-10
Girls 7 & 8	15	9	32	30	-2
Girls 7 & 8		8			
<b>Basketball Total</b>	<b>67</b>	<b>93</b>	<b>160</b>	<b>120</b>	<b>-40</b>
<b>Cheerleading</b>					
JV	15	20	35	25	-10
Varsity	15	16	31	25	-6
<b>Cheerleading Total</b>	<b>30</b>	<b>36</b>	<b>66</b>	<b>50</b>	<b>-16</b>
<b>Bowling</b>					
Boys V & JV	11	27	45	20	-5
Girls V & JV	7			20	
<b>Bowling Total</b>	<b>18</b>	<b>27</b>	<b>45</b>	<b>40</b>	<b>-5</b>
<b>Wrestling</b>					
Varsity & JV	8	29	37	30	-7
Modified	10	23	33	30	-3
<b>Wrestling Total</b>	<b>18</b>	<b>52</b>	<b>70</b>	<b>60</b>	<b>-10</b>
<b>Volleyball</b>					
Girls Modified	16		16		-16
<b>Volleyball Total</b>	<b>16</b>		<b>16</b>		<b>-16*</b>
<b>Indoor Track</b>					
Varsity Boys		35	35	45	55
Varsity Girls				45	
<b>Indoor Track Total</b>		<b>35</b>	<b>35</b>	<b>90</b>	<b>55</b>

<b>Sport/Team</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>EH-HH Total</b>	<b>Consolidated Team</b>	<b>Gain/Loss</b>
<b>Swimming</b>					
Boys Modified		15	15	36	21
Boys Varsity		33	33	36	3
<b>Swimming Total</b>		<b>48</b>	<b>48</b>	<b>72</b>	<b>24</b>
<b>Winter Total</b>	<b>149</b>	<b>291</b>	<b>440</b>	<b>432</b>	<b>-8</b>

\* A consolidated athletic program would result in a higher classification for volleyball which holds the NYS competition in the fall athletic season.

**Table 4-6**  
**Elmira Heights Horseheads Current and Projected Consolidated**  
**Athletic Opportunities**  
**Spring**

<b>Sport/Team</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>EH-HH Total</b>	<b>Consolidated Team</b>	<b>Gain/Loss</b>
<b>Baseball</b>					
Varsity	15	16	31	23	-8
JV	16	16	32	23	-9
Modified		13	13	23	10
<b>Baseball Total</b>	<b>31</b>	<b>45</b>	<b>76</b>	<b>69</b>	<b>-7</b>
<b>Softball</b>					
Varsity	16	12	28	15	-13
JV	17	13	30	15	-15
Modified		13	13	15	2
<b>Softball Total</b>	<b>33</b>	<b>38</b>	<b>71</b>	<b>45</b>	<b>-26</b>
<b>Track</b>					
Boys Varsity	15	73	101	45	-11
Girls Varsity	13			45	
B&G Modified	10	83	93	60	-33
<b>Track Total</b>	<b>38</b>	<b>156</b>	<b>194</b>	<b>150</b>	<b>-44</b>
<b>Golf</b>					
Girls Varsity	4	9	13	20	7
<b>Golf Total</b>	<b>4</b>	<b>9</b>	<b>13</b>	<b>20</b>	<b>7</b>

<b>Sport/Team</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>EH-HH Total</b>	<b>Consolidated Team</b>	<b>Gain/Loss</b>
<b>Tennis</b>					
Boys Varsity		21	35	20	-15
B&G Varsity	14				
Boys & Girls Modified	12		12	25	13
<b>Tennis Total</b>	<b>26</b>	<b>21</b>	<b>47</b>	<b>45</b>	<b>-2</b>
<b>Lacrosse</b>					
Boys Modified		29	29	35	6
Boys JV		25	25	35	10
Boys Varsity		23	23	35	12
Girls Modified		16	16	35	19
Girls JV		17	17	35	18
Girls Varsity		18	18	35	17
<b>Lacrosse Total</b>		<b>128</b>	<b>128</b>	<b>210</b>	<b>82</b>
<b>Spring Total</b>	<b>132</b>	<b>397</b>	<b>529</b>	<b>539</b>	<b>10</b>
<b>All Seasons Total</b>	<b>422</b>	<b>1,234</b>	<b>1,656</b>	<b>1,673</b>	<b>17</b>

Table 4-7 provides a seasonal summary of athletic participation opportunities in Elmira Heights and Horseheads and in a consolidated district athletic program, including the number of participation opportunities gained or lost.

**Table 4-7**  
**Elmira Heights Horseheads Current and Consolidated**  
**Athletic Opportunities**  
**Summary**

<b>Season</b>	<b>Current Elmira Heights Participation</b>	<b>Current Horseheads Participation</b>	<b>Elmira Heights Horseheads Total</b>	<b>Consolidated Total</b>	<b>Gain or Loss</b>
Fall	141	546	687	702	15
Winter	149	291	440	432	-8
Spring	132	397	529	539	10
<b>Total</b>	<b>422</b>	<b>1,234</b>	<b>1,656</b>	<b>1,673</b>	<b>17</b>

In both the Elmira Heights and Horseheads School Districts a head coach is typically assigned to each team. For a consolidated athletic program, a coaching scenario would include a

head coach for each team and assistant coach(es) when the nature of the sport and/or the number of participants on a team is sufficient to require additional teaching and supervision. Tables 4-8, 4-9 and 4-10 illustrate the current coaching arrangement and a possible consolidated district coaching scenario.

**Table 4-8**  
**Elmira Heights Horseheads Current and Consolidated**  
**Coaching Positions**  
**Fall**

Sport/Team	Elmira Heights		Horseheads		Consolidated District	
	Head	Assistant	Head	Assistant	Head	Assistant
Football – Modified	1	1	1	1	1	2
Football – JV			1	1	1	3
Football – Varsity	1	1	1	2	1	3
Soccer – Boys Modified			1		1	
Soccer – Boys JV			1		1	
Soccer – Boys Varsity			1		1	
Soccer – Girls Modified			1		1	
Soccer – Girls JV			1		1	
Soccer – Girls Varsity			1		1	
X Country – Boys Varsity	1		1		1	1
X Country – Girls Varsity						
X Country – Modified	1		1		1	1
Cheerleading – Varsity	1		1		1	
Cheerleading – JV			1		1	
Volleyball – Boys Varsity			1		1	
Volleyball – Girls 7 <sup>th</sup>			1		1	
Volleyball – Girls 8 <sup>th</sup>			1		1	
Volleyball – Girls JV	1		1		1	
Volleyball – Girls Varsity	1		1		1	
Swimming – Girls Mod.			1		1	
Swimming – Girls Varsity			2		2*	
Tennis – Girls Varsity			1		1	
Golf – Boys Modified			1		1	
Golf – Boys Varsity			1		1	
<b>Fall Total</b>	<b>7</b>	<b>2</b>	<b>24</b>	<b>4</b>	<b>24</b>	<b>10</b>



**Table 4-9**  
**Elmira Heights Horseheads Current and Consolidated**  
**Coaching Positions**  
**Winter**

Sport/Team	Elmira Heights		Horseheads		Consolidated District	
	Head	Assistant	Head	Assistant	Head	Assistant
Basketball – Boys Varsity	1		1		1	
Basketball – Boys JV	1		1		1	
Basketball – Boys 7 & 8			1		1	
Basketball – Boys 7 & 8					1	
Basketball – Boys Mod.	1					
Basketball – Girls Varsity	1		1		1	
Basketball – Girls JV	1		1		1	
Basketball – Girls 7	1		1		1	
Basketball – Girls 8					1	
Cheerleading – JV	1		1		1	
Cheerleading – Varsity			1		1	
Bowling – Boys V & JV	1		1		1	
Bowling – Girls V & JV					1	
Wrestling – Varsity & JV	1		2	1	1	
Wrestling – JV					1	
Wrestling – Modified	1		1		1	
Volleyball – Modified	1					
Indoor Track – Varsity Boys			1	2	1	1
Indoor Track – Varsity Girls					1	1
Swimming – Boys Mod.			1		1	
Swimming – Boys Varsity			2		2*	
<b>Winter Total</b>	<b>11</b>		<b>16</b>	<b>3</b>	<b>20</b>	<b>2</b>

\*Swimming and Diving are each assigned a head coach.

**Table 4-10**  
**Elmira Heights Horseheads Current and Consolidated**  
**Coaching Positions**  
**Spring**

Sport/Team	Elmira Heights		Horseheads		Consolidated District	
	Head	Assistant	Head	Assistant	Head	Assistant
Baseball – Varsity	1		1		1	
Baseball – JV	1		1		1	
Baseball -- Modified			1		1	
Softball – Varsity	1		1		1	
Softball – JV	1		1		1	
Softball – Modified			1		1	
Track – Boys Varsity	2		1	2	1	1
Track – Girls Varsity	2				1	1
Track – B&G Modified	1		1	1	1	1
Golf – Girls Varsity	1		1		1	
Tennis – Boys Modified	1				1	
Tennis – Boys Varsity	1		1		1	
Lacrosse – Boys Modified			1		1	1
Lacrosse – Boys JV			1		1	1
Lacrosse – Boys Var.			1	1	1	1
Lacrosse – Girls Modified			1		1	1
Lacrosse – Girls JV			1		1	1
Lacrosse – Girls Var.			1	1	1	1
<b>Spring Total</b>	<b>12</b>		<b>16</b>	<b>5</b>	<b>18</b>	<b>9</b>

Table 4-11 summarizes by season the current coaching staff positions in Elmira Heights and Horseheads and a coaching staff scenario for a consolidated district.

**Table 4-11**  
**Elmira Heights Horseheads Current and Consolidated**  
**Coaching Positions**  
**Summary**

Coaching Positions	Current Elmira Heights	Current Horseheads	Total	Consolidated Coaching Positions
Head Coaches	30	55	85	61
Assistant Coaches	2	12	14	21
<b>Total</b>	<b>32</b>	<b>67</b>	<b>99</b>	<b>82</b>

On December 15, 2014, this analysis and the consolidated district athletic participation and coaching scenario were presented to and discussed by the Community Advisory Committee.

Members of the Committee offered the following assessments and comments on the athletic study:

- There is some room for teams to grow in consolidated district;
- Several consolidated teams' capacity will not reach current participation levels;
- Participation numbers in a merged district seem misleading. "Being on the team" will not necessarily mean playing in competition, due to team size;
- Strong teams become more competitive, weak teams gain strength;
- There would be a loss of participation opportunity in the most popular sports;
- There would be tension between being more competitive and participating;
- There will be an even greater apparent loss of opportunity when the number of students who try out, but are cut, is considered;
- Only avenue to increase participation is to add sports not currently offered in either district; i.e. ice hockey, field hockey;
- Alternative athletic activities could be available. The opportunity to add an intramural sports program to replace interscholastic participation is positive for many students;
- Merged teams could create additional travel between homes and practice areas for parents and/or students;
- Travel to compete in new classification levels may increase district transportation costs;
- Consolidation presents an opportunity to improve athletic facilities;
- Transition creates additional costs for new uniforms; source of funds?
- Coach/athlete ratio will provide for improved instruction and supervision;
- There is a risk of losing strong coaches due to consolidation;
- There would be moderate cost savings in coaching stipends and contractual costs; and
- The athletic community will want additional information before supporting consolidation.

#### **Key Findings (Athletics):**

1. Due to its size, Horseheads CSD offers the more comprehensive interscholastic athletic program. The student participation level in nearly all sports is strong. Elmira Heights offers a less comprehensive program commensurate with its smaller size. One effect of consolidation would be significantly more sports offered to Elmira Heights' students.
2. With regard to participation opportunities, the analysis offers a scenario in which there would be gains and losses, depending on the specific sport, with the cumulative effect

being 17 additional student participation opportunities. However, given current participation rates in the two districts, the most popular sports (basketball, baseball, softball volleyball, track, wrestling, and cheerleading) would offer fewer opportunities to be on a team in a consolidated district and thus greater competition for the available positions.

3. Consolidation could provide the opportunity and motivation to modify athletic opportunities to engage more students. Intramural programs could be created that emphasize competition at appropriate levels, as well as alternative athletic/exercise activities such as cross-country skiing, hiking, cycling, fitness programs, and running.
4. Coach/athlete instruction and supervision ratios would be improved in a consolidated district. Increasing the number of assistant coaches according to team enrollment would have the effect of achieving appropriate coach/student ratios.
5. Struggling teams could become more competitive in a consolidated district program; currently competitive teams might well become stronger.
6. It is apparent that the only effective path to creating additional interscholastic athletic opportunities in a consolidated district would be to add sports not currently offered in either school district. Given sufficient competition in the region, ice hockey and field hockey are possibilities.
7. There is potential to realize modest fiscal savings in a consolidated district through the reduction of coaching positions/stipends, a reduction in the number of contests and resulting transportation costs, and the elimination of redundant contractual costs.

## Extra-Curricular Activities

Tables 4-12 (elementary school), 4-13 (middle school) and 4-14 (high school) provide lists of all the extra-curricular activities (excluding interscholastic athletics) available to students, kindergarten through grade twelve. All activities in both districts are included, and grade level participation and current enrollment numbers for each are indicated.

**Table 4-12**  
**Elmira Heights and Horseheads Extra-Curricular Activities**  
**Elementary School**

	<b>Elmira Heights</b>	<b>Horseheads</b>				
<b>Activity</b>	<b>Cohen</b>	<b>Big Flats</b>	<b>Center Street</b>	<b>Gardener Road</b>	<b>Ridge Road</b>	<b>Inter. School (5-6)</b>
Homework Club	30		30 (2-4)	35		
Sign Language Club			15 (3-4)			
Yearbook Club			12 (4)			
Newspaper Club			15 (3-4)			
Garden Club	30 (K-5)	*	12 (2-3)			
Student Council			9 (4)			
Red Cross Club			(3-4)			
Singing Jackals	30		25 (3)			
Battle of the Books				20 (2-4)		20
Math Challenge				35		65
Spelling Bee				25		30
4 <sup>th</sup> Grade Play					53	
3 <sup>rd</sup> Grade Play					30	
Golf					25 (3-4)	
Girls on the Run	30 (K-5)				18 (3-4)	15
RR Fun Run				185 (PreK-4)		
Tennis Club	30 (K-5)					
Knitting Club	30 (K-5)					
Cooking Club		*				
Board games		*				
Chess Club		*				
Character Education		**				
WISH TV						15
Science Fair						25

<b>Activity</b>	<b>Cohen</b>	<b>Big Flats</b>	<b>Center Street</b>	<b>Gardener Road</b>	<b>Ridge Road</b>	<b>Inter. School (5-6)</b>
Show Choir						50
Holiday Concerts	PK-1					
	Gr. 2-3					
	Gr. 4-5					
Mini-Plays	Gr. K-3					

\* Provided by the Town of Big Flats

\*\*Provided by Big Flats Wesleyan Church

**Table 4-13**  
**Elmira Heights and Horseheads Extra-Curricular Activities**  
**Middle School**

	<b>Cohen Middle School Gr. 6-8</b>	<b>Horseheads Middle School Gr. 7-8</b>
<b>Activity</b>	<b>Enrollment</b>	<b>Enrollment</b>
8 <sup>th</sup> . Grade Class	79	
Builders Club	25	
Yearbook	12	30
Student Council	20	57
7th. Grade Class	88	
Medieval Fest.	30	
MS Store		30
HMS Live		20
National Jr. Honor Society	20	90
Science Olympiad		30
Science Fair		20
Tech Guild		25
Drama Club		40

**Table 4-14**  
**Elmira Heights and Horseheads Extra-Curricular Activities**  
**High School**

	<b>T.A. Edison High School</b>	<b>Horseheads High School</b>
<b>Activity</b>	<b>Enrollment</b>	<b>Enrollment</b>
Class of 2015	60	
Class of 2016	70	
Class of 2017	101	
Class of 2018	95	
Band	40	100
Key Club	35	
Student Council	20	25
Art Club	15	
Yearbook	5	20
Book Club	20	
Drama Club	60	50
Class Officers		20
Academic Challenge		10
Mock Trial Team		24
Debate Club		16
Interact		60
National Honor Society	30	140
Science Club	25	
Varsity H		XX

**Key Findings (Extra-Curricular Activities):**

1. Extra-curricular activities provide a variety of opportunities for the diverse interests of students at low cost.
2. Both districts offer a variety of activities, some of which are similar in nature. Over the past five years, each district has been forced to reduce stipends available to support supervision/sponsorship of activities, effectively limiting student opportunity.
3. A consolidated district presents a larger “critical mass” of students and their interests, allowing for more opportunities.
4. A consolidated student body and staff would be able to maintain traditions and create new opportunities at minimal expense within a reorganized district.

## **5. Facilities**

The Elmira Heights and Horseheads Districts currently have sufficient, adequate, safe, and functional learning spaces for students. Voters in both districts have approved periodic capital projects to maintain and improve their physical assets. From 2009 through 2014, Elmira Heights expended \$11,482,737 on capital improvements, including energy efficiencies and technology. Cohen ES/MS and Edison HS are both in excellent condition. During the same period, Horseheads appropriated \$5,605,666 for its seven buildings and bus garage. Capital improvements are needed in all buildings. The District is currently working with Hunt Architect (along with a citizens' committee, Facility Capacity/Utilization and Grade Configuration Task Force) to determine a more efficient instructional delivery system and the necessary capital improvements to support the various options. Data and key findings included in this chapter were developed from the following activities:

- CAC and consultant tours of educational facilities;
- Consultant tour of all district facilities and interviews with the shared Director of Facilities;
- CAC and consultant analysis of 2010 Building Condition Surveys;
- Presentation by representatives from Hunt Architect related to the 2010 and 2015 Building Condition Surveys and recommended capital improvements;
- Development of acceptable class size ratios and analysis of available classrooms in each building; and
- CAC discussion and input regarding possible grade level configurations and location of a consolidated district high school, middle school, and elementary schools.



## Community Advisory Committee Building Tours

On October 6, 2014 the CAC toured the following school buildings in Horseheads: Horseheads High School, Sing Sing Road Middle and Intermediate Schools, Gardner Road E.S., and Ridge Road E.S. The tour was conducted by Michael Coghlan, shared Director of Facilities for the Elmira Heights and Horseheads Districts. Following the tour, the CAC expressed the following reactions, cited in priority order:

Strengths/Opportunities	Challenges/Weaknesses
<ul style="list-style-type: none"><li>• The additional state building aid that accompanies consolidation would provide the opportunity to upgrade facilities (22).</li><li>• The fact that the District has many buildings, spread out, offers flexibility (14).</li><li>• The field house located at the Intermediate School is a great facility (5).</li><li>• Most buildings have adequate space (4).</li><li>• The swimming pool is a strength (3).</li><li>• The athletic facilities are a strength.</li><li>• The District has well maintained facilities.</li></ul>	<ul style="list-style-type: none"><li>• School buildings are old and renovations would be costly (29).</li><li>• Vehicular traffic is a problem, particularly at the H.S and M.S. (18).</li><li>• Buildings lack common spaces (12).</li><li>• Schools have very small classrooms (7).</li><li>• Many buildings are at or near capacity (3).</li><li>• While there are ideal facilities such as an auditorium and large gymnasium, they are not all at one location (2).</li><li>• Building security is not up-to-date (1).</li><li>• There are differing mechanicals within and among schools—some better than others (1).</li><li>• The H.S. is ADA compliant, but not ideal.</li><li>• The determination of actual building capacity is unclear.</li></ul>

A similar tour was conducted at the Elmira Heights CSD facilities on November 17, 2014, again guided by Michael Coghlan, shared Director of Facilities. CAC reactions following the tour included the following, cited in priority order:

Strengths/Opportunities	Challenges/Weaknesses
<ul style="list-style-type: none"> <li>• Updated infrastructure, as for example, technology, security, digital heating system (17).</li> <li>• Good size gymnasiums, auditoriums (17).</li> <li>• Impressive size (15).</li> <li>• Well maintained (13).</li> <li>• Good condition (10).</li> <li>• Amazing athletic facilities (9).</li> <li>• State-of-the-art heating system (4).</li> <li>• No evidence of roof problems (3).</li> <li>• Very little asbestos (1).</li> </ul>	<ul style="list-style-type: none"> <li>• Concern with parking and traffic patterns, particularly with respect to after school events (8).</li> <li>• Weight Room quality (4).</li> <li>• No swimming pool (3).</li> <li>• Questions regarding the Building Condition Surveys' reported dollar amounts required for building repairs (2).</li> <li>• Is there room for Edison H.S. to expand--possibility for additional level(s) (1)?</li> <li>• Edison H.S. classrooms have less square footage (1)</li> <li>• Edison H.S. is small.</li> </ul>

### **Building Condition Surveys**

NYS education law requires a Building Condition Survey (BCS) be conducted by a licensed architect or engineer for all school related buildings every five years. The BCS is a comprehensive assessment of all aspects of school buildings including program space, building envelope, utilities, and fire safety. The architect rates the condition of each item on a multiple question survey. If an item is rated “unsatisfactory” or found to be deficient in some way, the architect provides a short explanation and an estimated cost to remediate the deficiency. The Elmira Heights BCS was completed by Hunt Engineers in August 2010. Tables 5-1 and 5-2 provide a summary of the Elmira Heights Building Condition Survey with architect comments and current status.

**Table 5-1**  
**Elmira Heights CSD Building Condition Survey**  
**August 2010**

<b>Building</b>	<b>Thomas Edison HS</b>	<b>Cohen Elementary Middle School</b>
Address	2083 College Ave.	100 Robinwood Ave.
Original Construction	1955	1968
Gross Square Footage	103,105	186,195
GSF All Instructional Classrooms	19,308	38,490
Instructional Classrooms	25	54
Current Student Enrollment	335	759
Space Adequacy Rating	Fair (Classrooms Enlarged to 770 Sq. Ft.)	Fair
General Appearance	Good	Good
Cleanliness	Good	Good
Acoustics	Good	Good
Lighting Quality	Good	Good
Grades Housed	9-12	Pre-K-8
Overall Building Rating	Satisfactory	Satisfactory
Estimated Capital Construction Expenses Through 2015-16	\$7,487,883	\$6,714,150
Architect	Hunt Engineers	Hunt Engineers

**Table 5-2**  
**Elmira Heights CSD BCS**  
**Architect Comments**

<b>Thomas Edison HS BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Replace West Parking Lot	\$180,000	Majority Completed
Replace Turf Field	\$1,200,000	Track resurfaced; \$800,000 to replace turf
Technology Infrastructure Upgrade	\$498,000	Partially completed.
Replace Sheet Vinyl	\$12,000	To be completed.
Replace Stairs to Golf Pavilion	\$20,000	Ramp installed.

<b>Cohen Elementary Middle School BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Replace Fire Loop Service	\$100,000	Completed
Replace Parking Lot	\$345,000	Partially Completed; \$150,000 remains
Replace Sidewalks and Steps	\$32,000	To be completed.
Replace Tennis Courts; Improve Drainage	\$200,000	Some repair work completed.
Technology Infrastructure Upgrade	\$532,500	Partially completed.
Replace 1997 Roof	\$199,665	To be completed.
Replace Water Heater	\$15,000	To be completed.
Replace Air Handling Units	\$100,000	To be completed.
Provide Emergency Exterior Lighting	\$9,500	To be completed.

Tables 5-3 and 5-4 provide similar information for the Horseheads CSD. The Horseheads BCS was completed by McDonald and Monterose Architect in October 2010.

**Table 5-3**  
**Horseheads CSD Building Condition Survey**  
**October 2010**

<b>Building</b>	<b>Horseheads HS North Wing</b>	<b>Horseheads HS South Wing</b>
Address	Fletcher Street	Center Street
Original Construction	1953	1963
Gross Square Footage	150,764	110,800
GSF All Instructional Classrooms	28,000	42,800
Instructional Classrooms	56	51
Current Student Enrollment	1,297	N/A
Space Adequacy Rating	Good	Good
General Appearance	Good	Good
Cleanliness	Good	Good
Acoustics	Good	Good
Lighting Quality	Good	Good
Grades Housed	9-12	9-12
Overall Building Rating	Satisfactory	Satisfactory
Estimated Capital Construction Expenses Through 2015-16	\$1,361,000	\$945,000
Architect	McDonald and Monterose Architect	McDonald and Monterose Architect

<b>Building</b>	<b>Middle/Intermediate School</b>	<b>Fieldhouse at High School</b>
Address	Sing Sing Road	Division Street
Original Construction	1968	1965
Gross Square Footage	238,840	4,000
GSF All Instructional Classrooms	66,300	0
Instructional Classrooms	93	0
Current Student Enrollment	1,358	N/A
Space Adequacy Rating	Good	Good
General Appearance	Good	Good
Cleanliness	Good	Good
Acoustics	Good	Good
Lighting Quality	Good	Good
Grades Housed	5-8	NA
Overall Building Rating	Satisfactory	Satisfactory
Estimated Capital Construction Expenses Through 2015-16	\$1,303,000	\$118,000
Architect	McDonald and Monterose Architect	McDonald and Monterose Architect

<b>Building</b>	<b>Big Flats Elementary</b>	<b>Center Street Elementary</b>
Address	Maple Street	Center Street
Original Construction	1956	1953
Gross Square Footage	57,580	57,250
GSF All Instructional Classrooms	28,000	19,400
Instructional Classrooms	36	31
Current Student Enrollment	374	351
Space Adequacy Rating	Good	Good
General Appearance	Good	Good
Cleanliness	Good	Good
Acoustics	Good	Good
Lighting Quality	Good	Good
Grades Housed	Pre-K-4	Pre-K-4
Overall Building Rating	Satisfactory	Satisfactory
Estimated Capital Construction Expenses Through 2015-16	\$340,000	\$223,000
Architect	McDonald and Monterose Architect	McDonald and Monterose Architect

<b>Building</b>	<b>Gardner Road Elementary</b>	<b>Ridge Road Elementary</b>
Address	Gardner Road	Ridge Road
Original Construction	1965	1956
Gross Square Footage	63,350	52,290
GSF All Instructional Classrooms	23,200	21,500
Instructional Classrooms	36	30
Current Student Enrollment	378	349
Space Adequacy Rating	Good	Good
General Appearance	Good	Good
Cleanliness	Good	Good
Acoustics	Good	Good
Lighting Quality	Good	Good
Grades Housed	Pre-K-4	Pre-K-4
Overall Building Rating	Satisfactory	Satisfactory
Estimated Capital Construction Expenses Through 2015-16	\$527,000	\$350,000
Architect	McDonald and Monterose Architect	McDonald and Monterose Architect

<b>Building</b>	<b>Broad Street Elementary</b>	<b>Maintenance Department</b>	<b>Bus Garage</b>
Address	Broad Street	Fletcher Street	West Sayre Street
Original Construction	1960	1952	1968
Gross Square Footage	60,600	4,770	23,490
GSF All Instructional Classrooms	25,160	N/A	N/A
Instructional Classrooms	29	N/A	N/A
Current Student Enrollment	N/A	N/A	N/A
Space Adequacy Rating	Good	Fair	Good
General Appearance	Good	Good	Good
Cleanliness	Good	Good	Good
Acoustics	Good	Good	Good
Lighting Quality	Good	Good	Good
Grades Housed	N/A	N/A	N/A
Overall Building Rating	Satisfactory	Satisfactory	Satisfactory
Estimated Capital Construction Expenses Through 2015-16	\$447,000	\$374,000	\$370,000
Architect	McDonald and Monterose Architect	McDonald and Monterose Architect	McDonald and Monterose Architect

**Table 5-4**  
**Horseheads CSD BCS**  
**Architect Comments**

<b>Horseheads High School North Wing BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Rebuild Catch Basins	\$50,000	To be completed.
Clean Infiltration Basins	\$45,000	Completed
Repair West Side Parking Lot	\$325,000	To be completed.
Replace Sidewalks	\$50,000	Partially completed.
Resurface Track; Improve Irrigation	\$233,000	Irrigation improved.
Replace Exterior Distribution Wiring	\$75,000	To be completed.
Replace Telephone System	\$150,000	To be completed.
Replace Windows	\$20,000	Partially completed
Improve Fire Alarm System	\$8,000	Partially completed.
<b>Horseheads High School South Wing BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Improve Catch Basin Drain Lines	\$20,000	Partially completed
Enlarge Catch Basins	\$450,000	To be completed.
Repair Parking Lot	\$225,000	To be completed.
Repair Sidewalks	\$50,000	To be completed.
Replace Telephone System	\$150,000	To be completed.
<b>Horseheads Middle/Intermediate School BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Replace Transformer Pad	\$1,200,000	Completed
Reset Catch Basins	\$36,000	To be completed.
Repair Parking Lot	\$722,000	To be completed.
Repair Sidewalks	\$20,000	To be completed.
Replace Switchboards	\$300,000	To be completed.
Replace Telephone System	\$150,000	To be completed.
Replace Fire Alarm System	\$90,000	Completed
Replace Generator	\$125,000	Completed
<b>Horseheads CSD Fieldhouse BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Repair Parking Lot	\$94,000	To be completed.
Repair Roof	\$16,000	To be completed.

<b>Big Flats Elementary BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Upgrade Electrical Service	\$25,000	Completed
Upgrade Catch Basins	\$18,000	To be completed.
Repair Parking Lot	\$156,000	To be completed.
Repair Sidewalks	\$10,000	To be completed.
Repair Tennis Court	\$8,000	Completed
Improve Electrical Distribution	\$48,000	Completed
Replace Telephone System	\$70,000	To be completed.
Repair Cafeteria Concrete	\$5,000	Completed
Replace Metal Doors	\$15,000	Completed
Improve Fire Alarm System	\$120,000	Completed
<b>Center Street Elementary BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Repair Catch Basins	\$10,000	To be completed.
Repair Parking Lot	\$136,000	To be completed.
Repair Sidewalks	\$10,000	Partially completed.
Repair Play Fields	\$5,000	Completed
Upgrade Electrical Distribution	\$50,000	Partially completed.
Replace Telephone System	\$60,000	To be completed.
Improve Fire Alarm System	\$120,000	Completed
<b>Gardner Road Elementary BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Repair Catch Basins	\$25,000	To be completed.
Clear Discharge Basin	\$10,000	Completed
Repair Parking Lot	\$290,000	To be completed.
Repair Play Area	\$5,000	To be completed.
Upgrade Electrical distribution	\$65,000	Partially completed.
Replace Telephone System	\$70,000	To be completed.
Add Roof Drains	\$50,000	To be completed.
Upgrade Heating and Cooling System	\$25,000	Partially completed.
Upgrade Fire Alarm System	\$12,000	Partially completed.



<b>Ridge Road Elementary BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Repair Parking Lot	\$185,000	To be completed.
Replace Sidewalks	\$12,000	Partially completed.
Upgrade Electrical Distribution	\$24,000	Completed
Replace Telephone System	\$70,000	To be completed.
Replace Plumbing Fixtures	\$30,000	Partially completed.
Upgrade Fire Alarm System	\$13,000	Completed
Upgrade Electrical Entrance	\$40,000	To be completed.
Upgrade Drainage System	\$18,000	To be completed.
Repair Parking Lot	\$43,000	To be completed.
Install Ramp Sidewalk	\$6,000	To be completed.
Upgrade Irrigation system	\$120,000	To be completed.
Upgrade Electrical Distribution System	\$85,000	Partially completed.
Replace Telephone System	\$125,000	To be completed.
Replace Stone Facade	\$10,000	Partially completed.
Replace Plumbing Fixtures	\$75,000	To be completed.
Upgrade Emergency Lighting	\$2,000	To be completed.
<b>Horseheads Maintenance Department BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Repair Catch Basins	\$38,000	To be completed.
Upgrade Drywells	\$10,000	To be completed.
Repair Driveway	\$282,000	To be completed.
Upgrade Electrical Distribution	\$5,000	Partially completed.
Replace Telephone System	\$5,000	To be completed.
Install Siding	\$10,000	Building painted
Replace Windows	\$10,000	Completed
Coat Metal Roof	\$4,000	Completed
<b>Horseheads Bus Garage BCS Remedial Comments</b>		
<b>Item</b>	<b>Estimated Cost to Remediate</b>	<b>Current Status</b>
Upgrade Catch Basins	\$35,000	Completed
Repair parking lot	\$325,000	To be completed.
Upgrade Electrical Distribution	\$8,000	Completed
Replace Telephone System	\$10,000	To be completed.

Dave Adams and Jeff Robbins, Hunt Architect, attended the January 12, 2015 CAC meeting and provided additional information about the districts' 2010 Building Condition

Surveys, progress on the 2015 Surveys, recently completed capital projects, and future capital needs.

Table 5-5 provides a comparison of several items related to the districts' facilities and the maintenance of those facilities.

**Table 5-5**  
**Comparison of District Facilities and Maintenance**

<b>Item</b>	<b>Elmira Heights CSD</b>	<b>Horseheads CSD</b>
Total Square Miles	48 sq. miles	136 sq. miles
Total Campus Acreage	<ul style="list-style-type: none"> <li>• Thomas Edison 15</li> <li>• Cohen 35</li> <li>• Total 50 Acres</li> </ul>	<ul style="list-style-type: none"> <li>• Big Flats 11.6</li> <li>• Broad Street 12.8</li> <li>• Center Street 13.5</li> <li>• Gardner Road 13.6</li> <li>• Ridge Road 15.3</li> <li>• Middle/Intermediate School 40.7</li> <li>• High School 85.4</li> <li>• Transportation 6.5</li> <li>• Total 199.4 Acres</li> </ul>
Total Square Feet	289,300	823,734
Total Instructional Classroom Sq. Ft.	57,798	254,360
Total Classrooms	79	362
Current Enrollment	1,094	4,059
Buildings and Grounds Staff	District Total ( 14.5 FTE) <ul style="list-style-type: none"> <li>• Director of Facilities .5</li> <li>• Custodial Worker 1</li> <li>• Building Maintenance Mechanic 1</li> <li>• Cleaners 12</li> </ul>	District Total ( 41.5 FTE) <ul style="list-style-type: none"> <li>• Director of Facilities .5</li> <li>• Cleaners 28</li> <li>• Building Maintenance Mechanics 6</li> <li>• Secretary 1</li> <li>• Facilities Services 5</li> <li>• Courier 1</li> <li>• Health and Safety .5</li> </ul>

<b>Item</b>	<b>Elmira Heights CSD</b>	<b>Horseheads CSD</b>
2013-14 Operation and Maintenance Expenditures	<ul style="list-style-type: none"> <li>• Total Salary--\$518,177</li> <li>• Equipment--\$1,985</li> <li>• Materials &amp; Supplies--\$54,737</li> <li>• Natural Gas--\$58,395</li> <li>• Heating Cost/sq. ft.--\$0.20</li> <li>• Electricity--\$84,219</li> <li>• Electrical Cost/sq. ft.--\$0.29</li> <li>• BOCES Service--\$0</li> </ul>	<ul style="list-style-type: none"> <li>• Total Salary--\$1,614,102</li> <li>• Equipment--\$65,628</li> <li>• Materials &amp; Supplies--\$253,545</li> <li>• Natural Gas--\$229,350</li> <li>• Heating Cost/sq. ft.--\$0.28</li> <li>• Electricity--\$348,842</li> <li>• Electrical Cost/sq. ft.--\$0.42</li> <li>• BOCES Service--\$7,980</li> </ul>
Capital Expenditures 2009-10 through 2013-14	\$11,482,737	\$5,605,666
Physical Education and Athletic Facilities	3 Gymnasiums (5 Teaching Stations) Athletic Fields <ul style="list-style-type: none"> <li>• 1 Football (Turf)</li> <li>• 1 Baseball</li> <li>• 2 Softball</li> <li>• 1 Soccer</li> <li>• 1 Track All Weather</li> </ul>	9 Gymnasiums (15 Teaching Stations) Athletic Fields <ul style="list-style-type: none"> <li>• 1 Football (Grass)</li> <li>• 1 Baseball</li> <li>• 2 Softball</li> <li>• 4 Soccer/Lacrosse</li> <li>• 1 Track All Weather</li> </ul>
Total Parking Spaces	<ul style="list-style-type: none"> <li>• Thomas Edison 173</li> <li>• Cohen 186</li> </ul> Total 359	<ul style="list-style-type: none"> <li>• HS Staff 274</li> <li>• HS Student 234</li> <li>• Center Street 55</li> <li>• Sing Sing 495</li> <li>• Gardner 169</li> <li>• Ridge Road 148</li> <li>• Big Flats 178</li> <li>• Bus Garage 225</li> </ul> Total 1,778
Leased Space	12 Classrooms Anticipated Revenue \$125,700	4 Classrooms Broad Street 4 Tenants Anticipated Revenue \$164,848

### **Class Size Guidelines and Building Capacity**

Both districts have articulated class size guidelines for different grade level configurations. Table 5-6 provides the class size guidelines for the grade level configurations in each district.

**Table 5-6**  
**District Class Size Guidelines**

<b>Grade Configuration</b>	<b>Elmira Heights CSD</b>	<b>Horseheads CSD</b>
Pre-Kindergarten	16	18
Kindergarten-Grade 2	19	N/A
Grades 3-5	21	N/A
Blended Pre-K-5	19	N/A
Kindergarten-Grade 3	N/A	23
Grades 4-6	N/A	25
Grades 6-8	24	N/A
Grades 9-12	24	N/A
Grades 7-12	N/A	25

Due to slight variations in the districts' guidelines, the consultants used the following class size ranges for planning purposes:

- Kindergarten through grade two – 20 students per classroom
- Grades three through five – 22 students per classroom
- Grades six through twelve – 24 students per classroom

In a consolidated district, common class size guidelines would be required.

Determining how many pupils can be educated in a particular facility is a function of several factors including board of education guidelines, contract language specifying class size, the grade level configuration of the building, and the educational program to be delivered. Student capacity calculation for NYSED Building Aid purposes involves analysis of Building Aid Units (BAU) and takes into consideration the square footage of classrooms to be used for specific purposes. For instance, pre-kindergarten and kindergarten classrooms are assigned 900 square feet for 27 pupils. Regular classrooms for grades one through six are assigned 770 square feet and 27 pupils per classroom. At the secondary level, science, technology, and music rooms require a specific number of square feet per student which is used to determine the number of

pupil stations. These detailed calculations would be completed by an architect working with the reorganized district, should the consolidated district anticipate a capital project.

Table 5-7 provides the number of general use classrooms in each district building, the current enrollment, and the building capacity using consultant guidelines of 20 students per classroom (K-2), 22 students per classroom (3-5), and 24 students per classroom (6-12). The consultants did not include pre-kindergarten students in these calculations. Both districts currently operate half-day pre-kindergarten programs through the Universal Pre-Kindergarten Grant. The Elmira Heights' 2014-15 grant allocation is \$164,736. The program serves 36 students, and one classroom is designated for the program. No transportation is provided. The Horseheads' pre-kindergarten grant allocation is \$371,608. The program serves 144 students. One classroom in each of the four elementary buildings is designated for the program. No transportation is provided.

**Table 5-7**  
**Estimated Building Capacity**

<b>Building</b>	<b>2010 BCS Instructional Classrooms</b>	<b>Current Enrollment</b>	<b>Estimated Capacity (K-2@20, 3-5@22, 6-12@24)</b>	<b>Estimated Capacity (District Guidelines)*</b>
Edison HS	25	335	600	600
Cohen ES	31	487	650	619
Cohen MS	23	236	552	552
Horseheads HS	107	1,297	2,568	2,675
Sing Sing Intermediate/MS	93	1,358	2,232	2,325
Big Flats ES	36	374	756	864
Center Street ES	31	351	650	743
Gardner Road ES	36	378	756	864
Ridge Road ES	30	349	630	720
Broad Street ES	29	N/A	600	695

\*(Elmira Heights—Pre-K, 16; K-2, 19; 3-5, 21; 6-8, 24; 9-12, 24) (Horseheads—Pre-K, 18; K-3, 23; 4-6, 25; 7-12, 25)

## Grade Level Configuration and Building Utilization

Based on the historical presence of grades nine through twelve high schools in both communities and the Horseheads Facility Capacity/Utilization and Grade Configuration Task Force focus on that grade level configuration, the consensus of the Community Advisory Committee was to support a consolidated district grades nine through twelve high school of approximately 1,700 students.

Opportunities and challenges with regard to three options for the location of the consolidated high school were identified at the December 15, 2014 CAC meeting. CAC members individually expressed a preference for one of the three options below and provided a rationale for each.

**Option 1** suggested locating the consolidated high school at the current Horseheads High School. Fifteen of 20 respondents expressed this preference. Comments offered by the respondents included:

- *Seems to have most opportunities: already has a pool and auditorium; building designed for high school students. Would come closest to the 1,700 student capacity needed. Option 3 seems to have too many challenges; Option 2 is second choice.*
- *Utilize existing resources and improve what needs to be updated. Correct and upgrade the challenges.*
- *Only need for building is large gym; Option 2 would need auditorium and pool. Could tear down Center Street for gym and maybe larger auditorium. Closest to capacity for students; central location. Major drawbacks: train tracks, need for larger cafeteria.*
- *Seeing that it is the most cost effective, the State would be looking for this. I feel money should be invested in keeping the academic programs...to last longer over XX number of years rather than having many programs over only a few years.*
- *Best use of funds; easier/cheaper to accommodate 350 students than 1500; only need 8 – 15 classrooms; central location.*
- *Most economical, feasible and least disruptive to student/faculty. It will provide everything that would be provided by a new building at a fraction of the cost.*

- *Most cost effective now and in next 5-10 years; has the most existing acreage of land.*
- *Add on to Horseheads HS – the new 9-12 school. Add on to Dr. Nathan Cohen School for K-8. Keeps a school in each district – “Common Sense.”*
- *Facility is an established 9-12 school; location better than Sing-Sing; adequate space for required construction. Concern: traffic/parking.*
- *For Option 1 as long as it involves closing at least 2 schools in Horseheads. Believe that the 2 Heights schools should be used for the students displaced by the closing of the 2 Horseheads schools.*
- *Closest for Elmira Heights students to travel to; already a high school-seems easier to keep as-is; pool; auditorium.*
- *Makes the most financial sense and presents a more reasonable compromise for residents of both districts.*
- *Maybe: Option 2-no athletic field facility; Option 3- cost prohibitive.*
- *Renovate Horseheads for HS; convert Sing-Sing for Intermediate-Middle School; upgrade Cohen for combined Pre-K-5.*
- *Makes most sense unless Option 3 includes obtaining land from a municipality, i.e. BOCES; has desired acreage available/necessary and provides opportunities to reconfigure space including demolishing buildings to create the areas that are lacking (auditorium, parking, and athletic facilities). However, Option 3 would be the least disruptive during construction. It provides opportunities to design an appropriate facility w/o being confined to current design limitations. And, new construction would permit a dedicated construction schedule, uninterrupted by the school year.*

**Option 2** suggested locating the consolidated district high school at the Sing Sing Road facility. This option received no votes/comments from respondents.

**Option 3** suggested building a new high school for the consolidated district at an undetermined site. This option was favored by one respondent with the following comment:

- *In grand scheme, would be ideal: able to accommodate all needs perfectly. Obviously, roadblocks are tremendous, but in order to compete in the global market, the building conditions of Options 1 & 2 are not adequate.*

Four respondents did not indicate a favored option; however they provided the following comments:

- *Truly believe we will never get the public to support our findings. We should work with the buildings that are available.*
- *Because of all the renovations needed on both Options – use existing schools -- I do not think the general taxpayer will vote to merge. New school is not an option.*
- *I do not think the people will accept this at all! Too many changes.*
- *Split between Options 1 & 2: can see the value in time and cost savings in renovating Horseheads High School, but would like the long term benefits of creating a new facility that would be a great fit for a consolidated district's needs.*

Given the overwhelming preference of the CAC to locate a consolidated high school at the existing Horseheads High School site, subsequent planning by the consultants has assumed this option.

At the January 12, 2015 CAC meeting, members were divided into three groups and asked to complete the following task:

- Come to consensus on a plan for housing the kindergarten through grade eight student population in a consolidated district;
- Provide a rationale for your plan;
- Report out.

The following represents the consensus plan and rationale from each group.

Subsequently, CAC members were asked to select one of the options and provide, anonymously, a rationale for their choice.

#### **Group 1**

- Create four pre-kindergarten through grade five elementary schools locating the schools at Cohen ES/MS, Big Flats ES, Ridge Road ES, and Gardner Road ES. Create one grade six through eight middle school at the Sing Sing Road location.
- Rationale:
  - ✓ Meets capacity considerations;
  - ✓ Best building conditions;
  - ✓ Elementary students would have less travel at these locations;
  - ✓ Middle school location meets capacity and facility requirements;



- ✓ Edison could serve as space for administrative offices, rental space for BOCES, or as a location for advanced placement courses.

Following discussion, six committee members preferred this option. Comments included:

- *Good for students, socially. Closes at least two buildings. Could use savings to enhance programs.*
- *Keeps students equal in terms of maturity by grade levels. Elmira Heights voters will be more willing to vote yes if Thomas Edison High School is utilized.*
- *Plan 1 or 2. All plans seemed similar. I feel we need to look at a different plan that would close yet another building and add classrooms on to a school we would keep open.*
- *9-12 at Horseheads HS (accelerated course work). 6-8 at Sing Sing (program modeled after NYS middle school). PK-5 at Cohen, Big Flats, Ridge Road and Gardner Road (consistent neighborhood schools).*
- *Plan 1, however, Edison needs to be used so that plan would need to be modified. Keeping elementary students closest to home base is important.*
- *All schools meet enrollment capacity. Buildings selected are in good condition. Less travel for a majority of the students. Use Edison for district office, rent to BOCES or use it as a “magnet” school for advanced high school courses or make it a grade 6 school only. Second choice, plan 2 has good merits which can be combined with plan 1.*

## **Group 2**

- Create five pre-kindergarten through grade five elementary schools located at Big Flats, Ridge Road, Gardner Road and the equivalent of two elementary schools located at Cohen ES/MS. One grades six through eight middle school at the Sing Sing location.
- Rationale:
  - ✓ Minimum renovations required at Sing Sing Road complex to “unify” current schools;
  - ✓ Middle school would be centrally located for both Horseheads and Elmira Heights students;
  - ✓ Middle school issue—concern with access points and traffic flow;
  - ✓ Plan would close Edison and Broad Street schools;
  - ✓ Center Street School could be closed or used for district offices or UPK program;
  - ✓ Plan would entail some redistricting of elementary school population.

Following discussion, eight committee members preferred this option. Comments included:

- *We will not realize enough savings and integration of students with two grades 5-8 middle schools. We need to close schools, including at least 1 Horseheads elementary school and Edison. I also liked the idea of a “Freshman Academy” if we could make that work.*
- *Best plan. I feel you have the ability to save the most money without cutting education.*
- *Need to merge students at a middle school age. Need to close at least 2 schools in order to show significant savings. May even consider a 5-8 at Sing Sing with renovations and classroom additions, and then close Gardner, Center, and Edison.*
- *I am for plan 2 with the exception of closing Edison. I believe we can adjust the grade levels and find a use for it. I don’t believe the Heights residents will approve a consolidation plan that includes a closing of Edison. I believe 2 schools should be closed.*
- *Plan 2 works best due to building capacity and true consolidation of the districts and is most cost effective. I like plan 3 and think if we can “save” Edison we should, but I don’t think it will be a true consolidation and I agree that it will keep the students divided.*
- *Points on the flip chart I agree with. Something I wondered if Horseheads should keep Broad Street until this is decided so that it could be used to show the State additional savings.*
- *Plan 2 is the most logical plan—minimal renovations, reduced travel to sites, closes buildings, provides opportunities for renovations to improve teaching spaces, truly combines districts by uniting students starting in grade 6.*

### **Group 3**

- Create four kindergarten through grade four elementary schools located at Cohen (600 students and include prekindergarten program and BOCES program), Big Flats (400 students), Gardner Road (400 students), and Ridge Road (400 students). Create two grades five through eight middle schools located at Sing Sing (1,200 students and BOCES programs) and Edison (400 students).
- Rationale:
  - ✓ Minimal impact on young students;
  - ✓ Better utilization of existing buildings.

Following discussion, eight committee members preferred this option. Comments included:

- *I think plan 3 has the best potential, although not the best scenario. There is not enough cost savings—just shuffling students around, closing only one school. Bottom line, there is too much remodeling in the Horseheads district buildings to give any savings to tax payers in the Heights district.*
- *I prefer plan 3 using Edison and Sing Sing for a middle school with Edison used for grade 5 and Sing Sing used for grades 6-8. This would*

*bring all district students together in grade 5. Close Center Street and make Cohen all elementary.*

- *Edison can't close! I like the idea of plan 3 the best, allowing for integrating the students before high school. I agree it is important to bring students together at a younger age for better cohesion...maybe do a 5-6 at Edison and a 7-8 at Sing Sing or vice versa. Sing Sing is probably better equipped for younger students and leaves room for BOCES expansion.*
- *I think plan 3 works best because it keeps Edison open and it is more apt to pass. I would suggest pre-kindergarten through grade 4 at Big Flats and Ridge Road, a grades 5-6 intermediate school and pre-kindergarten at Sing Sing, grades 7-8 at Cohen, grade 9 at Edison, and grades 10-12 at Horseheads HS.*
- *Includes keeping Edison open, so yes.*
- *I like plan 3 because it strikes the best balance between closing schools and using the best buildings. Edison HS is in very good shape and it would be a shame not to use this building. Another option with number 3 is to close another HH elementary school and make Cohen ES larger. A third option with number 3 is to place the 5-8 students from Edison into Cohen, but this keeps Cohen in essentially the same position it is now. It would be interesting to see if there is any way to use Edison as a grade 5 or grade 9 school and use Sing Sing as the 6-8 school*
- *Preference is number 3. Four prekindergarten-grade 4 elementary schools. Two 5-8 schools at Sing Sing and Edison. Might be better to do a single grade at Edison either 5 or 8. Might better prepare students for a 9-12 high school. Closing either Cohen or TAE would likely result in a no vote from the Heights community. Need to minimize impact on younger students across both communities to get support. Concern would be if savings from 1 building closure and savings in overall administrative costs would be enough to get State approval. Additional option would be to close a second Horseheads elementary school and add classrooms at other locations.*

Three committee members did not select a plan but provided the following comments:

- *The plan I like best is number 4. Close Center Street, Gardner Road, Ridge Road, and Broad Street. Tear down Center Street and Horseheads HS and build a new 9-12 complex. Cohen and Big Flats would be pre-kindergarten to grade three schools. Grades 4-5 would attend Edison and grades 6-8 would attend Sing Sing.*
- *Plan 4—pre-kindergarten-grade 4 at Cohen, Big Flats, Gardner Road, and Ridge Road; grade 5 at Edison; grades 6-8 at Sing Sing. Merges students at an earlier age. Utilizes facilities without too much change. Keeps Edison for athletic facilities.*
- *Optimal plan—pre-kindergarten through grade 4 at Cohen, Big Flats, Gardner Road, and Ridge Road; grades 5-6 at Edison; grades 7-8 at Sing*

*Sing; Close Center Street. Least resistance from community. Allows for extra capacity.*

While the CAC provided a near unanimous recommendation for a consolidated high school located at the present Horseheads HS site, a clear consensus for the elementary/middle grade level configurations and locations did not emerge. However, a majority did express a preference for a grades six through eight middle school located at the Sing Sing Road site and pre-kindergarten through grade five elementary schools located at Cohen ES/MS, Big Flats ES, Gardner Road ES, and Ridge Road ES.

Table 5-8 demonstrates the number of regular elementary classrooms required using the established elementary class size guidelines (kindergarten-grade two, 20 students per classroom; grades three-five, 22 students per classroom). As noted, 104 classrooms would be needed for kindergarten through grade five. Should the new board of education decide to exercise the option of expanding its prekindergarten program, an additional 11 classrooms would be required, for a total of 115.

**Table 5-8  
Required Elementary Regular Classrooms**

<b>Grade</b>	<b>Enrollment</b>	<b>Sections</b>	<b>Regular Classrooms</b>
Pre-K	N/A	N/A	11
K	407	20	20
1	343	17	17
2	338	17	17
3	353	16	16
4	389	18	18
5	359	16	16
Total	2189	104	115

Table 5-9 provides a possible pre-kindergarten through grade five regular classroom scenario to house approximately 2,189 elementary students in a consolidated district. As noted in the “Total” row, each of the recommended elementary buildings would have

sufficient classroom space for regular instruction. The number in parenthesis indicates other classrooms available for special education, remedial services, and GST BOCES lease.

**Table 5-9  
Designated Building and Classroom Scenario**

<b>Building</b>	<b>Cohen</b>	<b>Big Flats</b>	<b>Gardner Road</b>	<b>Ridge Road</b>	<b>Total</b>
Pre-K	5	2	2	2	11
K	8	4	4	4	20
1	5	4	4	4	17
2	5	4	4	4	17
3	4	4	4	4	16
4	6	4	4	4	18
5	4	4	4	4	16
Total	37 (17)	26 (10)	26 (10)	26 (4)	115 (41)

Given analysis and input from the Community Advisory Committee, the consultants recommend a grades six through eight middle school located at Sing Sing Road and four pre-kindergarten through grade five elementary schools located at Cohen, Big Flats, Gardner Road and Ridge Road. Our reasoning includes the following:

- The Sing Sing Road facility currently serves approximately 1,358 students in grades five through eight. The building has more than enough classrooms for regular instruction, special education, and GST BOCES lease to accommodate the projected consolidated district six through eighth grade student population of 1,205. The 169,240 square foot building is situated on 40.7 acres with athletic fields, a field house, and ample parking to meet the academic and extra-curricular needs of the middle school population.
- Maintaining reasonably sized, neighborhood elementary schools is supported by research and is a preference among parent groups. We believe four elementary schools, strategically located to serve an estimated kindergarten through grade five population of approximately 2,189 students is both educationally sound and could be supported by the communities.
- Big Flats, Gardner Road and Ridge Road are similarly sized and could easily accommodate elementary student populations of 500 to 600 students. If 26 classrooms in each building were utilized for pre-kindergarten through grade five regular instruction, sufficient classrooms would also be available for special education, remedial services, and GST BOCES rental.

- Cohen currently has the classroom space to serve a larger elementary student population. The Cohen complex currently serves 723 students in grades kindergarten through eight. If 37 classrooms are required for pre-kindergarten through grade five regular instruction, 17 classrooms would be available for special education, remedial services and GST BOCES lease.
- Decommissioning Center Street E.S. would require revised elementary attendance zones. In redrawing the zones, we would recommend establishing three equally-sized elementary schools (Big Flats, Gardner Road, and Ridge Road) and one larger school (Cohen) such that student demographic characteristics are similar in all four elementary buildings.

### **Key Findings:**

1. Residents in both communities have supported capital projects to assure appropriate, functional, and safe learning spaces for children.
2. Elmira Heights' capital expenditures of \$11,482,737 in the past five years addressed most of the architect's comments from the 2010 Building Condition Survey. Cohen ES/MS and Thomas Edison HS are in excellent shape.
3. Horseheads' capital expenditures of \$5,605,666 addressed some of the architects' comments from the 2010 BCS. However, significant building improvements are warranted. The additional building aid available through reorganization (95% NYS share and 5% local share) would benefit local taxpayers. A consolidated district would also be eligible for approximately \$1.9 million in additional building aid on current capital debt.
4. Both districts have more than sufficient classroom space to support current enrollments. A consolidated district high school located at the current Horseheads High School site would require capital improvements and some additional classrooms. Moving the district office to another site and building a classroom addition linking the north and south wings should be sufficient to address high school space needs.

5. Thomas Edison High School is in excellent condition. However, there is not enough classroom space available to support multiple grade levels in a consolidated district (a minimum of three grade levels is recommended).
6. Sing Sing Road has the classroom capacity, acreage, and ancillary amenities necessary to serve a grades six through eight middle school.
7. Cohen ES/MS has the requisite classrooms and other accommodations to serve a larger elementary population. Sufficient classrooms would be available for regular instruction, special education, remedial services, and GST BOCES lease. Big Flats, Gardner Road, and Ridge Road would have sufficient classrooms to educate student populations of 500 to 600 students.

## 6. Support Services

The successful operation of a school district is contingent on several factors, some taken for granted, particularly if they are effectively and efficiently managed. This chapter of the report will provide information about three such areas: student transportation, food service, and information technology.

### Transportation

Transporting students safely to and from school is a significant expenditure, especially for districts with a wide geographic area, low population density, and a desire to limit the time students spend on buses. Table 6-1 provides comparative transportation information for the Elmira Heights and Horseheads Central School Districts.

**Table 6-1**  
**Comparative Transportation Analysis**

<b>Item</b>	<b>Elmira Heights CSD</b>	<b>Horseheads CSD</b>
District Contact	Todd Van Houten	Ella Preston
Staffing	<ul style="list-style-type: none"> <li>• 1 Transportation Supervisor</li> <li>• 8 FTE Bus Drivers (20 Hours/wk.)</li> <li>• 3 FTE Bus Attendants (20 Hours/wk.)</li> </ul>	<ul style="list-style-type: none"> <li>• 1 Transportation Supervisor</li> <li>• 66 FTE Bus Drivers (4 Hours/day)</li> <li>• 5 PT Bus Drivers</li> <li>• 6 Bus Attendants</li> <li>• 6 FTE Mechanics</li> <li>• 2 Dispatchers</li> <li>• 1 Service Manager</li> <li>• 1 Safety Examiner</li> <li>• 1 Discipline Monitor</li> <li>• 1 Secretary</li> </ul>
2013-14 General Fund Transportation Expenditures	<ul style="list-style-type: none"> <li>• Total Exp. \$492,843</li> <li>• Salaries \$214,549</li> </ul>	<ul style="list-style-type: none"> <li>• Total Exp. \$3,191,217</li> <li>• Salaries \$1,691,682</li> </ul>
2013-14 Total Miles	115,917	655,477
2013-14 Cost/Mile	\$5.16/Mile	\$4.87/Mile
Transportation Aid Ratio	.881	.740



<b>Item</b>	<b>Elmira Heights CSD</b>	<b>Horseheads CSD</b>
2014-15 Estimated NYS Aid	\$533,106	\$2,578,839
Number of Buses	13	75
Number of Other/Service Vehicles	1	3
Bus Garage	Shared facility with Horseheads.	Year Built—1968 23,490 Sq. Ft., 2 Floors
Bus Replacement Schedule	Replacement schedule is currently suspended.	Ten year replacement schedule.
Student Time on Regular Bus Run	Average 20 minutes; Longest 35 Minutes	Average 30 Minutes; Longest 60 Minutes
Number of Bus Runs	<ul style="list-style-type: none"> <li>• Regular 10-AM; 10-PM)</li> <li>• BOCES 1-AM; 1-PM)</li> </ul>	Regular 51-AM; 51-PM BOCES 3-AM; 3-PM)
Regular Run Start and Finish	<ul style="list-style-type: none"> <li>• Trip 1 AM (7:00-7:45)</li> <li>• Trip 2 AM (7:45-8:15)</li> <li>• Trip 1 PM (2:45-3:20)</li> <li>• Trip 2 PM (3:20-4:00)</li> </ul>	<ul style="list-style-type: none"> <li>• Trip 1 AM (6:10-7:25)</li> <li>• Trip 2 AM (7:30-8:20)</li> <li>• Trip 1 PM (2:30-3:20)</li> <li>• Trip 2 PM (3:10-5:00)</li> </ul>
Transportation Policy	BOE Policy 5730 <ul style="list-style-type: none"> <li>• K-5 students living more than 1 mile eligible for service.</li> <li>• 6-12 students living more than 1.25 miles eligible for service.</li> <li>• Childcare transportation provided with same distance requirement.</li> <li>• Non-Public transportation requests by April 1.</li> <li>• Students with disabilities transportation up to 50 miles one way.</li> <li>• Transportation provided to school sponsored events. Alternative transportation allowed with written request.</li> </ul>	BOE Policy 8410 <ul style="list-style-type: none"> <li>• Annually review bus schedules and routing plans to ensure maximum efficiency and safety.</li> <li>• Annually review eligibility for transportation to ensure services are received.</li> <li>• All K-12 students are eligible for transportation.</li> <li>• Bus stops located every ¼ mile. Students walk 1/8<sup>th</sup> mile.</li> </ul>

Extensive cooperation currently exists between the districts for transportation services.

While each district provides a transportation supervisor, bus drivers, bus attendants, and limited contractual bus routes, Horseheads CSD provides all bus maintenance, office space, and parking for Elmira Heights CSD. Horseheads CSD owns a bus garage located on West Sayre Street. As reported in the October 2010 Building Condition Survey completed by McDonald and

Monterose Architect, the bus garage's overall rating was satisfactory, with a good rating for space adequacy. The estimated capital construction expenses projected for the building through 2015-16, excluding normal maintenance, was \$370,000. The two story, 23,490 square foot structure was built in 1968. The facility has eight work bays, four hydraulic lifts, break room, bathrooms, office space, and ample parking for buses and personal vehicles.

Elmira Heights employs a full-time supervisor, eight full-time bus drivers, and three bus monitors. The District's 2013-14 transportation expenses were \$492,843. The transportation aid ratio was .881. The District has received several commendations from the NYS Department of Transportation for initial bus inspection passing rates higher than 90%.

The District operates 10 regular AM and PM bus routes. Middle and high school AM routes start at 7:00 AM and conclude by 7:45 AM; the PM routes start at 2:45 PM and conclude at 3:20 PM. Elementary AM routes start at 7:45 AM and conclude by 8:15 AM; PM routes start at 3:20 PM and conclude by 4:00 PM. The District uses Transfinder Route Builder, a GPS based computer program, to assist with bus route development. A GST BOCES computer program is used for bus maintenance schedules.

Elmira Heights Board of Education Policy 5730 establishes parameters for student transportation eligibility. Kindergarten through grade five students living more than one mile from Cohen E.S. are eligible for transportation. Grades six through twelve students living more than 1.25 miles from either Cohen MS or Edison HS are eligible for transportation service. Todd Van Houten, Elmira Heights Transportation Supervisor, indicated approximately 570 students are eligible for transportation and most use the service on a daily basis.

The District currently owns 13 buses. The bus replacement schedule has been suspended. Table 6-2 provides an overview of the Elmira Heights CSD bus fleet, noting the year purchased,

mileage recorded prior to the start of the 2014-15 school year, make, student capacity, and general condition.

**Table 6-2  
Elmira Heights CSD Bus Fleet Information**

<b>Bus #</b>	<b>Year</b>	<b>Mileage</b>	<b>Make</b>	<b>Capacity</b>	<b>Remark/Condition</b>
A-5	2003	62,000	Plymouth Voyager	6	Office Use; Good Condition
A-7	2008	20691	Chevy Express	6	Spare; Excellent Condition
70	2009	54,729	International	65	Spare; Good Condition
71	2009	52,099	International	65	Spare; Good Condition
72	2009	52,793	International	65	Spare; Good Condition
73	2009	52,951	International	30; 4 Wheelchair	Regular Route; Good Condition
74	2010	54,801	International	65	Regular Route; Good Condition
75	2010	40,086	International	65	Regular Route; Very Good Condition
76	2010	28,804	International	65	Regular Route; Very Good Condition
77	2011	30,914	International	65	Regular Route; Very Good Condition
78	2011	22,741	International	65	Regular Route; Very Good Condition
79	2011	37,785	International	65	Regular Route; Very Good Condition
84	2012	13,582	International	65; 4 Wheelchair	Regular Route; Very Good Condition
85	2012	18,539	International	65	Regular Route; Very Good Condition

Horseheads employs a full-time transportation supervisor, 66 full-time bus drivers, five part-time bus drivers, six bus attendants, six mechanics, two dispatchers, one service manager, one safety examiner, one discipline monitor, and one secretary. In 2013-14, Horseheads transportation expenses were \$3,191,217. The transportation aid ratio was .740.

The District operates 51 regular AM and PM bus routes. Middle and high school AM routes start at 6:10 AM and conclude by 7:25 AM; the PM routes start at 2:30 PM and conclude

at 3:20 PM. Elementary and intermediate AM routes start at 7:30 AM and conclude by 8:20 AM; PM routes start at 3:10 AM and conclude by 5:00 PM. The District uses Bus Star Builder, a GST BOCES computer program, to assist with bus route development.

Horseheads provides transportation to all students. Bus stops are placed  $\frac{1}{4}$  mile apart so that no student has to walk more than  $\frac{1}{8}$ <sup>th</sup> mile. Ella Preston, Horseheads Transportation Supervisor, indicated approximately 75-80% of elementary, intermediate, and middle school students use the transportation service; approximately 60% of high school students use the service.

The District owns 75 buses and has a bus replacement schedule. Table 6-3 provides an overview of the Horseheads CSD bus fleet, noting the year purchased, mileage recorded prior to the start of the 2014-15 school year, make, student capacity, and general condition.

**Table 6-3**  
**Horseheads CSD Bus Fleet Information**

<b>Bus #</b>	<b>Year</b>	<b>Mileage</b>	<b>Make</b>	<b>Capacity</b>	<b>Remark/Condition</b>
354	2006	126,232	Bluebird	65	Spare; Good Condition
355	2006	97,025	Bluebird	65	Spare; Good Condition
356	2006	99,519	Bluebird	65	Spare; Good Condition
357	2006	115,552	Bluebird	65	Spare; Good Condition
358	2006	83,596	Bluebird	65	Spare; Good Condition
360	2006	112,055	Bluebird	42	Spare; Good Condition
361	2006	125,507	Bluebird	42	Spare; Good Condition
362	2007	81,991	Bluebird	65	Spare; Good Condition
363	2007	97,004	Bluebird	65	Spare; Good Condition
364	2007	85,791	Bluebird	65	Spare; Good Condition
366	2007	96,095	Bluebird	65	Spare; Good Condition
367	2007	92,926	Bluebird	65	Spare; Good Condition
368	2007	99,161	Bluebird	65	Regular Route: Good Condition
369	2007	95,769	Bluebird	65	Regular Route; Good Condition
370	2008	87,557	Bluebird	65	Regular Route; Good Condition

<b>Bus #</b>	<b>Year</b>	<b>Mileage</b>	<b>Make</b>	<b>Capacity</b>	<b>Remark/Condition</b>
371	2008	84,139	Bluebird	65	Regular Route; Good Condition
372	2008	81,211	Bluebird	65	Regular Route; Good Condition
373	2008	76,043	Bluebird	65	Regular Route; Good Condition
374	2008	77,121	Bluebird	65	Regular Route; Good Condition
375	2008	90,738	Bluebird	65	Regular Route; Good Condition
376	2008	54,258	Bluebird	39	Spare; Good Condition
377	2008	106,581	Bluebird	33; 1 Wheelchair	Regular Route; Good Condition
378	2009	57,218	Bluebird	24; 5 Wheelchair	Spare; Very Good Condition
379	2009	59,939	Bluebird	65	Spare; Very Good Condition
380	2009	58,914	Bluebird	65	Regular Route; Very Good Condition
381	2009	64,925	Bluebird	65	Regular Route; Very Good Condition
382	2009	58,559	Bluebird	65	Regular Route; Very Good Condition
383	2009	63,051	Bluebird	65	Spare; Very Good Condition
384	2009	64,621	Bluebird	65	Regular Route; Very Good Condition
385	2009	64,839	Bluebird	65	Regular Route; Very Good Condition
386	2010	42,429	Bluebird	65	Regular Route; Very Good Condition
387	2010	53,128	Bluebird	65	Regular Route; Very Good Condition
388	2010	66,241	Bluebird	65	Regular Route; Very Good Condition
389	2010	60,691	Bluebird	65	Regular Route; Very Good Condition
390	2010	63,159	Bluebird	65	Regular Route; Very Good Condition
391	2010	69,829	Bluebird	65	Regular Route; Very Good Condition
392	2010	76,811	Bluebird	65	Regular Route; Very Good Condition
393	2010	73,710	Bluebird	65	Regular Route; Very Good Condition

<b>Bus #</b>	<b>Year</b>	<b>Mileage</b>	<b>Make</b>	<b>Capacity</b>	<b>Remark/Condition</b>
394	2011	52,552	Bluebird	65	Regular Route; Excellent Condition
395	2011	35,621	Bluebird	65	Regular Route; Excellent Condition
396	2011	43,605	Bluebird	65	Regular Route; Excellent Condition
397	2011	66,184	Bluebird	65	Regular Route; Excellent Condition
398	2011	40,041	Bluebird	65	Regular Route; Excellent Condition
399	2011	66,166	Bluebird	65	Regular Route; Excellent Condition
400	2011	69,306	Bluebird	42	Regular Route; Excellent Condition
401	2011	56,638	Bluebird	39	Regular Route; Excellent Condition
402	2012	39,919	Bluebird	65	Regular Route; Excellent Condition
403	2012	42,356	Bluebird	65	Regular Route; Excellent Condition
404	2012	24,809	Bluebird	65	Regular Route; Excellent Condition
405	2012	48,896	Bluebird	65	Regular Route; Excellent Condition
406	2012	30,817	Bluebird	65	Regular Route; Excellent Condition
407	2012	51,207	Bluebird	39	Regular Route; Excellent Condition
408	2012	32,721	Bluebird	39	Regular Route; Excellent Condition
409	2012	50,300	Bluebird	21; 5 Wheelchair	Regular Route; Excellent Condition
410	2013	30,938	Bluebird	65	Regular Route; Excellent Condition
411	2013	22,046	Bluebird	65	Regular Route; Excellent Condition
412	2013	27,265	Bluebird	65	Regular Route; Excellent Condition
413	2013	28,369	Bluebird	65	Regular Route; Excellent Condition
414	2013	26,765	Bluebird	65	Regular Route; Excellent Condition
415	2013	31,961	Bluebird	39	Regular Route; Excellent Condition

<b>Bus #</b>	<b>Year</b>	<b>Mileage</b>	<b>Make</b>	<b>Capacity</b>	<b>Remark/Condition</b>
416	2013	21,514	Bluebird	42	Regular Route; Excellent Condition
417	2014	11,561	Bluebird	65	Regular Route; Excellent Condition
418	2014	17,229	Bluebird	65	Regular Route; Excellent Condition
419	2014	12,762	Bluebird	65	Regular Route; Excellent Condition
420	2014	10,297	Bluebird	65	Regular Route; Excellent Condition
421	2014	15,575	Bluebird	65	Regular Route; Excellent Condition
422	2014	15,490	Bluebird	65	Regular Route; Excellent Condition
423	2015	0	Bluebird	65	New Bus
424	2015	0	Bluebird	65	New Bus
425	2015	0	Bluebird	65	New Bus
426	2015	0	Bluebird	65	New Bus
427	2015	0	Bluebird	65	New Bus
428	2015	0	Bluebird	39; Wheelchair	New Bus
T37	2009		Dodge	7	Therapy; STI
T38	2009	19,276	Dodge	7	Therapy; Tutor
T39	2010	13,251	Dodge	7	Spare
T40	2010	11,764	Dodge	7	Spare

A frequently asked question in a consolidation study is, “How long will my child’s bus ride be?” In Elmira Heights, the transportation supervisor indicated the current average length of time a student spends on a regular bus run is approximately 20 minutes and the longest time is approximately 35 minutes. In Horseheads, the average time is approximately 30 minutes and the longest time approximately 60 minutes. If elementary attendance areas remain relatively unchanged in a consolidated district, the transportation impact on elementary students would be minimal. Some Elmira Heights students attending a consolidated district high school located in Horseheads would have a longer bus ride, some shorter. Table 6-4 provides distances and estimated travel times from various locations in each district to selected school buildings.

**Table 6-4**  
**Distance and Estimated Travel Time Between Selected Addresses and School Buildings**

	<b>Currently</b>	<b>Cohen ES/MS</b>	<b>Horseheads HS</b>	<b>Sing Sing Rd. MS/IS</b>
<b>EH Addresses</b>				
Larchmont Road	42 minutes	42 minutes	50 minutes	50 minutes
W. Lennox Ave.	19 minutes	19 minutes	12 minutes	12 minutes
Harris Hill Road	21 minutes	21 minutes	29 minutes	29 minutes
South Main St.	20 minutes	20 minutes	10 minutes	10 minutes
<b>HH Addresses</b>				
Swartwood Hill Road	37 minutes	45 minutes	37 minutes	45 minutes
Morrell Road	46 minutes	56 minutes	46 minutes	46 minutes
Main St. Millport	46 minutes	53 minutes	46 minutes	53 minutes
Townley Road	53 minutes	59 minutes	53 minutes	43 minutes

Another question concerning transportation service in a consolidated district relates to costs. Some economies of scale might be realized in supervisory positions and route scheduling. Depending on which transportation policy a consolidated district board of education adopts, cost increases or decreases would result. Table 6-5 provides a transportation scenario for the adoption of the Elmira Heights' transportation policy and the Horseheads' policy.

**Table 6-5**  
**Comparison of Current and Consolidated Bus Runs**

	<b>Elmira Heights</b>	<b>Horseheads</b>	<b>Current Combined</b>	<b>Consolidated District EH Transportation Policy</b>	<b>Consolidated District HH Transportation Policy</b>
Regular Runs	10	51	61	45	71
BOCES	2	6	8	8	8
Total Buses	13	75	88	63	96
Total FT Drivers	8	66	74	52	84
Total PT Drivers	0	5	5	5	5

As noted in Table 6-5, if the consolidated district board of education adopted a restricted student transportation policy similar to that of Elmira Heights, 22 fewer drivers and 25 fewer



buses would be needed. Using an estimated bus driver salary and benefits cost of \$25,000-\$30,000, the annual average savings would be \$550,000-\$660,000. The restricted policy would require 25 fewer buses. Using existing buses as spares would prolong the use of the vehicles and reduce the need for replacement buses.

Conversely, if the consolidated district implemented a universal transportation policy similar to that of Horseheads, 10 additional bus runs and drivers would be required to accommodate approximately 500 Elmira Heights students currently not eligible for transportation services. The total cost of bus driver salary and benefits would increase approximately \$250,000-\$300,000 annually. Only eight buses would be needed because Elmira Heights currently has two spare buses available. Average cost of a new bus is approximately \$116,000. The one-time cost for eight new buses would be approximately \$928,000, the majority of which would be offset by NYS transportation aid. It should be noted, however, that bus purchases are “up-front” costs which are reimbursed by NYS in the following fiscal year.

**Key Findings (Transportation):**

1. Extensive cooperation currently exists between Elmira Heights and Horseheads for transportation services. Elmira Heights contracts with Horseheads for office space, bus maintenance, limited bus routes, and parking. Bus drivers and buses are frequently shared to provide effective and efficient service in both districts.
2. Both districts have adequate personnel and vehicles to transport students safely to and from schools.
3. Both districts have excellent safety records and have been recognized by the NYS Department of Transportation for highly successful initial bus inspection passing rates.

4. In a consolidated district, it appears the time students spend on buses would not change substantially from current conditions; in fact, some Elmira Heights students may experience shorter rides to certain Horseheads' facilities.
5. Eligibility for student transportation differs between the districts. In Elmira Heights, kindergarten through grade five students living more than one mile from Cohen E.S. are eligible for transportation. Grades six through twelve students are eligible for transportation if they live more than 1.25 miles from Cohen MS or Edison HS. In Horseheads, all students are eligible for transportation. Bus stops are located every  $\frac{1}{4}$  mile such that no student is required to walk more than  $\frac{1}{8}$ <sup>th</sup> mile to a bus stop.
6. If a consolidated district is approved, the new board of education would need to adopt a single transportation policy. Adopting a policy similar to that of Elmira Heights would require 22 fewer drivers and 25 fewer buses. Adopting a policy similar to Horseheads would require approximately 10 additional drivers and eight buses.
7. A consolidated district would require only one transportation supervisor, and depending on which transportation policy is adopted, total costs would increase or decrease.

### **Food Service**

Elmira Heights CSD and Horseheads CSD both operate food service programs through the GST BOCES. Elmira Heights serves approximately 728 lunches per day (69% participation) and Horseheads serves approximately 2,300 lunches per day (57% participation). Both districts participate in the National School Lunch and Breakfast Programs and each experienced decreases in student participation rates when new federal nutrition standards were introduced in 2012.

Sue Kramer, a GST BOCES employee, serves as the food service director for both districts. The districts use Nourish, a GST BOCES-developed computer program, to track sales and participation. If some buildings were to be decommissioned in a consolidated district, savings in the food service program would result from the elimination of serving sites at those locations. Table 6-6 provides a comparative overview of the Elmira Heights and Horseheads food service programs.

**Table 6-6**  
**Comparative Food Service Information**

<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
District Contact	Sue Kramer	Sue Kramer
Staffing 2014-15	<ul style="list-style-type: none"> <li>• 1 PT Manager (3 days/week BOCES)</li> <li>• 3 FTE Cooks</li> <li>• 12 School Lunch Workers (4 hours or less)</li> </ul>	<ul style="list-style-type: none"> <li>• 1 PT Manager (4 days/week BOCES)</li> <li>• 54 Senior Food Service Helpers</li> <li>• 2 Cooks</li> <li>• 2 Assistant Cooks</li> <li>• 28 School Lunch Workers</li> </ul>
Federal School Lunch Eligibility 2012-13 School Report Card	<ul style="list-style-type: none"> <li>• Free 36%</li> <li>• Reduced-Price 9%</li> </ul>	<ul style="list-style-type: none"> <li>• Free 18%</li> <li>• Reduced-Price 6%</li> </ul>
Average Daily Participation 2014-15	• 728 (69%)	• 2,300 (57%)
Lunch Price 2014-15	<ul style="list-style-type: none"> <li>• Breakfast \$1.25</li> <li>• Lunch K-8 \$1.40</li> <li>• Lunch 9-12 \$1.60</li> <li>• Adult \$3.75</li> </ul>	<ul style="list-style-type: none"> <li>• Breakfast \$1.00</li> <li>• Lunch K-6 \$1.95</li> <li>• Lunch 7-12 \$2.20</li> <li>• Adult \$3.75</li> </ul>
Expenditures 2013-14	<ul style="list-style-type: none"> <li>• Salaries &amp; Benefits \$206,850</li> <li>• Total Exp. \$457,512</li> </ul>	<ul style="list-style-type: none"> <li>• Salaries &amp; Benefits \$762,559</li> <li>• BOCES \$308,040</li> <li>• Total Exp. \$1,735,736</li> </ul>
Revenues 2013-14	<ul style="list-style-type: none"> <li>• Meals \$77,727</li> <li>• Other Sales \$49,912</li> <li>• State/Fed. Aid \$308,827</li> <li>• Total \$439,526</li> </ul>	<ul style="list-style-type: none"> <li>• Meals \$478,099</li> <li>• Other Sales \$240,848</li> <li>• State/Fed. Aid \$831,560</li> <li>• Total \$1,739,225</li> </ul>
Operating Gain/Deficit 2013-14	(\$17,986)	\$3,489
Transfer From General Fund 2013-14	\$28,520	\$180,070

**Key Findings (Food Service):**

1. Elmira Heights and Horseheads both participate in the National School Lunch and Breakfast Programs. Free and reduced-price lunch eligibility rates are higher in Elmira Heights. While there are some variations, breakfast and lunch meal prices are similar.
2. Both districts participate in the Greater Southern Tier BOCES food service program and share the same food service director. If consolidation is approved, merging the two food service programs would be relatively seamless.
3. In a consolidated district, savings may be realized in personnel costs. One full-time director could oversee the food service program, and with the elimination of selected serving sites, additional personnel savings would be realized.

**Information Technology**

One full-time supervisor, employed by GST BOCES, and one full-time equivalent network technology specialist, also employed by GST BOCES, staff the Elmira Heights Information Technology Department. The IT department maintains the network, services a PC (primarily Dell) platform, and is responsible for the telephone system. The District Technology Committee developed a Technology Plan (2013-16) that stipulates the vision, goals, and benchmarks for the IT program. Elmira Heights receives approximately \$15,000 annually in NYS computer hardware aid and maintains a \$15,000 annual computer hardware replacement budget. The District is eligible for \$936,641 as part of the recently approved Smart School Bond.

One full-time equivalent technology director, employed through GST BOCES, plus three instructional technology specialists and four network technicians, also employed by GST BOCES, staff the Horseheads Information Technology Department. The IT department

maintains the District network, computers, security cameras, and other electronic devices. The District Technology Committee developed a Technology Plan (2014-2020) that articulates the District mission and vision for the IT program. A technology curriculum and expectations for professional development are also included in the plan. The District receives approximately \$76,022 in NYS computer hardware aid and maintains a \$192,401 annual hardware replacement budget. The District is eligible for \$2,929,862 as part of the recently approved Smart School Bond.

Both districts use the same software programs for business functions, student management, and food service. Elmira Heights uses ClearTrack software to manage its special education program; Horseheads uses IEP Direct. Both districts have board of education approved acceptable use policies, and both districts participate in the federal E-Rate program. Should the districts consolidate, one technology supervisor/director would be required along with all of the current network and support specialists from both districts.

Table 6-7 provides a comparison of the Elmira Heights and Horseheads IT programs. Both districts maintain a sophisticated network and a large number of digital devices.

**Table 6-7**  
**Information Technology Comparison**

<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
District Contact	Julie Lederman	Greg Moyer
Technology Staffing	<ul style="list-style-type: none"> <li>• 1.0 Technology Supervisor (BOCES)</li> <li>• 1.0 Network Technology Specialist (BOCES)</li> </ul>	<ul style="list-style-type: none"> <li>• 1.0 Technology Director (BOCES)</li> <li>• 3.0 Inst. Technology Support Specialists (BOCES)</li> <li>• 4.0 Network Technicians (BOCES)</li> </ul>
Internet Service	GST BOCES	GST BOCES
Computers	Total: 697 <ul style="list-style-type: none"> <li>• 1-2 years 160</li> <li>• 3-5 years 191</li> <li>• 5+ years 346</li> </ul>	Total: 2027 <ul style="list-style-type: none"> <li>• 1-2 years 1218</li> <li>• 3-5 years 695</li> <li>• 5+ years 114</li> </ul>
NYS Computer Hardware Aid 2014	\$15,000	\$76,022
Smart Schools Bond Allocation	\$936,641	\$2,929,862
District Annual Replacement Budget	\$15,000	\$192,401
Software Programs		
<ul style="list-style-type: none"> <li>• Business Office</li> <li>• Student Management</li> <li>• Special Education</li> <li>• Food Service</li> </ul>	Win Cap; RAMI School Tool Clear Track Nourish	Win Cap; Win Cap Web School Tool IEP Direct Nourish
Technology Plan	2010-15	2014-2020
Acceptable Use Policy	Yes	Yes
E-Rate Participant	Yes	Yes
Digital Equipment		
<ul style="list-style-type: none"> <li>• Interactive Boards</li> <li>• Interactive Panel</li> <li>• Interactive Slate</li> <li>• Document Camera</li> <li>• Digital Camera/camcorder</li> <li>• Interactive Projectors</li> <li>• Projectors (fixed)</li> <li>• Student Voting Devices</li> <li>• Tablets</li> <li>• iPods</li> </ul>	78 N/A N/A 70 N/A 2 86 70 cases 10 41	219 59 47 N/A 234 N/A 373 94 N/A N/A

**Key Findings (Information Technology):**

1. Elmira Heights and Horseheads contract with GST BOCES for technology services.

BOCES staffing is used extensively in both school districts.

2. Both districts have adequate electronic devices to support teaching and learning. Both districts have an annual budget allocation to replace hardware.
3. With the exception of special education software, all other major software applications are the same in both districts. If consolidation is approved, one special education software program would need to be selected for the new district.
4. Because of the extensive use of GST BOCES personnel and the similarity of networks, hardware, and software, we would not anticipate the transition to a consolidated information technology system to be difficult.

## **7. Employee Contracts**

School districts are labor-intensive, service-oriented operations that routinely spend 70 percent or more of their operating budgets on wages and benefits, as defined by employee contracts. Given that these employee contracts are negotiated with boards of education of public school systems, they are regulated by the New York State Taylor Law/Triborough Amendment and Public Employment Relations Board (PERB) interpretations.

Other than a select few who have individual contracts (see Table 7- 9 below), staff members in Elmira Heights and Horseheads are represented by collective bargaining units. Table 7-1 lists the bargaining units in place for each district, their membership, and the dates of their current contracts. What becomes immediately clear is the difference in representation, particularly with respect to support staff, within these two districts. In addition to the two unions representing the certificated members of the Teachers' Association and building administrators, Horseheads employees are represented by an additional eight units; Elmira Heights' employees by only two.



**Table 7-1**  
**Employee Bargaining Units**

<b>Elmira Heights Bargaining Units</b>	<b>Membership</b>	<b>Contract Dates</b>
Elmira Heights Teachers' Association	All teachers, deans, psychologist, guidance counselors, and librarians.	2012-2015
Elmira Heights Administrative Council	High School Principal, Middle School Principal/CSE Chair, Elementary Principal.	2013-2016
Elmira Heights Support Staff Association	All employees excluding administrators, all certificated employees (with the exception of teaching assistants) confidential employees, the working foreperson, and the transportation supervisor.	2012-2015
Exempt Employees, Business Manager, Working Foreperson, and Transportation Supervisor Unit.	Working Foreperson, Transportation Supervisor, Secretary to the Superintendent, Human Resources Secretary, and Principal Clerk.	2013-2015
<b>Horseheads Bargaining Units</b>	<b>Membership</b>	<b>Contract Dates</b>
Horseheads Teachers' Association	All classroom teachers, speech and hearing therapists, guidance counselors, resource room teachers, attendance teachers, special teachers (nurse-teachers, librarians, art, physical education, technology, home and career skills, music, and gifted and talented teachers), psychologists, reading specialists, dean of students, and long-term substitutes hired for a semester or more.	2010-2014
Horseheads Central School District Association of Administrators	Principals, Assistant Principals.	2014-2019
Horseheads Central School District Support Staff Association	Assistant Dispatcher, Cook Manager, Dispatcher, Community Information Specialist, Occupational Therapist, Treasurer, Non-Instructional Supervisors, Central Registrar, Information Specialist, Equipment Service Manager, Head Cleaner, Health and Safety Specialist, Safety Examiner, Transportation Supervisor, Social Work Assistant, Physical Therapist, Insurance Specialist, Confidential/Exempt Secretaries.	2012-2014

<b>Horseheads Bargaining Units</b>	<b>Membership</b>	<b>Contract Dates</b>
New York State Nurses Association	All employees licensed or otherwise lawfully authorized to practice as a registered professional nurse.	2011-2014
Horseheads Custodial, Maintenance, Food Service and Monitors Unit #6355, CSEA Local 1000 AFSCME, AFL-CIO	Cleaners, couriers, assistant cooks, cooks, building maintenance mechanics, school monitors, and food service helpers.	2010-2014
Horseheads CSD Transportation Unit #6355-03, CSEA Local 1000 AFSCME, AFL-CIO	Bus drivers, monitors, and attendants.	2010-2014
Chemung County Local 808 Secretarial Unit 6355-04, CSEA Local 1000 AFSCME, AFL-CIO	Clerk typists, senior clerk/typists, principal account clerks.	2010-2014
Horseheads School Services Association	Teacher aides, teaching assistants, nurse aides, long-term substitute teaching assistants.	2012-2014
Senior Food Service Helpers' Association	Senior food service helpers	2010-2014
Bus Mechanics' Association	Mechanics, service mechanics, bus washers, body shop mechanics.	2011-2014

The consolidation of the Elmira Heights and Horseheads School Districts would require the negotiation of new contracts between the labor unions and the newly formed Board of Education. Existing contracts would remain in place until successor agreements are negotiated. In order to provide a frame of reference for such negotiations, it is helpful to provide a side-by-side comparison of the contracts currently in place in both districts. Table 7-2 compares the major provisions of the two districts' teacher contracts.

**Table 7-2**  
**Teacher Contract Comparison**

<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Duration	July1, 2012 – June 30, 2015	July 1, 2010 – June 30, 2014
Recognition	All teachers, deans, psychologist, guidance counselors, and librarians.	All classroom teachers, speech and hearing therapists, guidance counselors, resource room teachers, attendance teachers, special teachers (nurse-teachers, librarians, art, physical education, technology, home and career skills, music, and gifted and talented teachers), psychologists, reading specialists, dean of students, and long-term substitutes hired for a semester or more for the same teacher.
Professional/ Association Leave	Up to 5 days for designated representatives of Association	Up to a total combined maximum of 25 days for teacher officers or authorized representatives of the Association. Up to 2 days upon approval of Superintendent for professional activities for teachers possessing recognized skills and abilities.
Sick Leave	12 days annually, accumulated to a maximum total of 200 days. May be used for immediate family illness. Annually, teachers with unused days in excess of 200 shall be paid a lump sum at the rate of ½ of the daily rate for a certified per diem substitute. Includes sick leave bank provisions. Sick leave may be used for emergency leave if personal leave is exhausted, when approved by the Superintendent.	12 days annually (13 for guidance counselors and psychologists) accumulated to a maximum total of 200 days. Includes extended sick leave and sick leave bank provisions.

Item	Elmira Heights	Horseheads
Personal Leave	3 days annually. 20% of building teachers may use personal leave to extend a holiday or recess. Unused personal days may be added to sick leave accumulation. Teachers may rollover 1 personal day/yr.	2 days annually plus one floating paid personal leave (the request for which must be made 15 days in advance). Unused personal days added to teachers' accumulated sick leave annually.
Other Designated Personal Leave	<p><u>Bereavement</u> – Up to 4 days for designated immediate family and/or residents of household; 1 day for additional designated relatives. Additional days at discretion of Superintendent.</p> <p><u>Jury duty/Court Appearances</u> – Teachers required to make legal and/or court appearances or who are serving on jury duty shall be given leave with pay.</p> <p><u>Visitation Days</u> – Teachers may be granted up to 2 days per year for the purpose of visiting other school districts at discretion of the Superintendent.</p>	<p><u>Funeral leave</u> – Up to 5 days for designated relatives and/or residents of household.</p> <p><u>Emergency Leave</u> – Use of sick leave for purposes other than physical disability may be granted for absences of an emergency nature when approved by the Superintendent.</p>
Parental/Child Care Leave	<p>Unpaid leave up to 2 years. Teacher eligible for use of sick leave for 2 weeks after termination of pregnancy; may be extended by physician's verification of temporary disability.</p> <p>Adoptive leave provisions allow for 2 semesters of unpaid leave, extended for an additional 2 semesters at discretion of Superintendent.</p>	<p>Unpaid leave up to 2 years. Following the birth of a child, the mother may use sick days to extend leave for up to 12 consecutive weeks from birth of child.</p> <p>Adoptive leave for up to 2 years provided under same terms as child care leave.</p>
Sabbatical Leave	<p>A limit of one teacher may have a ½ or 1 year leave in any one year. 3 summer sabbaticals may be submitted for any ½ or full year grant.</p> <p>Eligibility, application, and compensation provisions for both spelled out in contract.</p>	<p>Full sabbaticals: From 3 months to one year for eligible staff.</p> <p>Mini sabbaticals: Of less than 3 months duration.</p> <p>Full pay and benefits for a mini- or half-year sabbatical; full-year sabbatical – ½ pay and full benefits</p> <p>Eligibility, application, and compensation provisions for both spelled out in contract.</p>

<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Leaves of Absence	Education Leave – Teachers may take unpaid leave for educational improvement, at discretion of Superintendent and Board of Education.	Up to 2 years without pay. Requests for emergency leaves of 5 days or less at discretion of the Superintendent; Leaves in excess of 5 days decided by Board of Education.
Health Insurance	<p>Health Care Plan administered by NY44 Health Benefit Plan Trust.</p> <p>Employees hired prior to July, 2012 contribute 15% of either individual or family plan premiums. Employees hired on or after July 1, 2012 contribute 18% of premiums for the plan in which they are enrolled.</p> <p>The District provides a payment in lieu of coverage of \$2,500 annually (unless the alternate coverage falls under a NY44 Plan, in which case there is no incentive paid).</p> <p>District provides a Flexible Benefit or IRS Section 125 Plan and contributes \$150.00 annually to all teachers receiving health care coverage.</p> <p>Upon retirement, the District shall pay the same premium equivalent for the plan as it pays for active employees. Retired teachers who receive Medicare health insurance benefits shall receive District coverage that coordinates benefits with the Medicare insurance.</p>	<p>Health Care Plan administered by Blue Cross and Blue Shield of Central New York.</p> <p>Employees contribute 12% of either the single or family plan premiums.</p> <p>The District provides a health insurance opt-out of \$2,000 annually.</p> <p>District provides a Flexible Benefit or 125 Plan.</p> <p>A Horseheads Central School District Dental Plan provides unit members with benefits as outlined in a Dental Fee Schedule.</p> <p>Teachers retiring July 1, 2006 or after shall be entitled to the same health insurance plan as the active employees and shall make the same contribution. After age 65, the teacher shall be entitled to District-paid health insurance under the Medicare Supplement Plan with the prescription drug card and shall pay the same rate as active employees.</p>

<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Retirement Incentive	<p>District pays \$15,000 to those who retire during the school year in which their normal retirement age occurs under the rules and regulations of the NYSRS: Retirees employed as of June 30, 2012 must have 10 years of service; Retirees hired as of July 1, 2012 or thereafter must have 15 years of service.</p> <p>Teachers shall receive \$35 for each accumulated sick day up to 200 days to be used to offset retiree's share of health insurance premiums or paid in a lump sum.</p>	<p>Effective July 1, 2012, a unit member eligible to retire into the NYSTRS with 10 years of experience will be paid at a rate of \$75 per day for his/her accumulated sick leave up to 200 days. This amount will be kept on account for the purpose of offsetting the employee's contribution to District health insurance.</p>
Teacher Work Day	<p>Elementary: 7 hours 15 minutes. Secondary: 7 hours 25 minutes.</p>	<p>Elementary: 7 hours 30 minutes (Wednesday [if no faculty mtg.] and Friday: 6 hours and 40 minutes). Secondary: 7 hours 40 minutes.</p>
School Year	<p>A maximum of 185 days and a minimum of 183 days, including any superintendent conference days.</p>	<p>Work year for teachers shall begin no earlier than one day prior to the first day that students are required to report and will end on the last day of Regents week.</p>
Emergency Days	<p>Up to 2 "give back" days provided, depending on emergency day use and the length of school year calendar.</p>	<p>If 2 or more emergency days (defined as days in the school calendar beyond the 183 instructional and conference days) are unused, 1 vacation day will be added to the Spring vacation and 1 day to the Memorial Day vacation.</p>

<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Preparation Time	A minimum of 1 uninterrupted 40 minute preparation period per day.	Elementary preparation time during special area sessions: K-2 – 130 minutes per week. Grade 3 – 160 minutes per week. Grade 4 – 180 minutes per week. Grades 5-6 – 200 minutes per week. Also, time subsequent to student dismissal.  Middle school teachers: 5 periods per week.  High School teachers: 40 minutes per day collaboration period and 80 minutes per day preparation period.
Secondary Teaching Load	Five periods per day. If scheduling problems make it necessary to exceed this number, every effort shall be made to compensate by reducing extra duties.	Middle School: 30 teaching periods per week. All teachers assigned a 6 <sup>th</sup> class shall have 2 duty-free periods per day. High School: Daily instructional load of three 80 minute classes.
Class Size		Elementary Guidelines: K-3 – 23 students per class. Grades 4-6 – 25 students per class. Secondary Guidelines: 20-25 students per class.
Teacher Evaluation	In compliance with Chapter 103 of the Laws of 2010, as amended by Chapter 21 of the laws of 2012, as outlined in the District's Annual Professional Performance Review [APPR] Plan.	In compliance with Chapter 103 of the Laws of 2010, as amended by Chapter 21 of the laws of 2012, as outlined in the District's Annual Professional Performance Review [APPR] Plan.
Grievance Procedure	A staged process that culminates (if necessary) in binding arbitration.	A staged process that culminates (if necessary) in binding arbitration.

Many of these contract provisions are similar, and in our opinion, could be successfully negotiated in a consolidated district successor agreement. Leave provisions, work days and work years, teacher evaluation, and grievance procedures are all similar in substance, with

relatively minor differences. While there are some similarities in health insurance provisions, the plans are administered by different health care providers and require differing levels of employee co-pay. Other provisions such as preparation time and teaching loads differ, particularly at the secondary level, due to differing instructional models. Such provisions will require more substantive negotiation.

As noted in Table 7-3 below, existing teacher salary schedules are also structured differently. Both districts have steps (representing years of service) and payment for graduate hours, but they differ as to how the total money allocated to teacher salaries is distributed. Elmira Heights has 24 annual steps while Horseheads has 14. While the Horseheads' schedule tends to favor teachers in the beginning of their careers, the two schedules tend to even out by the end of the Horseheads' step schedule, and from that point forward, the Elmira Heights' schedule favors teachers by an additional 10 steps with annual increases. As an example, teachers with a Master's Degree on step one are paid \$3,428 more in Horseheads than in Elmira Heights. By step 14, however, the salaries in this example even out considerably, with Elmira Heights teachers earning \$235 more than their Horseheads peers. By year 24, Elmira Heights teachers in this example are earning \$68,055 (step 24 salary of \$66,255 + \$1,800 longevity increment) while Horseheads teachers earn \$55,370 (step 14 salary of \$54,370 + \$1,000 longevity increment). It should be noted that there are no statutory requirements with regard to the negotiation of a salary schedule in a successor agreement. Rather, labor and management are free to negotiate salaries that vary from the existing schedules in either district. In some cases adjustments occur within the first year of a successor contract; in other cases, salary adjustments are negotiated to occur over a period of years.



**Table 7-3**  
**Selected Teacher Salary Schedule Comparisons – 2014-15**

Step	Bachelor's Degree		Bachelor's Degree +30 Hours /Masters		Master's + 30 Hours	
	Elmira Heights	Horseheads*	Elmira Heights**	Horseheads*	Elmira Heights**	Horseheads*
1	37,240	41,135	39,460	42,888	40,810	44,640
2	38,405	41,796	40,625	43,571	41,975	45,345
3	39,570	42,941	41,790	44,737	43,140	46,534
4	40,735	43,461	42,955	45,280	44,305	47,098
5	41,900	43,988	44,120	45,829	45,470	47,670
6	43,065	44,908	45,285	46,788	46,635	48,668
7	44,230	45,826	46,450	47,745	47,800	49,665
8	45,395	46,763	47,615	48,722	48,965	50,682
9	46,560	47,720	48,780	49,720	50,130	51,720
10	47,725	48,719	49,945	50,762	51,295	52,804
11	48,890	49,672	51,110	51,715	52,460	53,758
12	50,055	50,489	52,275	52,532	53,625	54,575
13	51,220	51,238	53,440	53,281	54,790	55,324
14	52,385	52,328	54,605	54,370	55,955	56,413
15	53,550		55,770		57,120	
16	54,715		56,935		58,285	
17	55,880		58,100		59,450	
18	57,045		59,265		60,615	
19	58,210		60,430		61,780	
20	59,375		61,595		62,945	
21	60,540		62,760		64,110	
22	61,705		63,925		65,275	
23	62,870		65,090		66,440	
24	64,035		66,255		67,605	

\*Horseheads 2013-14 Salary Schedule in effect until successor contract is negotiated.

\*\*Elmira Heights salary calculations assume a 30-hour MA program.

#### Elmira Heights

- Credit Hours: \$74.00 per credit hour for the first 30 hours; \$45.00 per credit hour beyond 30 hours. Credit given only for graduate courses; in-service hours not credited.
- Longevity: \$1800.00 if on step 24 or with years of service that exceed 24.

#### Horseheads

- Employees reaching step 15 shall receive a \$1,000.00 longevity payment added to their salary.
- Employees reaching step 25 shall have \$500.00 added to their salary.
- Credit hours in groups of 6 hours off-step = \$380.00.

Both districts' teacher contracts identify stipends paid to teachers who act as advisors to student clubs and activities. Table 7-4 offers a comparison of salary stipends for selected activities that are offered in both districts and would seem to have comparable faculty responsibilities. It should be noted that both districts have additional clubs and activities for which there are faculty advisors. They are not listed below, however, given the lack of a comparable activity listed in the other district's contract. It should also be noted that the Horseheads' contract specifically references far more extra-curricular positions for which stipends are offered than does the Elmira Heights' contract (84 such positions in Horseheads compared to 20 in Elmira Heights). Both contracts also reference stipends paid to teacher mentors, timers, score keepers, and supervisors of various athletic or musical events.

While there are differences in the stipends listed, it is important to remember that collectively the cost of these stipends is minimal in relation to the total school budget, and in our opinion, would not be difficult to negotiate. In addition, we would anticipate savings resulting from the reduction in the number of advisors needed, given the consolidation of many of these activities. Most important from our perspective is the opportunity a consolidated district would provide for more and varied student activities, given the larger student population. A combined staff and student body would be in a position to both maintain traditions and create new opportunities.

**Table 7-4**  
**Selected\* Extracurricular Salary Stipend Comparison – 2014-15**  
**Step or Level 1**

<b>Item</b>	<b>Elmira Heights**</b>	<b>Horseheads***</b>
Middle School Student Council	\$1,564	\$1,730
Middle School Yearbook Advisor	968	1,730
Middle School Store/Bookstore Advisor	968	1,730
Freshman Class Advisor	1,564	1,384
Sophomore Class Advisor	1,564	1,384
Junior Class Advisor	2,830	1,384
Senior Class Advisor(s)	2,830	4,152
High School Student Council	2,160	1,730
Yearbook Advisor	3,240	3,114
Yearbook Financial Advisor/Subscription Advisor	968	1,557
Photographer/Yearbook Photo Advisor	2,160	1,730
National Honor Society	968	1,038
Newspaper	968	1,730
Marching Band/Pep Band Director	2,160	4,152
Dramatics Advisor	2,160	3,460
Key Club Advisor	1,564	1,730

\*Activities selected for comparison are only those that are specifically listed in both districts' contracts and, based on title, would seem to have comparable faculty responsibilities

\*\*Some positions listed in the Elmira Heights contract were unfilled and/or unpaid in 2014-15.

\*\*\*Horseheads 2013-14 Salary Schedule in effect until successor contract is negotiated.

Table 7-5 offers a comparison of stipends paid to athletic coaches. Elmira Heights maintains three levels of coaching salaries; level one for coaches in their first year of coaching, level two for coaches in their second through fifth year, and level three for coaches in their sixth year or more. Horseheads maintains a five-step range of coaching salaries, with coaches progressing through these steps on an annual basis. Elmira Heights distinguishes three levels of coaches—varsity, assistant, and junior high. Depending on the sport, Horseheads distinguishes more levels including head coach, assistant varsity, head junior varsity, assistant junior varsity, freshman, and modified. A review of the stipends listed underscores the fact that coaches are compensated at a higher rate in Horseheads than in Elmira Heights. Chapter 4 provides an in-

depth analysis of both districts' current athletics program, as well as the implications for participation, coaching, competition, and economies of scale in a consolidated school district.

**Table 7-5  
Coaches' Salary Schedule Comparison – 2014-15**

<b>Elmira Heights Sport/Coaches Salary Ranges (Three Levels)</b>	<b>Horseheads* Sport/Coaches Salary Ranges (Five Steps)</b>
<b>Football</b> <ul style="list-style-type: none"> <li>Varsity \$3,947-5,139</li> <li>Assistant 2,607-3,090</li> <li>Junior High 1,936-2,011</li> </ul>	<b>Football</b> <ul style="list-style-type: none"> <li>Head Coach \$6,055-6,405</li> <li>Assistant Varsity 5,017-5,307</li> <li>Head Junior Varsity 4,394-4,648</li> <li>Assistant Junior Varsity 4,567-4,831</li> <li>Modified 3,183-3,367</li> </ul>
<b>Soccer</b> <ul style="list-style-type: none"> <li>Varsity 3,687-4,096</li> <li>Assistant 2,495-2,570</li> <li>Junior High 1,936-2,011</li> </ul>	<b>Boys Soccer</b> <ul style="list-style-type: none"> <li>Head Coach 4,533-4,795</li> <li>Assistant Varsity 3,771-3,989</li> <li>Junior Varsity 3,460-3,660</li> <li>Modified 1,938-2,050</li> </ul>
	<b>Girls Soccer</b> <ul style="list-style-type: none"> <li>Varsity 4,706-4,978</li> <li>Junior Varsity 3,944-4,172</li> <li>Modified 1,938-2,050</li> </ul>
<b>Cross Country</b> <ul style="list-style-type: none"> <li>Varsity 2,421-2,793</li> <li>Assistant 1,788-2,011</li> <li>Junior High 1,452-1,639</li> </ul>	<b>Cross Country</b> <ul style="list-style-type: none"> <li>Head Coach 4,913-5,197</li> <li>Modified 2,491-2,635</li> </ul>
<b>Volleyball</b> <ul style="list-style-type: none"> <li>Varsity 3,687-4,096</li> <li>Assistant 2,495-2,570</li> <li>Junior High 1,936-2,011</li> </ul>	<b>Volleyball</b> <ul style="list-style-type: none"> <li>Head Coach 5,294-5,600</li> <li>Junior Varsity 4,394-4,648</li> <li>Modified 1,938-2,050</li> </ul>
<b>Girls Swimming</b> <ul style="list-style-type: none"> <li>Varsity 3,687-4,096</li> <li>Assistant 2,495-2,570</li> <li>Junior High 1,936-2,011</li> </ul>	<b>Girls Swimming</b> <ul style="list-style-type: none"> <li>Head Coach 5,294-5,600</li> <li>Assistant Varsity 4,394-4,648</li> <li>Modified 1,938-2,050</li> </ul>
<b>Tennis</b> <ul style="list-style-type: none"> <li>Varsity 2,421-2,793</li> <li>Assistant 1,788-2,011</li> <li>Junior High 1,452-1,639</li> </ul>	<b>Girls Tennis</b> <ul style="list-style-type: none"> <li>Head Coach 4,152-4,392</li> </ul>

<b>Elmira Heights Sport/Coaches Salary Ranges (Three Levels)</b>	<b>Horseheads* Sport/Coaches Salary Ranges (Five Steps)</b>
Golf <ul style="list-style-type: none"> <li>Varsity 2,421-2,793</li> <li>Assistant 1,788-2,011</li> <li>Junior High 1,452-1,639</li> </ul>	Golf <ul style="list-style-type: none"> <li>Head Coach 4,152-4,392</li> </ul>
Bowling <ul style="list-style-type: none"> <li>Varsity 2,011-2,234</li> </ul>	Bowling <ul style="list-style-type: none"> <li>Varsity 6,055-6,405</li> <li>Junior Varsity 6,055-6,405</li> </ul>
Boys Basketball <ul style="list-style-type: none"> <li>Varsity 3,947-5,139</li> <li>Assistant 2,607-3,090</li> <li>Junior High 1,936-2,011</li> </ul>	Boys Basketball <ul style="list-style-type: none"> <li>Head Coach 6,228-6,588</li> <li>Junior Varsity 4,879-5,161</li> <li>Freshman 4,048-4,282</li> <li>Modified 3,841-4,063</li> </ul>
Girls Basketball <ul style="list-style-type: none"> <li>Varsity 3,947-5,139</li> <li>Assistant 2,607-3,090</li> <li>Junior High 1,936-2,011</li> </ul>	Girls Basketball <ul style="list-style-type: none"> <li>Head Coach 6,228-6,588</li> <li>Junior Varsity 4,879-5,161</li> <li>Modified 1,938-2,050</li> </ul>
	Gymnastics <ul style="list-style-type: none"> <li>Head Coach 4,706-4,978</li> </ul>
Wrestling <ul style="list-style-type: none"> <li>Varsity 3,947-5,139</li> <li>Assistant 2,607-3,090</li> <li>Junior High 1,936-2,011</li> </ul>	Wrestling <ul style="list-style-type: none"> <li>Head Coach 5,847-6,185</li> <li>Junior Varsity 4,879-5,161</li> <li>Modified 3,688-3,880</li> </ul>
Boys Swimming <ul style="list-style-type: none"> <li>Varsity 3,687-4,096</li> <li>Assistant 2,495-2,570</li> <li>Junior High 1,936-2,011</li> </ul>	Boys Swimming <ul style="list-style-type: none"> <li>Head Coach 6,228-6,588</li> <li>Assistant Varsity 5,190-5,490</li> <li>Modified 1,938-2,050</li> </ul>
	Indoor Track <ul style="list-style-type: none"> <li>Head Coach 5,086-5,380</li> <li>Assistant Varsity 5,017-5,307</li> </ul>
Boys Track <ul style="list-style-type: none"> <li>Varsity 3,687-4,096</li> <li>Assistant 2,495-2,570</li> <li>Junior High 1,936-2,011</li> </ul>	Boys Track <ul style="list-style-type: none"> <li>Head Coach 5,294-5,600</li> <li>Assistant Varsity 4,394-4,648</li> <li>Modified 2,664-2,818</li> </ul>
Girls Track <ul style="list-style-type: none"> <li>Varsity 3,687-4,096</li> <li>Assistant 2,495-2,570</li> <li>Junior High 1,936-2,011</li> </ul>	Girls Track <ul style="list-style-type: none"> <li>Head Coach 5,294-5,600</li> <li>Assistant Varsity 4,394-4,648</li> <li>Modified 2,664-2,818</li> </ul>
	Boys Tennis <ul style="list-style-type: none"> <li>Head Coach 4,533-4,795</li> </ul>

<b>Elmira Heights Sport/Coaches Salary Ranges (Three Levels)</b>	<b>Horseheads* Sport/Coaches Salary Ranges (Five Steps)</b>
Baseball <ul style="list-style-type: none"> <li>Varsity 3,687-4,096</li> <li>Assistant 2,495-2,570</li> <li>Junior High 1,936-2,011</li> </ul>	Baseball <ul style="list-style-type: none"> <li>Head Coach 5,294-5,600</li> <li>Assistant Varsity 4,394-4,648</li> <li>Junior Varsity 4,394-4,648</li> <li>Modified 2,941-3,111</li> </ul>
	Boys Lacrosse <ul style="list-style-type: none"> <li>Head Coach 5,294-5,600</li> <li>Assistant Varsity 4,394-4,648</li> <li>Assistant Junior Varsity 4,394-4,648</li> <li>Junior Varsity 4,394-4,648</li> <li>Modified 2,941-3,111</li> </ul>
	Girls Lacrosse <ul style="list-style-type: none"> <li>Head Coach 5,294-5,600</li> <li>Assistant Varsity 4,394-4,648</li> <li>Junior Varsity 4,394-4,648</li> <li>Modified 2,941-3,111</li> </ul>
Softball <ul style="list-style-type: none"> <li>Varsity 3,687-4,096</li> <li>Assistant 2,495-2,570</li> <li>Junior High 1,936-2,011</li> </ul>	Softball <ul style="list-style-type: none"> <li>Head Coach 5,294-5,600</li> <li>Junior Varsity 4,394-4,648</li> <li>Modified 2,941-3,111</li> </ul>
Cheerleading – Fall <ul style="list-style-type: none"> <li>Varsity 2,011-2,234</li> </ul>	Cheerleading – Fall <ul style="list-style-type: none"> <li>Head Coach 4,152-4,392</li> <li>Junior Varsity 3,944-4,172</li> </ul>
Cheerleading – Winter <ul style="list-style-type: none"> <li>Varsity 2,011-2,234</li> </ul>	Cheerleading – Winter <ul style="list-style-type: none"> <li>Head Coach 4,948-5,234</li> <li>Junior Varsity 5,501-5,819</li> </ul>

\*Horseheads 2013-14 Salary Schedule in effect until successor contract is negotiated.

As noted above, the primary difference in representation of support staff between the two districts is the fact that Horseheads non-teaching staff members are represented by eight bargaining units, while Elmira Heights has one. The eight Horseheads units include the Horseheads Central School District Support Staff Association; New York State Nurses Association; Horseheads Custodial, Maintenance, Food Service and Monitors Unit #6355, CSEA Local 1000 AFSCME, AFL-CIO; Horseheads CSD Transportation Unit #6355-03, CSEA Local 1000 AFSCME, AFL-CIO; Chemung County Local 808 Secretarial Unit 6355-04, CSEA Local 1000 AFSCME, AFL-CIO; Horseheads School Services Association; Senior Food Service Helpers' Association; and Bus Mechanics' Association. All Elmira Heights support staff members (excluding administrators, certificated employees [with the exception of teaching assistants], confidential employees, the working foreperson and the transportation supervisor) are represented by the Elmira Heights Educational Support Staff Association. Table 7-6 provides a side-by-side comparison of the major provisions of these various contracts.

**Table 7-6**  
**Comparison of Selected Provisions within Support Service Contracts**

	<b>Elmira Heights Educational Support Staff Association</b>	<b>Selected Provisions for the Employees within the Eight Units Representing Horseheads Support Staff*</b>
Duration	July 1, 2012-June 30, 2015.	All eight contracts expired June 30, 2014 but remain in effect until successor agreements are negotiated.
Recognition	All employees excluding administrators, all certificated employees (with the exception of teaching assistants) confidential employees, the working foreperson, and the transportation supervisor.	All employees excluding those with individual contracts, those represented by the Horseheads Teachers' Association, and those represented by the Horseheads Central School District Association of Administrators.
Personal Leave	Employees working less than 11 months – 2 days, non-accumulative. Employees who work 11 or 12 months – 3 days per year, non-accumulative. An employee may convert 1 sick day each fiscal year to a personal day.	Employees granted either 2 or 3 days, depending on their contract. Generally, unused days are credited to accumulated sick leave.
Other Designated Personal Leave	Bereavement Leave – 3 days per year for death of members of the immediate family; 2 days for the death of other family members. Emergency Leave – Employees may apply to the Superintendent to convert 1 sick leave day for absences of an emergency nature when the employee has exhausted all of his personal days. Jury Duty/Court Appearance – Employees required to make court appearances or who serve on a jury shall be given leave with pay.	Bereavement Leave – 5 days per year for the death of specified members of the immediate family; 3 days for the death of other specified family members. Emergency Leave – Emergency leave language varies among contracts but typically provides up to 5 days which, if used, are charged to accumulated sick leave.
Unpaid Leave	An employee wishing to take an unpaid leave for an extended period (2 weeks or more) may submit a request to the Superintendent. Request must be recommended by the Superintendent and approved by the BOE. Short term leave requests (up to 2 weeks) granted at the sole discretion of the Superintendent.	Language varies among contracts. Typically, employees may apply to the Superintendent for an unpaid leave of absence without pay which may be limited to 60 days, or in some cases, 1 year.



	<b>Elmira Heights Educational Support Staff Association</b>	<b>Selected Provisions for the Employees within the Eight Units Representing Horseheads Support Staff*</b>
Sick Leave	Employees assigned to work 10, 11, or 12 months will receive 10, 11, or 12 sick leave days per year respectively. Unused sick leave will accumulate to a maximum of 150 days. An employee with unused sick days over the maximum accumulation amount at the end of the fiscal year will be paid \$15/day. Sick leave may be used for serious illness in the immediate family. Contract includes sick leave bank provisions.	Language varies widely among contracts. Typically employees are provided with 10 or 12 days depending on whether they are 10- or 12-month employees. In some cases, the number of allowable days increases with longevity. Unused sick leave accumulates to a maximum number, most typically 200. Contracts include sick leave bank provisions.
Parental Leave	Parental leave of up to 1 year for an employee who has adopted a child or upon the birth of a child, granted at the discretion of the BOE.	Typically, an employee may have unpaid childcare leave for up to 1 full year following the birth of a child. In some contracts, may be extended to 2 years and/or additionally references adoption.
Holidays	All employees receive 10 designated holidays. In addition, 10 month or more employees shall receive an additional 3 designated holidays when those holidays fall within their work year.	12 month employees receive 15 specified paid holidays per year. Those employees following the student calendar receive 10 paid holidays.
Vacations	<p>12 month employees – 10 vacation days in 2<sup>nd</sup> through 5<sup>th</sup> year of employment; commencing with their 6<sup>th</sup> year of employment, 1 additional day provided annually up to a maximum of 25 days.</p> <p>11 month employees – 9 vacation days in 2<sup>nd</sup> through 5<sup>th</sup> year of employment; commencing with their 6<sup>th</sup> year of employment, 1 additional day up to a maximum of 23 days.</p>	<p>Provisions vary among contracts. After 1 full year of employment, 12 month employees typically receive 10 days of vacation which increases gradually to 25 or 30 days with longevity.</p> <p>Part-time clerical staff are eligible for 5 days at Step 8 and 10 days at Step 15.</p> <p>Most contracts include a provision for the payment of up to 5 or 8 days of unused vacation days annually and/or the opportunity to carry over a specified number of unused days.</p> <p>Some contract provide the opportunity for an employee to convert up to 5 days of vacation to regular salary, in which case 5 days of vacation are deleted from the employee's vacation allotment and his/her regular salary is increased by an equivalent amount.</p>

	<b>Elmira Heights Educational Support Staff Association</b>	<b>Selected Provisions for the Employees within the Eight Units Representing Horseheads Support Staff*</b>
Work Year	<p>Aides, bus drivers, bus aides, couriers, licensed practical nurses, registered nurses, and teaching assistants work student attendance days plus opening Superintendent's conference day.</p> <p>Cafeteria employees at Edison work 174 days; at Cohen 180 days. Cooks work 182 days.</p> <p>Clerical staff will work 10, 11, or 12 months.</p> <p>All other employees work 52 weeks.</p>	<p>Employees such as bus drivers, cafeteria employees, social work assistants, occupational therapists, physical therapists, teaching assistants, teacher aides, and nurses work the student calendar, typically 180-185 days per year depending on specific contracts.</p> <p>Clerical positions are either 12 month (full-time) or 10 month (hourly).</p> <p>Other employees typically hold 12 month positions.</p>
Work Week/Work Day	<p>Aides assigned to the elementary school – range from 5 hours to 6 hours and 45 minutes; at the secondary school from 5 hours to 6 hours and 55 minutes.</p> <p>Teaching assistants work 6 hours and 45 minute days at the elementary school; 6 hours and 55 minutes at the secondary schools.</p> <p>Bus drivers and bus aides have workdays of 2 hour runs in the morning and afternoon.</p> <p>Cafeteria employees notified of work hours prior to the start of each work year.</p> <p>Clerical staff work 40 hour weeks. During July and August, 6 hour days.</p> <p>Registered nurses – 7.5 hours per day.</p> <p>Courier – 3 hours per day.</p> <p>All other employees – 8 hours per day.</p>	<p>12 month employees typically work a 40 or 37.5 hour week except for July and August when work weeks are reduced to 35 hours per week.</p> <p>Custodial and maintenance employees work 8 hour days when school is in session; 7 hour days when instructional faculty are not required to attend.</p> <p>Bus drivers work 4 hours per day.</p> <p>Teaching assistants and teacher aides are assigned an “appropriate starting and dismissal time” at the beginning of the school year.</p> <p>Nurses work a 6.5 hour day at the elementary schools; a 7.5 hour day at the secondary schools.</p>

	<b>Elmira Heights Educational Support Staff Association</b>	<b>Selected Provisions for the Employees within the Eight Units Representing Horseheads Support Staff*</b>
Health Insurance	<p>Health Care Plan administered by NY44 Health Benefit Plan Trust.</p> <p>Employees hired prior to July, 2012 contribute 12% of either individual or family plan premiums. Employees hired after June 30, 2012 contribute 15% of premiums for the plan in which they are enrolled.</p> <p>Employees who opt-out of the health insurance plan receive an annual payment of \$750 in lieu of individual coverage or \$2,500 in lieu of family coverage.</p> <p>The District provides a qualified IRC section 125 Flexible Benefit Plan. The District makes an annual contribution of \$200 to the account of all employees receiving health care coverage for unreimbursed medical expenses.</p> <p>Employees with 10 years of experience (15 years for those hired after June 30, 2012) and eligible for a pension from the NYS and Local Employees' Retirement System are eligible for the same health insurance plan as that provided for active employees. Co-pay for retirees depends on year of hire (employees hired after June 30, 2012 pay the same percentage of health insurance premium as active employees).</p>	<p>All support staff members enrolled in the District's Health Care Plan through Blue Cross/Blue Shield.</p> <p>Employees contribute 12% of the premiums for single, 2-person, or family plans.</p> <p>Employees who opt-out of the health insurance plan typically receive \$2,000 per year.</p> <p>The District provides an IRC Section 125 Flexible Benefits Plan. Unit members may elect a voluntary salary reduction for contributions to the plan.</p> <p>Employees carrying the health insurance package may purchase the District's Dental Coverage rider. Employees' co-pay depends on specific contract language.</p> <p>The Platinum Vision Plan provided to all employees. Employees' co-pay depends on specific contract language.</p> <p>Employees eligible to retire from the NYS Teachers' Retirement System or the NYS Employees' Retirement System and who have served a specified number of years in the District will receive health care benefits at the same rate and level as active employees.</p> <p>Disability insurance is provided to some non-instructional employees with premiums paid by the District.</p>
Grievance Procedure	A staged process that culminates (if necessary) in binding arbitration.	A staged process that culminates (if necessary) in binding arbitration.

	<b>Elmira Heights Educational Support Staff Association</b>	<b>Selected Provisions for the Employees within the Eight Units Representing Horseheads Support Staff*</b>
Longevity	All employees will receive a longevity stipend at the completion of 10 and 15 years of service. The longevity base is \$625 at 10 years and \$625 at 15 years. This base increases, depending on the work year of the employee.	All unions have provisions for longevity pay. Typically they are in 5-year increments starting at 5 years and maximizing at 25 or 30 years. Increments are dollar amounts beginning at \$300-\$500 and ending at 1,000-\$1,500. For part-time clerical, transportation, senior food service, teaching assistants, and aides, such longevity payments are provided as an addition to hourly wages.
Retirement	<p>The Retirement Plan provided by the District for employees in New York State and Local Employees' Retirement System shall be Option 75-i and 41-j. Teaching assistants will be members of the New York State Teachers' Retirement System.</p> <p>Employees who are eligible for retiree health insurance will have accrued sick leave at the time of retirement converted to \$20/day which will be used to pay the retiree's contribution to his health insurance premium.</p>	<p>The 75-I NYS Employees Retirement Plan is provided to all full- and part-time regular employees. Section 41-j is available to all employees upon retirement as an option to utilize their accumulated sick leave credit with a maximum of 165 days towards additional service credit with ERS.</p> <p>Employees may also elect to contribute some or all of their accumulated sick leave into a voluntary sick leave escrow account for the purpose of paying retiree health insurance premiums. Typically the District will credit employees with \$75 per unused sick leave day to a maximum of 200 days.</p> <p>Some contracts allow employees to cash in unused vacation days for a lump sum payment at retirement.</p>

\*Given the differing provisions contained within the eight contracts representing Horseheads support staff, the specific contract language and/or provisions listed are meant to be generally representative, but may not apply to every support staff employee.

As was the case for teachers, a number of these contract provisions are similar, and in our opinion, could be successfully negotiated in a consolidated district successor agreement. While minor differences exist, leave and vacation provisions, work year and work day specifications, grievance procedures, and retirement provisions are all similar in substance. While there are some similarities in health insurance provisions, the plans are administered by different health care providers. Both districts require some level of employee co-pay and provide opt-out provisions and Section 125 Flexible Benefits Plans, along with retiree health insurance benefits. However, differences in co-pay levels, opt-out provisions, and the opportunity for vision and/or dental coverage would all require negotiation. Other differences such as retiree payment for accrued sick leave, longevity pay, and paid holidays would also require reconciliation in successor contracts.

Table 7-7 compares selected entry level support staff salaries in Elmira Heights and Horseheads Districts, as provided in specific contracts. These comparisons are not as clear as was the case for teachers' salaries, given the differing titles, varying work times and responsibilities, and contrasting methods for calculating salaries that have evolved over the years for the various positions listed. However, some similarities and differences can be discerned, and would be subject to negotiation in a consolidated district.

**Table 7-7**  
**Selected Entry Level Support Staff Salary Comparisons – 2014-15**

<b>Position</b>	<b>Elmira Heights*</b>	<b>Horseheads**</b>
Aide	\$9.39	\$9.32
Nurse Aide		\$9.67
School Monitor		\$8.93
Teaching Assistant	\$15.06	\$10.57
Building Maintenance Mechanic	\$18.76	\$12.03
Cleaner	\$10.01	\$11.34
Custodian	\$17.83	
Maintenance	\$16.35	
Bus Driver	\$12.62	\$11.10
Bus Mechanic		Starting Range: \$26,000-\$30,000 per year
Bus Service Mechanic		Starting Range: \$24,000-\$28,000 per year
Courier		\$25,028 per year
Cook	\$13.13	
Cafeteria/Food Service Helper	\$9.79	\$8.93
Clerk Typist/Newly Hired Hourly Employees	\$11.40	\$10.93
Secretary	\$13.60	
Clerk Typist		\$21,331 per year
Senior Clerk Typist	\$13.70	\$22,543 per year
Principal Account Clerk		\$26,582 per year
LPN	\$10.82	
RN	\$17.51	Elementary (6.5 hrs./day): \$20,625 per year Secondary (7.5 hrs./day): \$23,800 per year

\*2014-15 Step 1 hourly compensation.

\*\*Horseheads 2013-14 Salaries in effect until successor contracts are negotiated. Starting salaries noted as hourly rates or annual salaries, as per contracts.

Building-level administrators in both Elmira Heights and Horseheads are represented by administrators' associations that have negotiated contracts. Table 7-8 depicts the major provisions of the contracts negotiated by the building administrators in each district.

**Table 7-8**  
**Administrative Contract Comparison**

<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Duration	July 1, 2013 – June 30, 2016	July 1, 2014 – June 30, 2019
Recognition	High School Principal, Middle School Principal/CSE Chair, Elementary Principal.	Principals, Assistant Principals.
Sick Leave	14 Days annually to a maximum of 214 days.	15 days annually to a maximum of 230 days. Includes extended sick leave bank provisions of up to 50 days.
Personal Leave	3 days per year. Unused personal leave days will accrue to accumulated sick leave.	3 days per year. Unused personal leave days will accrue to accumulated sick leave.
Other Designated Personal Leave	Bereavement – 5 days for each death in the family. Floating Emergency Days – Administrators may use 2 floating emergency days per year applied to cover absences on emergency closing days or on giveback days made available to eligible employees.	Bereavement – 5 days for specified family members. Emergency – Up to 25 days if approved by Superintendent; More than 25 days must be approved by Board of Education and would be subtracted from accumulated sick leave.
Child Care Leave		Up to 2 years unpaid leave. Following the birth of a child, the unit member may use sick days to extend leave for a period not to exceed 12 weeks. Includes unpaid adoption leave provisions of up to 1 year.
Professional Leave/ Association Leave		Up to 5 days of paid leave, if approved by Superintendent or his designee, for professional activities. The HCSDDAA granted up to 5 days paid leave for conducting Association business.

<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Unpaid Leaves of Absence	The Board of Education may authorize an unpaid leave of absence for up to 1 year.	Up to 5 days, approved by Superintendent; Requested leaves in excess of 5 days decided by Board of Education.
Sabbatical Leave		One unit member annually may be granted a 1 year (at half pay) or half year (at full pay) sabbatical leave. Such leaves must meet stated conditions and be approved by the Board of Education.
Vacation	<p>23 vacation days plus 13 paid holidays.</p> <p>A maximum of 5 unused vacation days annually may be added to accumulated sick leave.</p> <p>Credit for up to 10 unused vacation days upon retirement shall be paid at the per diem rate at the time of retirement.</p>	<p>30 days annually.</p> <p>Unit members may carry over up to 30 days to the next contract year.</p> <p>After receiving tenure, any unit member may elect to have up to 5 days of vacation permanently converted to regular salary.</p> <p>Unit members may elect to receive a per diem reimbursement for up to 8 unused vacation days.</p> <p>In their final year with the District unit members may request that accrued vacation days be paid out over the course of the final school year.</p> <p>Within the final 3 years prior to retirement, a unit member may issue an irrevocable letter of retirement and in each year may convert up to 3 accrued vacation days to salary.</p>
Work Year	A 12 month schedule with the possibility for flex hours during July and August (with the understanding that administrators will work a 40 hour work week Monday through Friday.	All unit members will be on a 12 month schedule.



<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Grievance Procedure	A staged process that culminates (if necessary) in binding arbitration.	A staged process that culminates (if necessary) in binding arbitration.
Insurance	<p>Health Care Plan administered by NY44 Health Benefit Plan Trust.</p> <p>Administrators contribute 17% for either single or family plan.</p> <p>An administrator may participate in an IRC 125-flexible benefits plan to which the District will contribute \$150.</p> <p>An administrator who elects not to participate in the Plan will receive in lieu of the coverage ½ of the annual premium, not to exceed \$10,000.</p> <p>Retirees with at least 8 years of service as an administrator will pay the same % of health insurance premiums as active employees.</p>	<p>Health Care Plan administered by Blue Cross/Blue Shield.</p> <p>Unit members contribute 14% for either single or family plan in 2014-15. Increases 2% per year until 2017-18 at which point the contribution is 20%. Effective July 1, 2014 new hires contribute 20%.</p> <p>The District provides a health insurance opt-out of \$2,000 annually.</p> <p>Dental Plan A + 4 Riders provided for all unit members; includes designated enhancements.</p> <p>The CSEA Platinum Vision Plan provided to all unit members.</p> <p>Retirees may opt to: (1) receive \$500/year toward school health insurance, along with other designated retirement benefits; or (2) elect to have District paid health insurance under the same plan available to active administrators.</p>
Compensation	<p>2015-16 – Base salaries increased by 2.5%.</p> <p>Longevity – Upon completion of 9 years of service the administrator is entitled to an annual longevity payment of \$1,000 (which does not become part of base salary).</p>	<p>2015-19 (next four years) – Base salaries increased by 2% annually.</p> <p>Longevity – At 5 years of service, salaries increased by \$500; at 10 years by \$1,000; at 15 years by \$1,500.</p>

Item	Elmira Heights	Horseheads
Other Specified Benefits	<p>Each administrator will receive \$1,250 annually to be applied at the administrator's choice to one or more of the following:</p> <ul style="list-style-type: none"> <li>• District health insurance premiums.</li> <li>• Disability insurance policy.</li> <li>• Whole or term life insurance policy.</li> <li>• Tax sheltered annuity.</li> <li>• Tuition for graduate courses.</li> <li>• Professional organization membership dues.</li> </ul> <p>Benefits in case of merger or consolidation: In the event an administrator does not retain rights to an administrative position in a consolidated district, the District shall provide the following severance benefit:</p> <ul style="list-style-type: none"> <li>• Payment for accumulated sick leave, not to exceed 214 days, at the rate of \$35/day.</li> <li>• Payment for all accrued vacation days at the administrator's daily rate.</li> <li>• Health benefits for a period of 3 months.</li> <li>• Administrators with at least 10 years of service shall be allowed to participate in retiree health insurance and will pay the same % of premiums as outlined in agreement at time of separation.</li> </ul>	<p>Professional Account –The District contributes \$1,000 per unit member to join professional organizations, purchase professional books, and/or take college and graduate courses.</p> <p>Smart Phone – The district will make a one-time \$200 payment toward the employee's purchase of a smart phone and will contribute \$1,800 annually for phone service.</p> <p>NYS Deferred Compensation 457 Plan. Unit members entitled to participate, in accordance with IRS Code. Such funds owned by the unit member.</p> <p>Conference attendance – Assistant Superintendent may approve attendance for at least one major conference for each unit member at the District's expense.</p>

<b>Item</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Evaluation	<p>Evaluation is the responsibility of the Superintendent; administrators will receive a copy of any derogatory material placed in his/her personnel file; administrators will have the right to attach comments to any evaluation or item of correspondence in his/her personnel file.</p>	<p>Administrators will participate in Professional Growth Program as outlined in handbook; administrators will be notified of any derogatory entry in his/her personnel file and have the right to attach a written statement to any such material; no written data will be cited for dismissal or denial of tenure of which the unit member was not previously aware; the parties agree to develop a Mentoring Plan and Evaluation Tool.</p>
Retirement Compensation	<p>With 10 years of service administrators are eligible for:</p> <ul style="list-style-type: none"> <li>• \$8,500 cash payment or \$5,500 cash payment plus \$5,500 to be held by the District to offset health plan premiums until the latter sum is exhausted.</li> <li>• \$35 for each accumulated sick day up to 214 days. This credit shall be used to offset the retiree's share of health insurance premiums until credit is exhausted.</li> <li>• Up to 10 days credit for unused accumulated vacation days paid at the current per diem rate at time of retirement.</li> </ul>	<p>With 10 years of service unit members may elect:</p> <p>Option 1:</p> <ul style="list-style-type: none"> <li>• Flat rate of \$7,000 for 1<sup>st</sup> year eligible for retirement; \$5,000 2<sup>nd</sup> year eligible; \$3,500 3<sup>rd</sup> year eligible.</li> <li>• Accumulated sick leave of \$35/day (up to 220 days) at 1<sup>st</sup> year eligible for retirement; \$30/day (up to 210 days) at 2<sup>nd</sup> year eligible; \$25/day (up to 200 days) at 3<sup>rd</sup> year eligible.</li> <li>• \$500 per year toward school health insurance up to age 65.</li> </ul> <p>Option 2:</p> <ul style="list-style-type: none"> <li>• District paid health insurance under the same plan available to active administrators.</li> <li>• \$75 per day for accumulated sick leave (to be kept on account to pay for medical insurance.</li> </ul>

A review of these administrative contracts indicates both similarities and differences. Many of the leave provisions are similar, although the Horseheads' contract contains leave provisions for child care, professional/association, and sabbatical absences not found in the Elmira Heights' contract. Evaluation, work year, and grievance provisions are similar. Both contracts contain vacation, longevity payment, and retirement provisions, although the Horseheads' contract tends to be richer and/or offer more options. Each contract specifies benefits not found in the other. Elmira Heights, for example, provides an annual payment of \$1,250 that can be used in a variety of ways as well as specified benefits in case of a consolidation. Horseheads provides smart phone compensation, payment for conference attendance, and contributes \$1,000 toward professional advancement. As is the case with other employee contracts, health insurance is provided by different health care providers. Both districts require some level of employee co-pay and provide opt-out provisions and retiree health insurance benefits. However, differences in co-pay levels, opt-out provisions, and the opportunity for vision and/or dental coverage would all require negotiation.

Table 7-9 lists the exempt positions and/or positions for which the districts maintain individual employment agreements, as well as the 2014-15 contract salaries for these positions. Within each district, contracts for these exempt positions tend to be similar in nature, with provisions mirroring those negotiated by the larger bargaining units.

**Table 7-9**  
**Exempt Positions and/or Positions for which the District Maintains Individual**  
**Employment Agreements and 2014-15 Contract Salaries**

<b>Position</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
Superintendent	\$168,149	\$208,077
Director of Elementary Education		\$115,000
Director of Secondary Education		\$120,551
Director of Human Resources		\$130,514
Director of Student Services		\$122,515
Assistant Director of Student Services		\$94,257
CSE Chair – Elementary		\$93,499
CSE Chair – Secondary		\$81,573
Business Manager	BOCES Employee	BOCES Employee
Working Foreperson	\$79,877	\$51,250
Transportation Director	\$56,219	\$82,891
Secretary to the Superintendent	\$45,080	\$79,815
Human Resources Secretary	\$28,380	\$41,996; \$39,149
Principal Clerk	\$34,473	\$59,098

Of particular interest in a potential consolidation are superintendents' contracts. The current Elmira Heights Superintendent has a five-year contract extending until 2019, with a 2014-15 salary of \$168,149. The Horseheads Superintendent also had a five-year contract extending until 2019, with a 2014-15 salary of \$208,077. (This contract ends, however, given Superintendent Marino's resignation, effective June 30, 2015.) Should a consolidation take place, the new board of education is free to hire one or the other of the sitting superintendents, or they may choose to hire another individual. In either case, a new contract would be negotiated with the selected individual. It should be noted, however, that the new board of education is obligated to honor the terms of the sitting superintendents' contracts until these contracts expire or until the superintendents are employed elsewhere.

**Key Findings:**

1. The consolidation of the Elmira Heights and Horseheads School Districts would require the negotiation of new contracts between the labor unions and the newly formed board of

education. Existing contracts would remain in place until successor agreements are negotiated. It should be noted, however, that labor and management are free to negotiate contracts that vary from the existing contracts in either district.

2. Many of the teacher contract provisions are similar, and in our opinion, could be successfully negotiated in a consolidated district successor agreement. However, provisions such as health care and preparation time/teaching loads (based on differing instructional models) would require the establishment of common plans or understandings not currently in place. The contracts also differ as to how the total money allocated to teacher salaries is distributed. Generally speaking, the Horseheads salary schedule favors teachers in the beginning of their careers, while Elmira Heights teachers benefit more as they progress through the latter steps of their salary schedule.
3. Faculty are paid stipends to supervise clubs and activities and salaries to coach sports. The Horseheads contract identifies more extracurricular positions for which stipends are offered, and especially with regard to coaches' salaries, provides a higher rate of pay. However, while there are differences in the identification, calculation, and amounts of these stipends and salaries, collectively the cost is minimal, and in our opinion, could be successfully negotiated. In addition, we would anticipate savings resulting from the reduction in the number of advisors and/or coaches needed, given the consolidation of sports and activities.
4. Support staff members are represented differently in Elmira Heights and Horseheads, with Horseheads staff members represented by eight different bargaining units and Elmira Heights by one unit representing non-certificated staff and teaching assistants.

5. As was the case for teachers, many support staff contract provisions are similar, and in our opinion, could be successfully negotiated in a consolidated district successor agreement(s). More substantive areas of negotiation would include reconciliation of salary differences, health care benefits, and benefits accrued through longevity and at retirement.
6. A review of building level administrative contracts indicates both similarities and differences. Both districts have similar leave provisions, although the Horseheads contract contains more leave opportunities, such as the provision for sabbatical leaves. Both contracts contain typical vacation, longevity, and retirement provisions, although Horseheads' contract tends to be richer and/or to offer more options. Given unique circumstances within each district, each contract specifies benefits not found in the other district. As is the case for the other units, the administrative contracts would require the reconciliation of health care plans and provisions.
7. In addition to the Superintendent of Schools, both districts have several exempt positions and/or positions for which the districts maintain individual employment agreements. Within each district, contracts for these exempt positions tend to be similar in nature, with provisions mirroring those negotiated by the larger bargaining units.
8. Should a consolidation take place, the new board of education is free to hire one or the other of the sitting superintendents, or it may choose to hire another individual. In either case, a new contract would be negotiated with the selected individual. However, the new board of education is obligated to honor the terms of the sitting superintendents' contracts until these contracts expire or until the superintendents are employed elsewhere.

## **8. Staffing**

Since 2009-10, the Elmira Heights and Horseheads School Districts have reduced the level of services and the number of employees due to the budgetary constraints noted elsewhere in this report. Tables 8.1 and 8.2 illustrate the personnel losses that have occurred in both Elmira Heights (Table 8.1) and Horseheads (Table 8.2) between 2009-10 and 2014-15. During this period Elmira Heights reduced its total instructional staff by 12.0 full-time equivalent (FTE) teaching positions, 12% of the teaching staff. In the same period, Elmira Heights reduced support staff positions by 12.09 FTE. In all, Elmira Heights reduced its employee base by 27.09 FTE positions across all functions of the school district, or 15% of its workforce. Horseheads reduced teaching faculty by 53.0 FTE (15% of the instructional staff), while also reducing support staff by 72.0 FTE (25%). In all, Horseheads reduced its workforce by 130.2 FTE positions, approximately 19%. The two districts combined reduced employee costs by \$12,000,000 to \$15,000,000 over this six-year period.



**Table 8.1**  
**Six-Year Personnel Loss**  
**Elmira Heights Central School District**  
**2009-10 – 2014-15**

<b>Position</b>	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>Total</b>
<b>Teachers</b>							
ALS		1.00					1.00
Elementary				3.00			3.00
ELA					1.00		1.00
Guidance		1.00					1.00
LMS	1.00						1.00
Music		1.00					1.00
Reading		1.00					1.00
Science		1.00					1.00
Social Studies	1.00						1.00
Speech Path.		1.00					1.00
<b>Total</b>	2.00	6.00		3.00	1.00		12.00
<b>Instructional Support</b>							
Teacher Aide	1.00	2.00					3.00
Playground Aide	.68	.68					1.36
<b>Total</b>	1.68	2.68					4.36
<b>Non-Inst. Support</b>							
Dir. Of Facilities				.50			.50
Bus Driver	1.00						1.00
Bus Mechanic				1.00			1.00
Cafeteria Aide	.50						.50
Cleaner		1.00					1.00
Clerk Typist/Sec.	1.00	1.00		.33			2.33
Courier				.40			.40
Custodian	1.00						1.00
<b>Total</b>	3.50	2.00		2.23			7.73
<b>Administrators</b>							
HR/Ass't. Principal	1.00						1.00
Curriculum Coordinator		1.00					1.00
Business Official (To CBO)				1.00			1.00
<b>Total</b>	1.00	1.00		1.00			3.00
<b>Total Positions Lost</b>	<b>8.18</b>	<b>11.68</b>	<b>*</b>	<b>6.23</b>	<b>1.00</b>		<b>27.09</b>

**Table 8.2**  
**Six-Year Personnel Loss**  
**Horseheads Central School District**  
**2009-10 – 2014-15**

<b>Position</b>	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>Total</b>
<b>Teachers</b>							
Alternative Education	1.0						1.0
Art	1.0		1.0				2.0
Business			1.0				1.0
Elementary		4.0	8.0	2.0	3.0		17.0
English	1.0						1.0
FACS			1.0				1.0
LMS		1.0	1.0				2.0
LOTE	1.0	.60	.40				2.0
Math			2.0				2.0
Music		2.0	2.0				4.0
PE			2.0				2.0
Reading	1.0						1.0
Science			1.0				1.0
Social Studies	1.0	2.0					3.0
Special Education	2.0	1.0	4.0	1.0			8.0
Technology	1.0	1.0			1.0		3.0
Curriculum Coord.	1.0						1.0
Instructional Support			1.0				1.0
<b>Total</b>	<b>10</b>	<b>11.6</b>	<b>24.4</b>	<b>3.0</b>	<b>4.0</b>		<b>53.0</b>
<b>Instructional Support</b>							
Library Clerk			1.0				1.0
Teacher Aide					1.0		1.0
Teacher Assistant	1.0	1.0	13.0	6.0	1.0		22.0
<b>Total</b>	<b>1.0</b>	<b>1.0</b>	<b>14.0</b>	<b>6.0</b>	<b>2.0</b>		<b>24.0</b>
<b>Non-Inst. Support</b>							
Director of Facilities					.5		.5
Building Maintenance Mechanic		1.0					1.0
Bus Driver	3.0		9.0	1.0	1.0		14.0
Bus Mechanic				1.0	1.0		2.0
Cleaner		2.0	6.0				8.0
Clerical			5.0		3.0		8.0
Food Service			2.0				2.0
RN/LPN			3.0	2.0			5.0
Monitor			6.5	1.0			7.5
<b>Total</b>	<b>3.0</b>	<b>3.0</b>	<b>31.5</b>	<b>5.0</b>	<b>5.5</b>		<b>48</b>

Position	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	Total
<b>Administrators</b>							
Data Administrator	1.0						1.0
Ass't. Superintendent			1.0				1.0
HS Ass't Principal			1.0				1.0
Business Official (To CBO)			1.0				1.0
AD (reduction)			.2				.2
Principal			1.0				1.0
<b>Total</b>	<b>1.0</b>		<b>4.2</b>				<b>5.2</b>
<b>Positions Lost</b>	<b>15.0</b>	<b>15.60</b>	<b>74.1</b>	<b>14.0</b>	<b>11.5</b>		<b>130.2</b>

Table 8.3 provides a comparison of current staffing (2014-15) in the Elmira Heights and Horseheads Central School Districts.

**Table 8.3**  
**2014-15 Staffing Comparison**  
**Elmira Heights -- Horseheads**

Position	Elmira Heights	Horseheads
<b>District Administration</b>		
Superintendent	1	1
Administrative Assistant./District Clerk	1	2
Director of Elementary Education		1
Director of Secondary Education		1
Assistant Director of Elementary/ Secondary Education		1
Director of Student Services		1
Data Manager/Central Enrollment		1
Community Information Specialist		1
PPS Secretaries		3
CSE Chair	.5	2
Director of Human Resources		1
Director Athletics, Health, PE	Stipend	.8
Network Coordinator/IT Supervisor	1 (BOCES)	1 (BOCES)
IT Technicians	1 (BOCES)	7 (BOCES)
Clerical-HR	1	1.8

<b>Position</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
<b>Business Administration</b>		
Business Administrator	1 (CBO)	1 (CBO)
District Treasurer	.5 (CBO)	1
Deputy Treasurer/Accountant		.8 (CBO)
Payroll/Benefits Clerk	.4 (CBO)	1.5 (CBO)
Purchasing Agent/Clerk	.7 (CBO)	
Accounts Payable Clerk	.4 (CBO)	1.05 (CBO)
Principal Clerk	1	1
Internal Auditor	TST BOCES	TST BOCES
Benefits Specialist	.5	1
Clerical Support/Tax Collector		1
<b>Building Administration</b>		
Elementary Principal	1	5
Elementary Assistant Principal	0	1
Middle School Principal	.5	1
Middle School Assistant Principal	0	1
High School Principal	1	1
High School Assistant Principal	0	2
Dean of Students (no administrative certification)	2	
Instructional Coach/Reading First	1	
Guidance Counselors	2	7
Secretaries (Building & Guidance)	3	25
<b>Instructional Staff - Teachers</b>		
Pre-K-5 Elementary	22	100 (K-6)
Pre-K-5 Special Education	4	17 (K-6)
K-5 Art	.8	4 (K-6)
K-5 Music	1	7 (K-6)
K-5 Physical Education	2	6 (K-6)
Math Intervention Specialist	2	
K-12 Reading Specialist	4	6
6-8 English	3	6 (7-8)
6-8 Mathematics	3.5	7 (7-8)
6-8 Science	3	6 (7-8)
6-8 Social Studies	2.5	6 (7-8)
6-8 LOTE	1	5 (7-8)
6-8 Special Education	3	7 (7-8)

<b>Position</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
6-8 Art	.2	2 (7-8)
6-8 Music	1	3 (7-8)
6-8 FACS	1	2 (7-8)
6-8 Physical Education	1	2 (7-8)
6-8 Technology	1	3 (7-8)
6-8 Health	.5	2 (7-8)
9-12 English	3	11
9-12 Mathematics	4.5	12
9-12 Mathematics AIS	2	
9-12 Science	3	15
9-12 Social Studies	4	11
9-12 LOTE	2	5
9-12 Special Education	4	9
9-12 Art	1	3
9-12 Music	1	3
9-12 FACS		2
9-12 Business	1	2
9-12 Physical Education	2	8
9-12 Technology		1
9-12 Health	.5	3
ESL	BOCES	2
Reading Specialists	4	6
Library Media Specialist	2	6
<b>Teaching Assistants</b>		
Special Education	2	34
Title I Reading		4
Classroom	9	19
<b>Instructional Support</b>		
Nurses/Health Services	3	9
Psychologists	1	7 +.5 BOCES
Occupational Therapists	.8 (BOCES)	2
Physical Therapists	.27 (BOCES)	2
Teacher Aides-Special Education	2	
Teacher Aides-Universal Pre-Kindergarten	1	
Social Work Assistants	4	9

<b>Position</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
<b>Buildings and Grounds</b>		
Director of Facilities	1 Shared	
Head Custodians		1
Department Secretary		1
Custodial Workers	1	
Cleaners	12	23
Building Maintenance Mechanics	1	6
Facilities Service		5
<b>Transportation</b>		
Transportation Supervisor	1	1
Dispatchers		2
Bus Drivers (full-time)	8	66
School Bus Mechanics		6
Courier		1
Bus Attendants	3	6
Equipment Service Manager		1
Safety Examiner		1
<b>Food Service</b>		
Food Service Manager/Director	1 Shared (BOCES)	
School Lunch Workers	15	37
Teacher Aides		3
School Monitors		16
<b>Athletics</b>		
Head Coaches	30	57
Assistant Coaches	2	12
Life Guard		1

Table 8.4 compares the 2014-15 staffing in Elmira Heights and Horseheads with a consolidated staffing projection for 2016-17. The table is divided into discreet functional staffing areas to demonstrate current staffing levels, current combined levels, projected 2016-17 consolidated staffing levels, the net change in staffing, and finally, cost adjustment projections for a consolidated district. The cost adjustment projections reflect not only salary (2014-15) for the various positions listed, but also mandated benefit expenses such as the districts' contribution

to the NYS retirement systems and FICA and the employers' share of negotiated health plan premiums.

The District Administration section of Table 8.4 includes all central office functions, with the exception of business operations. The table notes the expected reductions in administrative personnel that would be achieved by consolidating the districts. The savings projected in the District Administration and District Business Operations sections of Table 8.4 are due primarily to the elimination of duplicated positions in a consolidated district. The Building Staff section includes school building administration, guidance services, and clerical support. While this scenario indicates a reduction of high school and middle school principals, it includes the addition of assistant principals to serve the larger middle and high school populations. Despite the addition of grade five to each elementary school, this scenario does not anticipate the need for additional administrative support at the elementary schools.

The Instructional Staff-Teachers section of Table 8.4 requires explanation. To anticipate the number of teachers needed in a consolidated district, enrollment and class size projections were considered. The Community Advisory Committee expressed support for maintaining current average class sizes in a consolidated district. The projection provides for an average class size in grades K-2 of 20 students, grades 3-5 of 22, and grades 6-12 of 24. Thus, the number of teachers needed (as reflected in the "2016-17 FTE Needed" column) is determined by dividing the 2016-17 anticipated enrollment at the designated grade levels by the established average class sizes to determine the number of sections required. By this scenario, we would anticipate that a consolidated district would require 2.35 FTE fewer teachers to provide for the entire academic program currently offered in the two districts.

The projection anticipates three fewer teaching assistants needed, resulting from a comparable reduction in special education teachers. Instructional support/services staffing includes the addition of a school psychologist to remedy a current staffing inadequacy. The Buildings and Grounds section includes reductions in clerical, mechanic, and custodial worker services. Additional reductions may be possible should the consolidated district decommission excess building space once the transition is accomplished. Within Transportation Operations, a reduction of one Transportation Supervisor is offset by the addition of 10 drivers to accommodate the increased transportation of Elmira Heights students in accordance with the Horseheads BOE transportation policy. An additional bus mechanic is anticipated to service the 8 additional buses needed to meet this policy. Should consolidation be approved, there may be additional transportation staffing adjustments resulting from a more thorough analysis of transportation services. Food Service Operations would see the reduction of a 1.0 FTE (BOCES) leadership position, given the combined district operation. Additional staff reductions could be possible, depending on decisions yet to be made regarding the number and location of cafeterias.

Finally, the Athletics-Coaching section reflects a reduction in the number of head coaches and an increase in the number of assistant coaches, resulting from the athletic restructuring scenario presented in Chapter 4. Ultimately, the level of student interest and participation on each team will determine final coaching level requirements.



**Table 8-4**  
**Consolidated District Staffing**  
**2016-17**

<b>Position</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>Current Total</b>	<b>2016-7 Consol. Need</b>	<b>Net Change</b>	<b>Cost Adjustment</b>
<b>1. District Administration</b>						
Superintendent	1	1	2	1	-1	(\$221,715)
Administrative Assistant/ District Clerk	1	1	2	1	-1	(\$73,558)
Director of Elementary Education	0	1	1	1	0	
Director of Secondary Education		1	1	1	0	
Ass't. Director: Elementary/Secondary Ed.		1	1	1	0	
Data Manager/Central Enrollment	(BOCES)	1	1	1	0	
Director of Student Services		1	1	1	0	
CSE Chair	.5	2.2	2.7	2.7	0	
PPS Secretaries		3	3	3	0	
Human Resources Director		1	1	1	0	
Human Resources Clerical	.5	1.8	2.3	2	-.3	(\$12,442)
Director of Athletics, PE and Health	Stipend	.8	.8	.8	0	(\$8,425)
Network Coordinator/IT Supervisor	1 (BOCES)	1 (BOCES)	2(BOCES)	1 BOCES	-1 BOCES	(\$104,001)
IT Technicians	1 (BOCES)	7 (BOCES)	8 (BOCES)	8 (BOCES)	0	
Community Information Specialist		1	1	1	0	
<b>District Administration Total</b>	<b>3.0</b> <b>2 BOCES</b>	<b>16.8</b> <b>8 BOCES</b>	<b>19.8</b> <b>10 BOCES</b>	<b>17.5</b> <b>9 BOCES</b>	<b>-2.3</b> <b>-1 BOCES</b>	<b>(\$420,141)</b>

<b>2. District Business Operations</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>Current Total</b>	<b>2016-17 Consol. Need</b>	<b>Net Change</b>	<b>Cost Adjustment</b>
Business Office Administrator	1 (CBO)	1 (CBO)	2 (CBO)	1(CBO)	-1 (CBO)	(\$105,925)
Treasurer	.5 (CBO)	1	1 +5 (CBO)	1	-.5 CBO	(\$39,973)
Deputy District Treasurer/Accountant		.8(CBO)	.8 (CBO)	.8 (CBO)	0	
Payroll/Benefits Clerk	.4 (CBO)	1.5 (CBO)	1.9 (CBO)	1.5 (CBO)	-.4 CBO	(\$26,458)
Purchasing Agent/Clerk	.7 (CBO)	.7 (CBO)	1.4 (CBO)	1.4 (CBO)	0	
Accounts Clerk	.4 (CBO)	1.05 (CBO)	1.45 +CBO	1.45 (CBO)	0	
Principal Clerk	1	1	2	1	-1	(\$48,265)
Internal Auditor	TST BOCES	TST BOCES			0	
Benefits Specialist	.5	1	1.5	1.5	0	
Clerical/Tax Collector	(CBO)	1	1	1	0	
<b>District Business Office Total</b>	<b>1.5 3 (CB))</b>	<b>4 5.05 (CBO)</b>	<b>5.5 8.05 (CB0)</b>	<b>4.5 6.15 (CBO)</b>	<b>-1 -1.9 (CBO)</b>	<b>(\$220,621)</b>
<b>3. Building Staff</b>						
Elementary Principal	1	4	5	4	-1	(\$109,094)
Elementary Assistant Principal	0	1	1	1	0	
Middle School Principal	.5	1	1.5	1	-.5	(\$60,036)
Middle School Assistant Principal	0	1	1	1	0	
High School Principal	1	1	2	1	-1	(\$116,596)
High School Assistant Principal	0	2	2	3	+1	(\$113,014)
Dean of Students (no admin. certification)	2		2	0	-2	(\$132,726)
Instructional Coach/Reading First	1		1	0	-1	(\$66,557)
Guidance Counselors	2	7	9	9	0	
Secretaries (Building and Guidance)	3	25	28	26	-2	(\$77,469)
<b>Building Staff Total</b>	<b>10.5</b>	<b>42</b>	<b>52.5</b>	<b>46</b>	<b>-6.5</b>	<b>(\$675,492)</b>

<b>4. Instructional Staff-Teachers</b>	<b>2016-17 Enrollment</b>	<b>Average Class Size</b>	<b>2016-17 Sections Needed</b>	<b>2016-17 FTE Needed</b>	<b>Current Combined FTE</b>	<b>Net Change</b>	<b>Cost Adjustment</b>
Pre-K	180	18	10	5	5	0	
Kindergarten-Grade 2	1088	20	55	55			
Grades 3-5	1101	22	50	50			
K-5 Elementary	2189		105	105	105	0	
Grades 6-8 Core (English, Math, Science, Social Studies)	4820	24	201	48	51	-3	(\$163,336)
Grades 9-12 Core (English, Math, Science, Social Studies)	6684	24	279	69	65	+4	\$208,264
K-12 Reading Specialists	N/A	N/A	N/A	10	10	0	
K-12 Math Specialists	N/A	N/A	N/A	2	2	0	
Pre-K-Grade 12 Special Education	N/A	N/A	N/A	41	44	-3	(\$192,358)
K-12 Art	1100	21-24	82	13	12	+1	\$62,937
K-12 Music (General, Instrumental, Choral)	7200	N/A	N/A	16	16	0	
K-12 Physical Education	5067	24	211	21	20	+1	\$62,928
Grades 6-12 (FACS)	756	24	36	5.75	5	+.75	\$47,196
Grades 7-12 LOTE	1316	24	63	10	13	-3	(\$193,295)
Grades 7-12 Technology	716	24	24	5.5	5	+.5	\$31,464
Grades 7-12 Health	836	24	35	6.4	6	+.4	\$25,172
Grades 9-12 Business	575	24	24	3	3	0	
Speech/Language	N/A	N/A	N/A	7 (1.5 BOCES)	7 (1.5 BOCES)	0	
ESL	N/A	N/A	N/A	3	3	0	
Library-Media Specialists	N/A	N/A	N/A	7	8	-1	(\$54,102)
<b>Instructional Staff-Teachers Total</b>				<b>377.65 (1.5 BOCES)</b>	<b>380 (1.5 BOCES)</b>	<b>-2.35</b>	<b>(\$165,130)</b>

<b>5. Teaching Assistants</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>Current Total</b>	<b>2016-17 Consol. Need</b>	<b>Net Change</b>	<b>Cost Adjustment</b>
Special Education	2	34	36	33	-3	(\$65,974)
Title I Reading; Libraries		4	4	4	0	
Classroom	9	19	28	28	0	
<b>Teaching Assistants-Total</b>	<b>11</b>	<b>57</b>	<b>68</b>	<b>65</b>	<b>-3</b>	<b>(\$65,974)</b>
<b>6. Instructional Support/Services</b>						
Nurses/Health Services	3	9	12	9	-3	(\$82,078)
Psychologists	1	7 (.5 BOCES)	8 (.5 BOCES)	9 (.5 BOCES)	+1	\$71,246
Occupational Therapists	.8 (BOCES)	2	2 (+.8 BOCES)	2 (.8 BOCES)	0	
Physical Therapist	.27 (BOCES)	2	2 (.27 BOCES)	2 (.27BOCES)	0	
Teacher Aides-Special Education	2		2	2	0	
Social Work Assistants	0	9	9	9	0	
<b>Instructional Support/Services Total</b>	<b>6 1.07 BOCES</b>	<b>29 .5 BOCES</b>	<b>35 1.57 BOCES</b>	<b>33 1.57 BOCES</b>	<b>-2</b>	<b>(\$10,832)</b>

<b>7. Buildings and Grounds</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>Current Total</b>	<b>2016-17 Consol. Need</b>	<b>Net Change</b>	<b>Cost Adjustment</b>
Director of Facilities	1 (Shared)		1	1		
Department Secretary		1	1	1		
Building Maintenance Mechanic	1	6	7	6	-1	(\$44,833)
Custodial Workers	1		1	0	-1	(\$70,272)
Cleaners	12	28	40	38	-2	(\$70,634)
Head Cleaner		1	1	1		
Head Plumber		1	1	1		
Plumber		1	1	1		
Head Carpenter		1	1	1		
Working Foreman		1	1	1		
Courier		1	1	1		
<b>Buildings and Grounds Total</b>	<b>14.5</b>	<b>41.5</b>	<b>56</b>	<b>52</b>	<b>-4</b>	<b>(\$185,739)</b>
<b>8. Transportation Operations</b>						
Transportation Supervisor	1	1	2	1	-1	(\$86,703)
Dispatcher		2	2	2	0	
Bus Drivers (full time)	8	66	74	84*	+10	\$284,760
School Bus Mechanics		6	6	7	+1	\$50,040
Equipment Service Manager		1	1	1	0	
Safety Examiner		1	1	1	0	
School Bus Attendant	3	6	9	9	0	
<b>Transportation Operations Total</b>	<b>12</b>	<b>83</b>	<b>95</b>	<b>105</b>	<b>+10</b>	<b>\$248,097</b>

<b>9. Food Service</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>Current Total</b>	<b>2016-17 Consol. Need</b>	<b>Net Change</b>	<b>Cost Adjustment</b>
Food Service Cook Manager/ Director	1 Shared (BOCES)		1 BOCES	1 BOCES	0	
School Lunch Workers	12	28	40	40	0**	
Senior Food Service Helper		5	5	4	-1	(\$6,302)
Cooks	3	4	7	6	-1	(\$28,518)
School Aides		3	3	3	0	
School Monitors		16	16	16	0	
<b>Food Service Total</b>	<b>15 .5 BOCES</b>	<b>56 .5 BOCES</b>	<b>71 1 BOCES</b>	<b>69 1 BOCES</b>	<b>-2</b>	<b>(\$34,820)</b>
<b>10. Athletics – Coaching</b>						
Head Coaches	30	55	85	61	-24	(\$90,265)
Assistant Coaches	2	12	14	21	+7	\$35,119
<b>Athletic – Coaching Total</b>	<b>32</b>	<b>67</b>	<b>99</b>	<b>82</b>	<b>-17</b>	<b>(\$55,146)</b>

Table 8.5 summarizes the data contained in Table 8.4. As noted, this staffing scenario suggests, at minimum, a consolidated district could anticipate the reduction of over 32 positions (including those currently contracted through BOCES) compared to current 2014-15 staffing levels, at a savings of over one and a half million dollars. In reflecting on these cost savings it is important to keep in mind the information that began this chapter; that is, before a consolidation was contemplated, the districts reduced staffing by approximately 158 positions in an effort to address the reduction in State revenue and increased expenses. It is also important to recognize that this scenario would serve to significantly enhance the academic and extra-curricular programs with minimal decreases in teaching staff. Finally, as noted, additional non-teaching staff reductions may be achieved following more detailed analyses of specific administrative and support services, should a decision to consolidate be made.

**Table 8.5**  
**Consolidated District Staffing**  
**Summary**

<b>Consolidated District Summary</b>	<b>Current Elmira Heights</b>	<b>Current Horseheads</b>	<b>Current Total</b>	<b>2016-17 Consolidated Need</b>	<b>Net Change</b>	<b>Cost Adjustment</b>
<b>1. District Administration</b>	3.0 2 BOCES	16.8 8 BOCES	19.8 10 BOCES	17.3 9 BOCES	-1.7 -1 BOCES	(\$420,141)
<b>2. District Business Office</b>	1.5 3 CBO	4 5.05 CBO	5.5 8.05 CBO	4.5 6.15 CBO	-1 -1.9 CBO	(\$220,621)
<b>3. Building Staff</b>	10.5	42	52.5	46	-6.5	(\$675,492)
<b>4. Instructional Staff-Teachers</b>	90	290	380 1.5 BOCES	377.65 1.5 BOCES	-2.35	(\$165,130)
<b>5. Teaching Assistants</b>	11	57	68	65	-3	(\$65,974)
<b>6. Instructional Support/Services</b>	6 1.07 BOCES	29 .5 BOCES	35 1.57 BOCES	33 1.57 BOCES	-2	(\$10,832)
<b>7. Buildings and Grounds</b>	14.5	41.5	56	52	-4	(\$185,739)
<b>8. Transportation Operations</b>	12	83	95	105	+10	\$248,097
<b>9. Food Service</b>	15 .5 BOCES	56 .5 BOCES	71 1 BOCES	69 1 BOCES	-2	(\$34,820)
<b>10. Athletics-Coaching</b>	32	67	99	82	-17	(\$55,146)
<b>Consolidated District Total</b>	<b>195.50</b> <b>3 CBO</b> <b>3.57 BOCES</b>	<b>686.3</b> <b>5.05 CBO</b> <b>10.5 BOCES</b>	<b>881.8</b> <b>8.05 CBO</b> <b>14.07</b> <b>BOCES</b>	<b>851.45</b> <b>6.15 CBO</b> <b>13.07 BOCES</b>	<b>-29.55</b> <b>-1.9 CBO</b> <b>-1 BOCES</b>	<b>(\$1,585,798)</b>



### Key Findings:

1. The Elmira Heights and Horseheads Central School Districts have experienced revenue losses during the past five years that have translated into significant reductions in program and personnel. Elmira Heights reduced teaching faculty by 12 positions, the entire employment base by 28 positions; Horseheads faculty has been reduced by 53 positions, the entire employment base by 130 positions.
2. In total, the two school districts have reduced staffing costs by over \$12,000,000 in the period 2009-010 through 2014-15. The efficiencies inherent in a consolidation would provide the opportunity for additional staff reductions at a savings of over \$1.5 million. These additional savings must be viewed in the context of the significant reductions already made.
3. Consolidation would serve to enhance significantly the academic and extra-curricular programs and provide some stability and strength to the athletic programs. A consolidated district staff could offer academic programs and support equal to the combined offerings of the current districts at a lower cost. Given anticipated efficiencies in instructional delivery and course enrollment, additional academic program enhancements might well be possible with few if any staff increases.
4. District-level administration and building staff consolidations offer significant cost savings. Given the current number of district-level administrative positions within the Horseheads District, transition to a consolidated district could be made without additional personnel.
5. If a consolidated district's board of education chooses to adopt the current Horseheads policy to transport all students to their schools, there would be significant additional

equipment and personnel costs. Contracting with one of the well-known New York State companies specializing in school district transportation studies to identify student transportation efficiencies could ameliorate some of those costs.

6. Additional non-instructional support staff reductions might be achieved in areas such as buildings and grounds or food service. Should a decision to consolidate be made, detailed analyses of required facilities and services could yield additional savings.

## **9. Fiscal Condition of the Districts**

To assist boards of education and communities with an analysis of the advantages and disadvantages of reorganization, feasibility studies must focus on two essential questions: Will the reorganization enhance educational opportunities for students? Will the educational program in a consolidated district be delivered at comparable or reduced costs? This chapter of the feasibility report, which addresses the second question, is organized in four parts, each of which describes specific financial opportunities and challenges related to an Elmira Heights Horseheads consolidated district. Part A focuses on the revenue and expenditure concerns facing both communities that prompted the boards of education to commission a reorganization feasibility study. Part B provides an overview and comparison of both districts' historical and current financial conditions. Part C provides a financial overview of an Elmira Heights Horseheads consolidated district, including incentive aid. Part D explores potential financial efficiencies in an Elmira Heights Horseheads consolidated district.

### **Part A--Revenue and Expenditure Concerns**

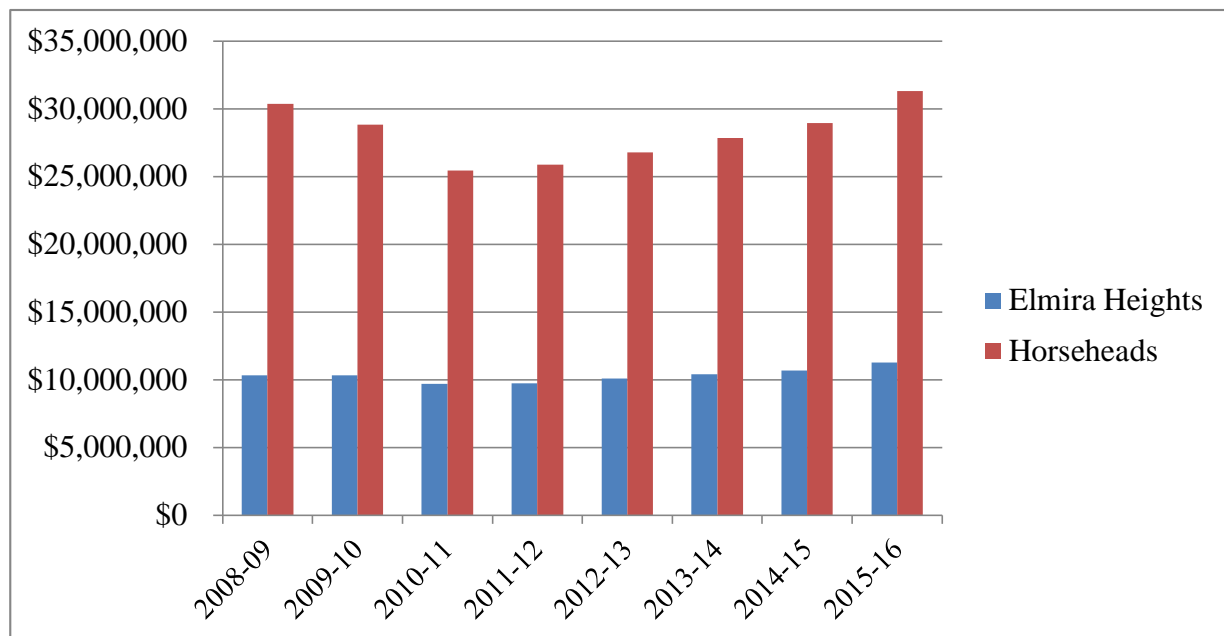
New York State's ability to provide critical financial resources to public schools was drastically compromised by the national recession starting in 2008. State aid either decreased or remained relatively unchanged in Elmira Heights and Horseheads starting in 2009-10. Since 2011-12, both districts have realized modest gains in aid. In the recently enacted NYS budget, Elmira Heights CSD is projected to receive approximately \$921,983 more in State aid than the District received in the 2008-09 school year. Horseheads CSD is projected to receive approximately \$941,422 more in State aid than the District received seven years ago.

Since 2009-10 the NYS Legislature kept the various formulas for aid allocation to school districts in place. However, the remitted amount was reduced, initially through a deficit

reduction assessment and more recently through a GAP elimination adjustment. For Elmira Heights, the seven year reduction in actual state aid received, including projected 2015-16 aid, was \$7,395,025; for Horseheads, the reduction was \$27,823,343.

Figure 9-1 provides a comparison of NYS aid to Elmira Heights and Horseheads from 2008-09 through projected aid for 2015-16. Table 9-1 notes the reductions in NYS aid due to the deficit reduction assessment and the GAP elimination adjustment.

**Figure 9-1**  
**Total NYS Aid 2008-09 through Projected 2015-16**



**Table 9-1**  
**GAP Elimination/Deficit Reduction Adjustment**

Year	Elmira Heights CSD	Horseheads CSD
2009-10	\$640,266	\$3,194,485
2010-11	\$1,394,911	\$6,143,975
2011-12	\$1,779,127	\$5,822,295
2012-13	\$1,499,989	\$5,048,275
2013-14	\$1,087,952	\$3,761,525
2014-15	\$736,718	\$2,827,958
2015-16	\$256,062	\$1,024,830
<b>Total</b>	<b>\$7,395,025</b>	<b>\$27,823,343</b>

Another revenue concern created for all local governments, but particularly problematic for school districts, was the 2011 NYS legislation imposing a limit on the annual growth of the tax levy to two percent, or the rate of inflation, whichever is less. A limited number of factors, such as pension costs, court orders or judgments, and the local portion of capital expenditures may be considered in adjusting the annual limit on tax levy growth. Local governments are allowed to exceed the cap only with a super majority vote. For school districts, a 60% majority vote on the budget proposition would be required to exceed the property tax cap.

While state aid has been significantly reduced and school districts' ability to raise revenue has been compromised, operating costs have continued to increase. The Consumer Price Index increased from 2008 to 2014 by 10%, an average of 1.4% annually.<sup>12</sup> As revenues have declined and costs increased, school districts have been cutting programs and staff and utilizing fund balances to offset the need to increase property taxes.

Figure 9-2 compares the Elmira Heights CSD general fund revenues and expenditures from 2009-10 through projected 2014-15. In three of the five years displayed, expenditures exceeded revenues despite a reduction in the workforce and the elimination and/or reduction of several programs.

---

<sup>12</sup> [http://inflationdata.com/Inflation/Consumer\\_Price\\_Index/HistoricalCPI.aspx?reloaded=true#Table](http://inflationdata.com/Inflation/Consumer_Price_Index/HistoricalCPI.aspx?reloaded=true#Table)

**Figure 9-2**  
**Elmira Heights CSD Revenue and Expenditure Comparison**  
**2009-10 through Projected 2014-15**

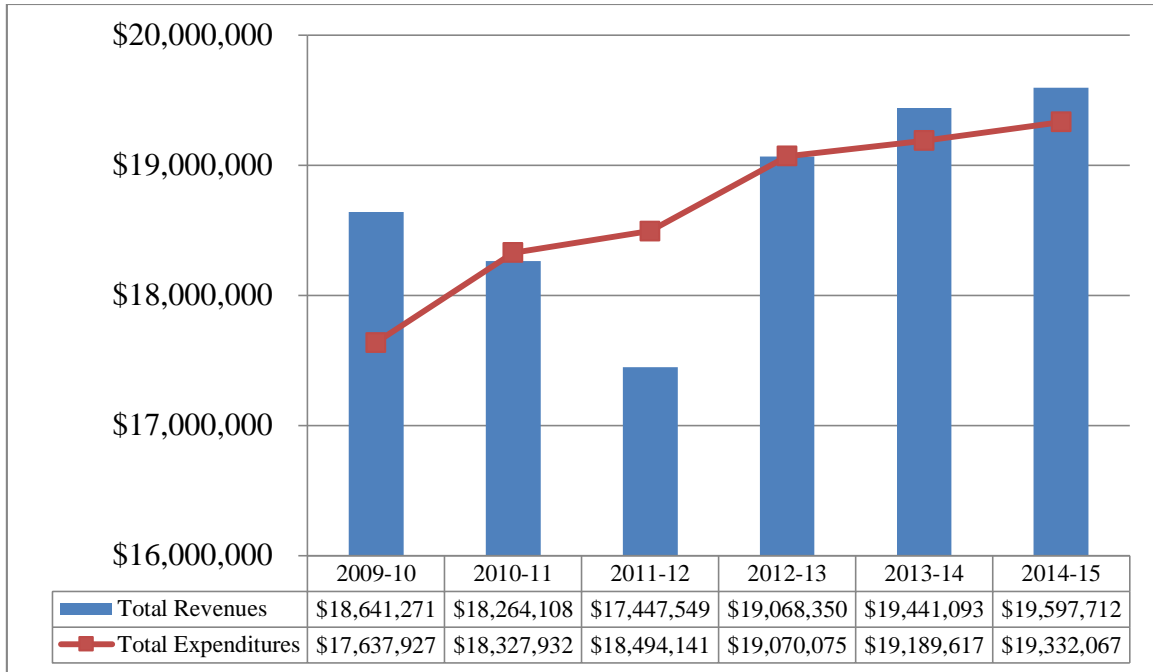
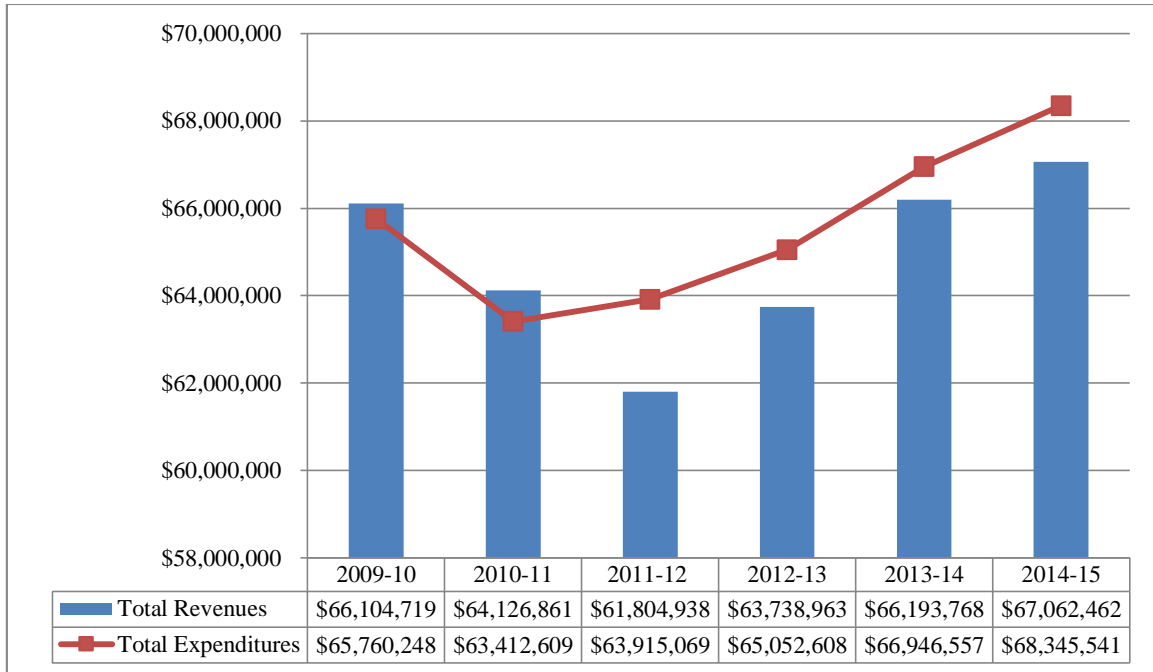


Figure 9-3 provides the same comparison for Horseheads CSD. For the past four years, expenditures exceeded revenues despite a reduction in the workforce and the elimination and/or reduction of several programs.

**Figure 9-3**  
**Horsehead CSD Revenue and Expenditure Comparison**  
**2009-10 through Projected 2014-15**



School districts are required to have balanced budgets, and like most districts in NYS, Elmira Heights and Horseheads have used fund balances, generated in years when revenues exceed expenditures, to maintain fiduciary obligations. These monies may be assigned to specific reserve accounts to be used only for the intended purpose of the account. Examples of reserve accounts include tax certiorari, unemployment, retirement, employee benefits, and capital debt. An amount not to exceed four percent of the next year's budgetary appropriations may be left unassigned. Figure 9-4 provides an overview of the Elmira Heights total fund balance and the unassigned fund balance for the past five years.

**Figure 9-4**  
**Elmira Heights Fund Balance 2009-10 through 2013-14**

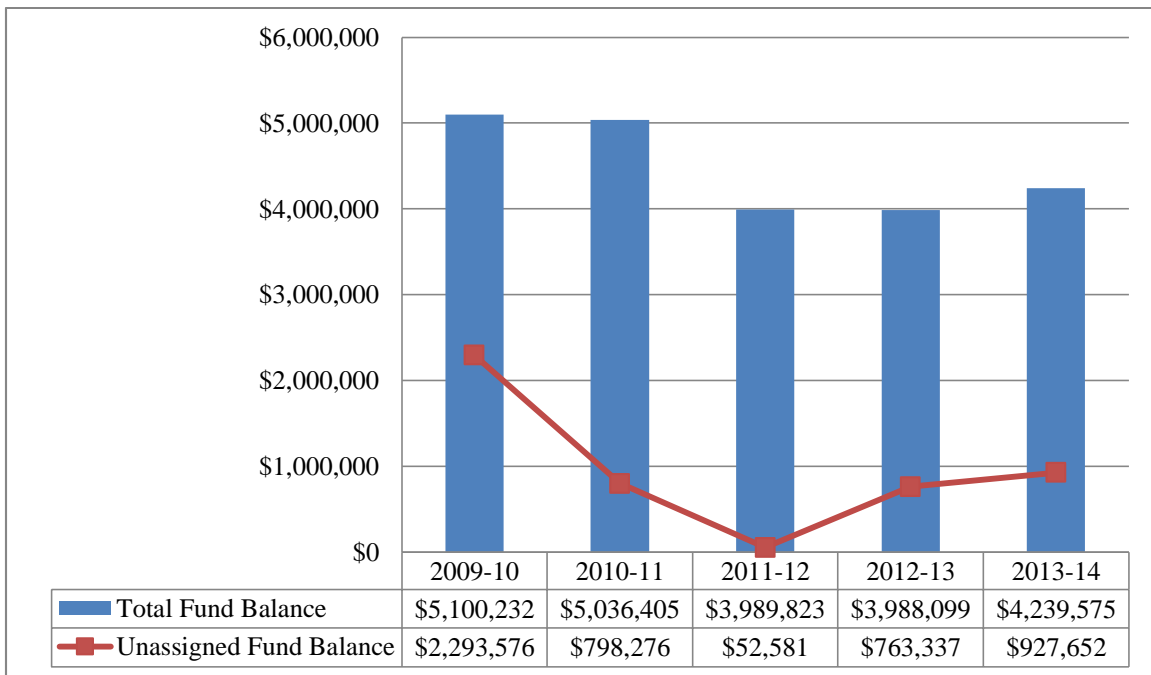


Figure 9-5 provides similar information for Horseheads CSD.

**Figure 9-5**  
**Horseheads Fund Balance 2009-10 through 2013-14**

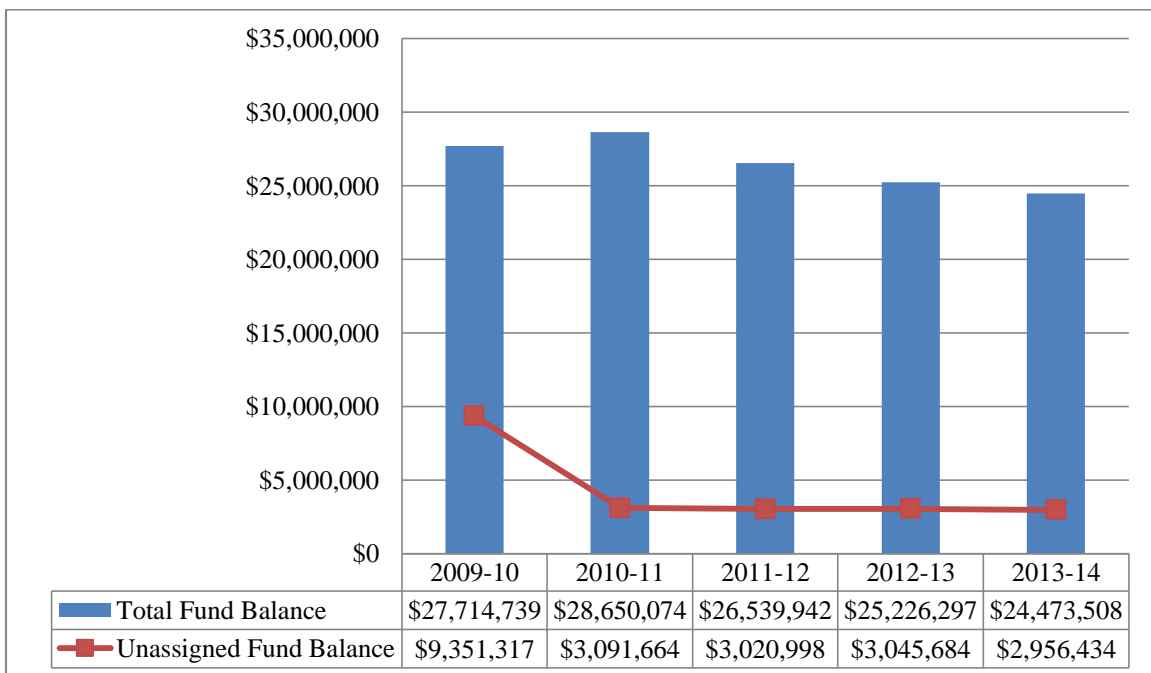
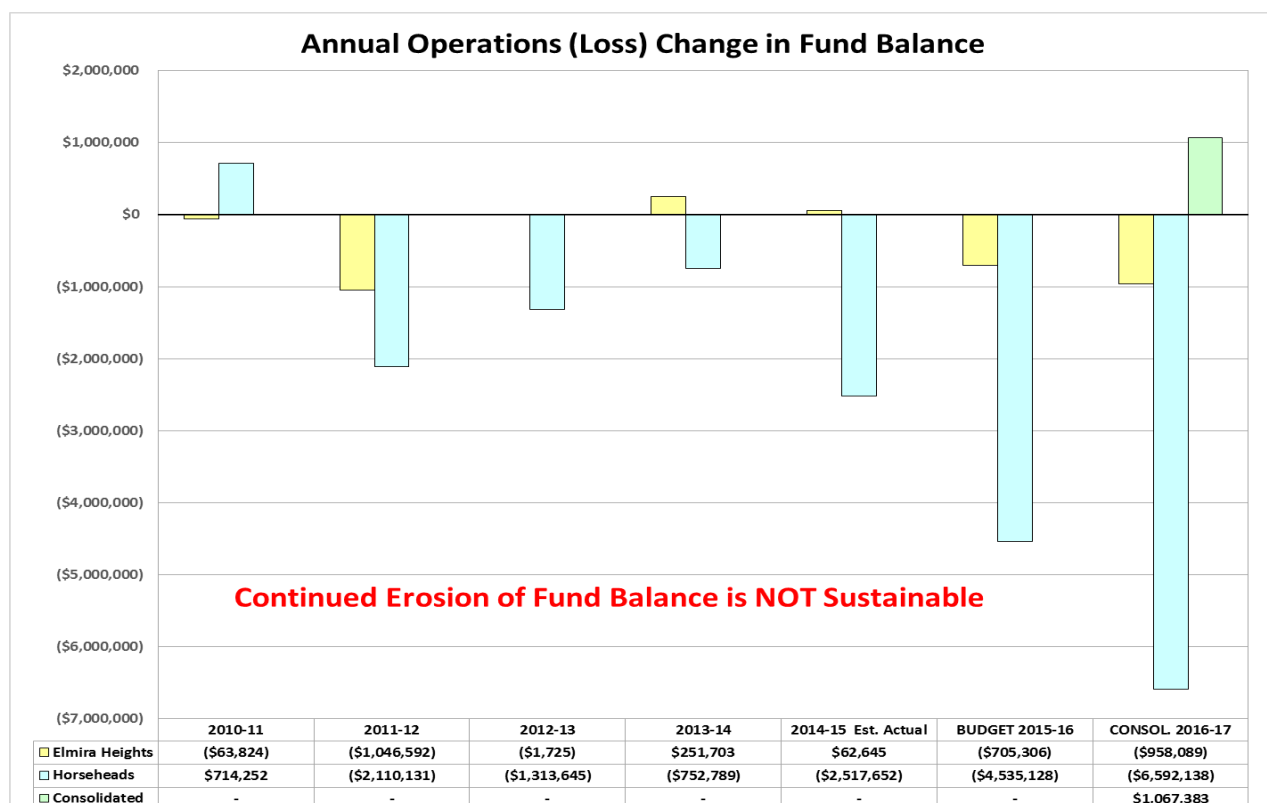




Figure 9-6 provides a graphic view of the districts' operation changes, the annual difference between revenues and expenditures. Both districts have experienced operation losses. However, for the past three years and projected for 2014-15, Horseheads' expenditures exceeded annual revenues.

**Figure 9-6**  
**Annual Operation Gain/ (Loss)<sup>13</sup>**



Schools are organized around the provision of educational services for students. As a result, the majority of school expenditures are related to the salary and benefits of the service providers. Table 9-2 displays the salaries and major employee benefits for Elmira Heights CSD employees for the period 2009-10 through 2013-14.

<sup>13</sup> From *Financial Factors and Consolidation Aid Possibilities*, a report completed by Capital Markets Advisors, LLC. See Appendix C.

**Table 9-2**  
**Elmira Heights CSD Employee Salary and Benefits 2009-10 through 2013-14**

	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>
Instructional Salaries	\$5,201,425	\$4,991,145	\$4,922,329	\$5,067,647	\$5,251,791
Non-instructional Salaries	\$1,482,492	\$1,449,542	\$1,470,574	\$1,464,883	\$1,432,587
State Retirement (ERS)	\$108,890	\$137,972	\$191,578	\$224,656	\$237,919
Teachers' Retirement (TRS)	\$322,954	\$436,699	\$565,183	\$612,305	\$885,368
FICA	\$496,890	\$477,043	\$480,209	\$486,417	\$500,694
Health Insurance	\$2,127,568	\$2,633,317	\$2,280,570	\$2,671,519	\$2,173,564

Table 9-3 displays the salaries and major employee benefits for Horseheads CSD employees for the same period.

**Table 9-3**  
**Horseheads CSD Employee Salary and Benefits 2009-10 through 2013-14**

	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>
Instructional Salaries	\$23,087,374	\$22,058,091	\$19,225,546	\$21,377,062	\$21,184,183
Non-instructional Salaries	\$6,518,703	\$6,750,526	\$6,160,884	\$6,082,272	\$6,014,496
State Retirement (ERS)	\$466,815	\$748,306	\$868,545	\$974,040	\$1,176,886
Teachers' Retirement (TRS)	\$1,379,496	\$1,919,645	\$2,302,764	\$2,588,706	\$3,515,887
FICA	\$2,277,375	\$2,182,074	\$2,046,221	\$2,115,201	\$2,079,121
Health Insurance	\$12,769,933	\$10,897,494	\$11,606,753	\$11,746,252	\$12,086,940

Salaries and health insurance benefits are negotiated by boards of education and the employee bargaining units. The annual employer contribution to the New York State Teachers' Retirement System (NYSTRS) is established by the NYSTRS Board of Directors. The annual employer contribution rate for the NYS and Local Employees' Retirement System (ERS) is established by the NYS Comptroller. In both retirement systems the contribution rate assures the actuarial solvency of the systems. The NYSTRS employer contribution rate is applied to the instructional salaries for a given year. The ERS employer contribution rate is applied to non-

instructional salaries for a given year. Table 9-4 provides an overview of the employer contribution rates from 2009-10 through 2014-15. (Both pension systems were heavily invested in the stock market. The economic downturn resulted in significant increases in the contribution rates. It is anticipated contribution rates will decline in the near future.)

**Table 9-4**  
**TRS and ERS Contribution Rates 2009-10 through 2014-15**

	<b>TRS</b>	<b>ERS</b>
2009-10	6.19%	7.4%
2010-11	8.62%	11.9%
2011-12	11.11%	16.3%
2012-13	11.84%	18.9%
2013-14	16.25%	20.9%
2014-15	17.53%	18.2%

#### **Part B—Overview and Comparison of Districts’ Fiscal Conditions**

This section of the report provides comparative financial data for Elmira Heights and Horseheads. Table 9-5 includes information on need/resource category designation, combined wealth ratio, building aid ratio, transportation aid ratio, and 2014-15 budget information.

**Table 9-5**  
**Comparative Elmira Heights Horseheads Financial and Other Data 2014-15**

<b>Item</b>	<b>Elmira Heights CSD</b>	<b>Horseheads CSD</b>
Need/Resource Category	Average Need	Average Need
Combined Wealth Ratio	.547	.695
Building Aid Ratio	.887	.803
Transportation Aid Ratio	.881	.740
NYS Aid	\$10,667,518	\$28,941,303
Full Value Assessment	\$337,486,129	\$1,968,431,618
Property Tax Levy	\$7,440,666	\$35,114,955
Property Tax Rate	\$22.05/\$1,000 F.V.	\$17.84/\$1,000 F.V.
Budget	\$20,055,987	\$72,284,877
Total Building Debt	\$12,032,288	\$18,013,800
Estimated Local Share	\$899,000	(\$2,495,518)

Item	Elmira Heights CSD	Horseheads CSD
Total Bus Debt	\$576,406	\$579,965
Estimated Local Share	\$210,000	(\$407,946)
Total Capital Assets	\$24,872,265	\$46,279,915

All districts are required to conduct an annual independent audit, review the findings at a public meeting, and submit copies to the NYSED and Office of the NYS Comptroller.

Buffamante Whipple Buttafaro, PC completed the Elmira Heights 2013-14 audit. Bonadio & Co., LLP completed the Horseheads audit. Table 9-6 compares the general fund equity for the districts, effective June 30, 2014.

**Table 9-6**  
**General Fund Equity Comparison as Of June 30, 2014**

Item	Elmira Heights CSD	Horseheads CSD
<b>Restricted Reserves</b>		
Repairs	\$204,318	\$6,850
Retirement	\$812,829	\$2,209,274
Tax Certiorari	\$17,801	\$1,085,710
Employee Benefits	\$257,242	\$1,915,870
Unemployment Insurance	\$175,100	\$60,832
Workers' Compensation	\$395,467	\$280,890
Capital Projects	\$819,598	\$17,693
<b>Assigned Fund Balance</b>		
Encumbrances	\$33,713	\$221,886
Tax Levy Reduction	\$600,000	\$91,056
Subsequent Year Expenditures	N/A	\$5,000,000
<b>Non-Spendable Fund Balance</b>		
Prepaid Expenditures	N/A	\$23,149
<b>Committed Fund Balance</b>		
GAP Elimination	N/A	\$2,827,958
Transportation and Technology	N/A	\$5,838,647
Retirement Incentives	N/A	\$2,028,317
<b>Unassigned</b>		
Unrestricted	\$928,260	\$2,865,375
<b>Total Fund Balance</b>	<b>\$4,239,575</b>	<b>\$24,473,507</b>

Both communities have periodically approved capital referendums to maintain district assets and assure sufficient and appropriate learning spaces for students. Table 9-7 provides

information on Elmira Heights' current building debt. Table 9-8 provides the same information for Horseheads.

**Table 9-7**  
**Elmira Heights Building Debt, State Building Aid, District Share 2014-2028**

<b>Year Ending June 30<sup>th</sup></b>	<b>Total Debt (Principal &amp; Interest)</b>	<b>NYSED Building Aid</b>	<b>District Share</b>
2015	\$1,940,963	\$1,801,212	\$139,750
2016	\$1,927,963	\$1,816,662	\$111,301
2017	\$968,913	\$897,489	\$71,424
2018	\$972,163	\$897,489	\$74,674
2019	\$968,725	\$897,489	\$71,236
2020	\$968,700	\$897,489	\$71,211
2021	\$971,869	\$897,489	\$74,380
2022	\$972,994	\$897,489	\$75,505
2023	\$977,000	\$897,489	\$79,511
2024	\$896,400	\$816,714	\$79,686
2025	\$232,600	\$202,039	\$30,561
2026	\$234,000	\$202,039	\$31,961
2027	\$0	\$7,592	(\$7,592)
2028	\$0	\$3,796	(\$3,796)
<b>Total</b>	<b>\$12,032,288</b>	<b>\$11,132,477</b>	<b>\$899,810</b>

**Table 9-8**  
**Horseheads Building Debt, State Building Aid, District Share 2014-2027**

<b>Year Ending June 30<sup>th</sup></b>	<b>Total Debt (Principal &amp; Interest)</b>	<b>NYSED Building Aid</b>	<b>District Share</b>
2015	\$2,368,138	\$2,819,284	(\$451,146)
2016	\$2,358,738	\$2,819,284	(\$460,546)
2017	\$2,352,688	\$2,819,284	(\$466,596)
2018	\$2,349,775	\$2,241,880	\$107,895
2019	\$2,031,788	\$1,782,707	\$249,081
2020	\$2,022,775	\$1,720,363	\$302,412
2021	\$1,150,600	\$1,720,363	(\$569,763)
2022	\$1,141,600	\$1,424,295	(\$282,695)
2023	\$1,128,000	\$1,399,306	(\$271,306)
2024	\$1,109,700	\$1,237,424	(\$127,724)
2025	\$0	\$206,494	(\$206,494)
2026	\$0	\$176,578	(\$176,578)
2027	\$0	\$142,055	(\$142,055)
<b>Total</b>	<b>\$18,013,800</b>	<b>\$20,509,318</b>	<b>(\$2,495,518)</b>

Both districts have enjoyed strong public support for budget, capital, and bus propositions in recent history. Residents in Elmira Heights passed all budget propositions in the last ten years with the exception of the 2013-14 budget. The proposed tax levy increase that year exceeded the property tax cap which required a 60% positive vote. The District failed to achieve “super” majority approval. The Board of Education revised the budget, which was then approved by voters in June 2013. All Elmira Heights bus propositions over the last ten years have been approved, as well as a capital proposition in March 2007.

All budget, bus, and capital propositions have been approved in Horseheads in the last ten years. Table 9-9 provides budget proposition voting data for the two districts from 2005 through 2014.

**Table 9-9**  
**Elmira Heights Horseheads CSD Budget Vote Results 2005 through 2014**

Year	Elmira Heights CSD			Horseheads CSD		
	Yes	No	% Yes	Yes	No	% Yes
2005	514	340	60%	2,584	2,298	53%
2006	364	155	70%	1,456	1,370	52%
2007	317	106	75%	1,366	920	60%
2008	261	92	74%	1,209	733	62%
2009	239	79	75%	1,135	660	63%
2010	240	113	68%	1,198	847	59%
2011	326	138	70%	1,346	1,178	53%
2012	344	135	72%	1,325	761	64%
2013	312	272	53%*	1,074	573	65%
Revised Budget	559	228	71%			
2014	345	71	81%	1,093	334	77%
<b>Ten Year Average</b>	<b>347</b>	<b>157</b>	<b>70%</b>	<b>1,379</b>	<b>967</b>	<b>61%</b>
*60% majority required to exceed property tax cap						

## **Part C—Financial Overview of an Elmira Heights Horseheads Consolidated District**

Information for this section of the chapter was drawn primarily from an analysis prepared by Roy McMaster, financial consultant with Capital Markets Advisors, LLC (see Appendix C: Financial Factors and Consolidation Aid Possibilities). Mathematical projections are useful for predicting trends and models if realistic assumptions are used. The consultants and the superintendents, in consultation with the Community Advisory Committee, developed the revenue and expenditure assumptions for a consolidated Elmira Heights Horseheads district. Table 9-10 provides a five-year history of NYS aid to the Districts (less building aid), projections for 2015-16, and historical averages. For purposes of projecting NYS aid for a consolidated district commencing in 2016-17, the consultants assumed a 3.4% increase in state aid, which represents the removal of the GAP elimination adjustment. For the past several years, the NYS Legislature has been restoring aid that resulted from the GAP elimination adjustment. The Legislature seems poised finally to eliminate the adjustment in the 2016-17 state budget.

**Table 9-10**  
**Comparative NYS Aid Less Building Aid Analysis**

<b>Year</b>	<b>Elmira Heights</b>	<b>Horseheads</b>	<b>If Combined</b>
2010-11	\$7,774,771	\$24,099,108	\$31,873,879
2011-12	\$7,362,174	\$23,792,768	\$31,154,942
2012-13	\$8,787,008	\$23,483,720	\$32,270,728
2013-14	\$8,425,560	\$25,131,268	\$33,556,828
2014-15	\$9,258,463	\$25,566,073	\$34,824,536
2015-16	\$9,210,337	\$27,763,543	\$36,973,880
Dollar Change 2010-15	\$1,435,566	\$3,664,435	\$5,100,001
Percent Change 2010-15	18.5%	15.2%	16%
Average Annual Percent Change	3.1%	2.5%	2.7%

Table 9-11 provides a five-year history of district property tax levies. The tax levy is the total amount of money raised through the property tax. It is determined by subtracting all other revenue sources from the total dollar amount of the voter-approved budget. The difference is the

property tax levy. As noted in Part A of this chapter, in 2011 the NYS Legislature passed a property tax levy cap, referred to as the “two percent tax cap.” The law takes into account some expenses beyond district control such as voter approved capital expenditures, increases in employer mandated pension rates, court orders, and growth factors. Based on these expenses, the tax levy may increase above 2%. The property tax cap for 2015-16 was 1.62% prior to adjustments. For our projections, we assumed a 1.62% increase in the property tax cap for the consolidated 2016-17 budget.

**Table 9-11**  
**Comparative Property Tax Levy Analysis**

<b>Year</b>	<b>Elmira Heights</b>	<b>Horseheads</b>	<b>If Combined</b>
2010-11	\$6,490,625	\$30,934,992	\$37,425,617
2011-12	\$6,739,980	\$32,312,697	\$39,052,677
2012-13	\$6,956,729	\$33,548,079	\$40,504,808
2013-14	\$7,373,991	\$34,530,132	\$41,904,123
2014-15	\$7,440,191	\$35,114,955	\$42,555,146
Dollar Change 2010-14	\$943,329	\$4,388,843	\$5,332,172
Percent Change 2010-14	14.5%	14.2%	14.3%
Average Annual Percent Change	2.4%	2.4%	2.4%

Once the board of education establishes the property tax levy by resolution, a tax rate is determined by dividing the property tax levy by the full value assessment of the taxing entity. The tax rate is expressed as “dollars per thousand.” Both Elmira Heights and Horseheads are comprised of several towns, some with property assessments less than full value. A town’s full value is determined by adjusting the assessed value by an established factor, thus assuring all the towns comprising a school district are treated equitably. For instance, Elmira Heights includes three towns, one of which is Horseheads. The Town of Horseheads 2014 equalization rate was 93%, which resulted in a tax rate of \$23.71/\$1,000 assessed value (A.V.), while the District’s full value tax rate was \$22.05/\$1,000. Similarly, Horseheads includes seven towns, one of which is



Erin. The Town of Erin 2014 equalization rate was 88%, resulting in a tax rate of \$20.27/\$1,000 A.V., while the District's full value tax rate was \$17.84/\$1,000.

Table 9-12 provides a comparative analysis of the full value assessment of the two districts. Elmira Heights' five year average annual assessment growth was 1.8%. Horseheads' average annual assessment growth was 2.5%. The 2016-17 full value assessment for a consolidated district is projected to be 2.7% higher than the 2015-16 projected combined district assessments. This assumption is based on historical growth in both districts and the analysis for growth provided by the town assessors.

**Table 9-12**  
**Comparative Total District Full Value Assessment**

<b>Year</b>	<b>Elmira Heights</b>	<b>Horseheads</b>	<b>If Combined</b>
2010-11	\$309,755,948	\$1,752,838,353	\$2,062,594,301
2011-12	\$310,854,837	\$1,792,772,843	\$2,103,627,680
2012-13	\$314,745,253	\$1,837,281,655	\$2,152,026,908
2013-14	\$325,417,940	\$1,918,542,880	\$2,243,960,820
2014-15	\$337,486,129	\$1,968,431,618	\$2,305,917,747
Dollar Change 2010-14	\$27,730,181	\$215,593,265	\$243,323,446
Percent Change 2010-14	9.0%	12.3%	11.8%
Ave. Annual Percent Change	1.8%	2.5%	2.4%

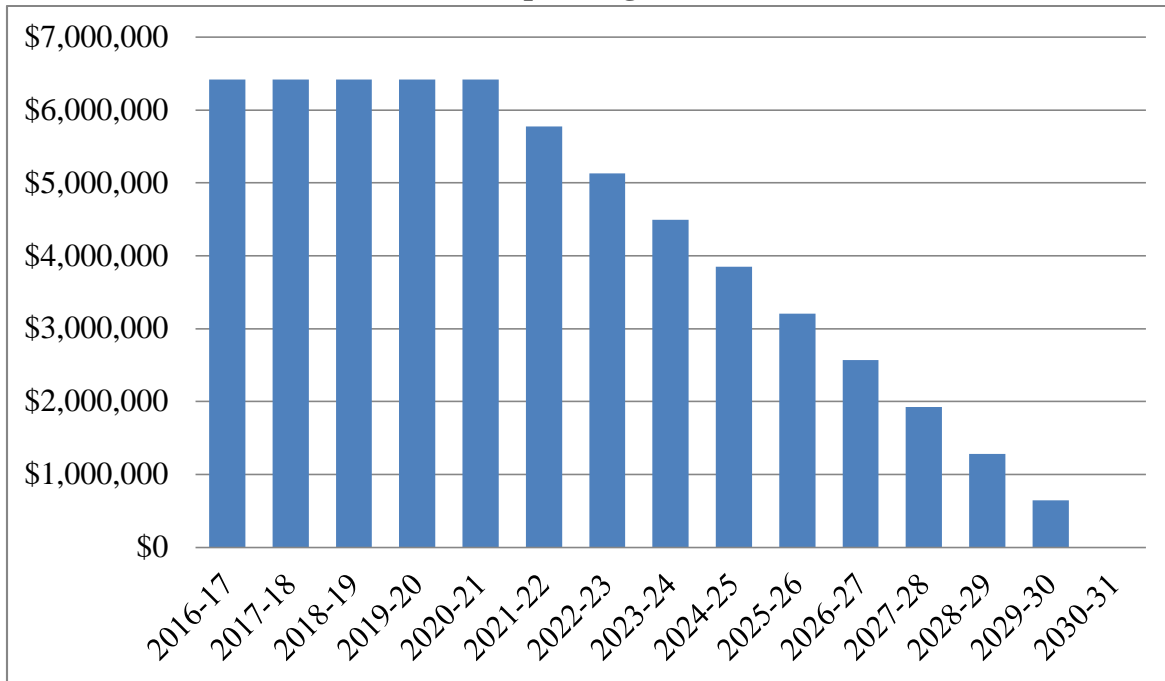
Table 9-13 provides a comparative analysis of the Districts' full value tax rate. Because of the disparate tax rates in the two communities, we selected \$18.00/\$1,000 F.V. as a compromise rate. The consolidated district 2016-17 tax rate would be \$3.85 less than the Elmira Heights projected 2015-16 rate and \$0.05 more than the Horseheads projected rate. An estimated \$776,524 of incentive aid would be required to achieve the selected \$18.00 tax rate.

**Table 9-13**  
**Comparative District Full Value Tax Rate**

<b>Year</b>	<b>Elmira Heights</b>	<b>Horseheads</b>
2010-11	\$21.00	\$17.64
2011-12	\$21.67	\$18.10
2012-13	\$22.23	\$18.26
2013-14	\$22.66	\$17.99
2014-15	\$22.05	\$17.84
2015-16	21.85	17.95
Dollar Change 2010-14	\$0.85	\$0.31
Percent Change 2010-14	4.0%	1.8%
Ave. Annual Percent Change	.7%	0.3%

A consolidated Elmira Heights Horseheads school district would be eligible for additional state aid for a period of 14 years, based on the 2006-07 General Formula Aid Calculation (GEN). For the first five years after reorganization, the annual state aid increase would be 40% of the 2006-07 combined basic formula aid and then decrease by 4% per year for the next nine years. The total incentive aid for a consolidated district would be \$60,945,236. Figure 9-7 is a graphic display of the estimated annual incentive aid from 2016-17 through 2029-30.

**Figure 9-7**  
**Estimated Operating Incentive Aid**



The consolidated district would also be eligible for building incentive aid of an additional 30% capped at 95% for any new capital project approved within ten years of the official date of reorganization. In addition, the remaining debt of the former districts would be aided at the highest building aid ratio of the former districts. Thus, the local share for existing capital debt in a consolidated district would be 10%, consistent with the current Elmira Heights share and a reduction from the current Horseheads share of 19.7%. As a result, the consolidated district would be eligible for an additional \$1,902,393 in building aid. Figure 9-8 provides a graphic representation of consolidated building incentive aid.

**Figure 9-8**  
**Estimated Local Share Building Aid**

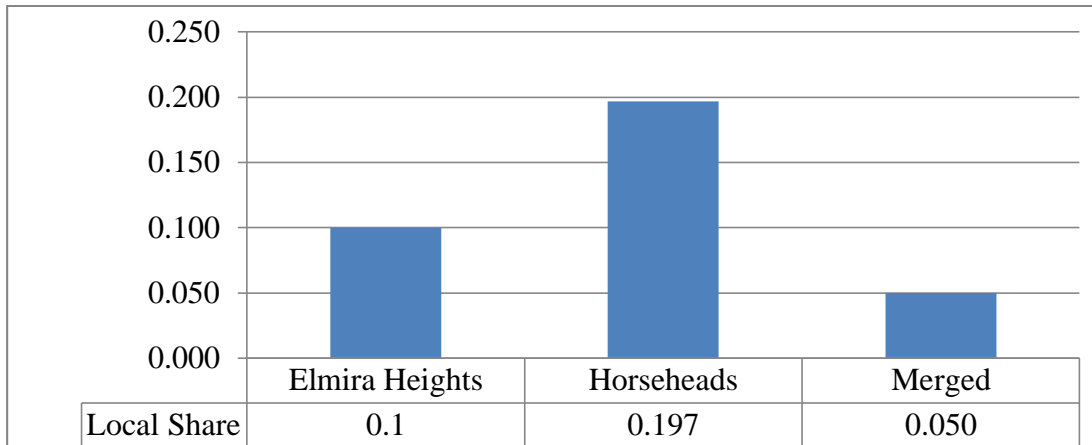


Table 9-14 provides a revenue comparison between the 2015-16 Elmira Heights Horseheads combined budgets and a projected 2016-17 consolidated district budget.

**Table 9-14**  
**Revenue Comparison**

Revenues	EH/HH 2015-16 Combined Budgets	2016-17 Consolidated Budget
Tax Levy	\$42,757,789	\$43,450,465
Building Aid	\$4,909,891	\$3,807,119
Other State Aid	\$36,973,880	\$38,247,880
Other Revenue	\$4,372,819	\$3,487,378
Operating Incentive Aid	N/A	\$6,415,288
Additional Building Aid	N/A	\$310,822
Total	\$89,014,379	\$95,718,952

In estimating 2016-17 consolidated budget expenditures, we used the following assumptions:

- **General Support.** This section of the budget includes board of education, superintendent's office, business office, legal fees, personnel office, public information, facility operation and maintenance, printing, insurance, and school association dues. In the 2016-17 consolidated budget scenario, we projected a 4% increase from the combined 2015-16 district budgets. We reduced this number by \$1,010,000 in consolidation savings (\$660,000 from an estimated total of \$1,500,000 in projected staff savings and \$350,000 in other savings).

- **Instruction.** This section of the budget includes building administration and professional development, regular teaching, special education, occupational education, school libraries, and pupil services. We projected a 5% increase in this category minus \$840,000, the remainder of the \$1.5 million in estimated consolidated staff savings.
- **Transportation.** We projected a 7% increase in this category, accounting for the likelihood of expanded transportation services in the consolidated district. A separate bus purchase proposition would likely be necessary to accomplish the expanded service.
- **Employee Benefits.** We projected a 5% increase in this category.
- **Debt Service.** This section of the budget reflects a 23% decrease due to the reduction in existing principal and interest debt. The 2016-17 consolidated budget scenario includes a proposed expenditure of \$313,534 that would support a capital project of approximately \$95 million (\$10 million to address Elmira Heights estimated capital needs and \$85 million to address Horseheads capital needs).

Table 9-15 provides an expenditure comparison between the 2015-16 Elmira Heights Horseheads combined budgets and a projected 2016-17 consolidated district budget.

**Table 9-15**  
**Expenditure Comparison**

<b>Expenditures</b>	<b>EH/HH 2015-16 Combined Budgets</b>	<b>2016-17 Consolidated Budget</b>
General Support	\$11,910,918	\$11,377,355
Instruction	\$46,080,281	\$47,544,296
Transportation	\$4,149,658	\$4,440,134
Employee Benefits	\$26,229,629	\$27,541,110
Debt Service	\$4,468,535	\$3,435,141
Interfund Transfer/Capital Reserve	\$1,415,792	\$313,534
<b>Total</b>	<b>\$94,254,813</b>	<b>\$94,651,569</b>

Table 9-16 provides full value assessment and tax rate comparisons for Elmira Heights, Horseheads, and a consolidated district. In this scenario, \$776,524 of incentive aid is necessary to establish a full value tax rate of \$18.00/\$1,000. Currently, there is a \$4.21/\$1,000 full value tax rate difference between the two districts. This significant gap guided the decision to select a

compromise tax rate of \$18.00/\$1,000 full value. NYS law allows reorganized school districts having disparate tax rates to defer the impact of equalizing the rates for one year or phase in the impact during a period not to exceed ten years.

**Table 9-16**  
**Assessment and Tax Rate Comparison**

	<b>Elmira Heights</b>	<b>Horseheads</b>	<b>Consolidated District</b>
2014-15 FV Assessment	\$337,486,129	\$1,968,431,618	N/A
2014-15 FV Tax Rate	\$22.05	\$17.84	N/A
2015-16 Projected FV Assessment	\$340,216,398	\$1,968,431,619	N/A
2015-16 Projected FV Tax Rate	\$21.85	\$17.95	N/A
2016-17 Projected FV Assessment	\$343,341,602	\$1,995,335,242	\$2,370,774,433
2016-17 Projected FV Tax Rate	\$22.00	\$17.99	\$18.00 \$4.00/\$1,000<EH \$.01/\$1,000>HH

#### **Part D—Potential Cost Efficiencies in a Consolidated Elmira Heights Horseheads District**

New York State’s objective in providing reorganization incentive aid is twofold: improve the educational experience for students and stabilize or reduce costs. This section of the chapter focuses on potential economies of scale and cost savings resulting from an Elmira Heights Horseheads consolidation. In Chapter 8, we outlined a possible consolidated staffing scenario yielding approximately \$1.5 million in savings. These savings resulted from staff reductions in the combined employee base. Additionally, we identified approximately \$350,000 in other savings related to BOCES services, dues, fees, contractual expenses, materials and supplies.

If the districts consolidate, some buildings and/or sections of buildings could be decommissioned, sold, or leased to other entities. The 2013-14 average heating cost for the two districts was \$0.24/square foot; the average electrical cost was \$0.36/square foot.

Decommissioning 100,000 square feet of excess space would yield approximately \$60,000 in reduced utility costs and additional savings in maintenance costs.

Another area for savings in a reorganized district is in special education services. Assuming sufficient student enrollment, a consolidated district could realize substantial savings by providing some of the more restrictive programs locally rather than by contracting with BOCES. In the 2013-14 school year, Elmira Heights spent \$2,319,223 (79%) on BOCES special education services; Horseheads expended \$2,925,720 (52%).

Employee benefits is an additional area for review. Figure 9-9 compares the cost of employee benefits in Elmira Heights and Horseheads. While the costs in Horseheads have risen dramatically over this period, costs in Elmira Heights have been more controlled. As an example of potential savings, in its Local Government Efficiency Grant application, the districts identified approximately \$1,153,200 in medical insurance savings if employees agreed to be covered by the health insurance plan currently offered to Elmira Heights' employees.

**Figure 9-9  
Employee Benefit Comparison**

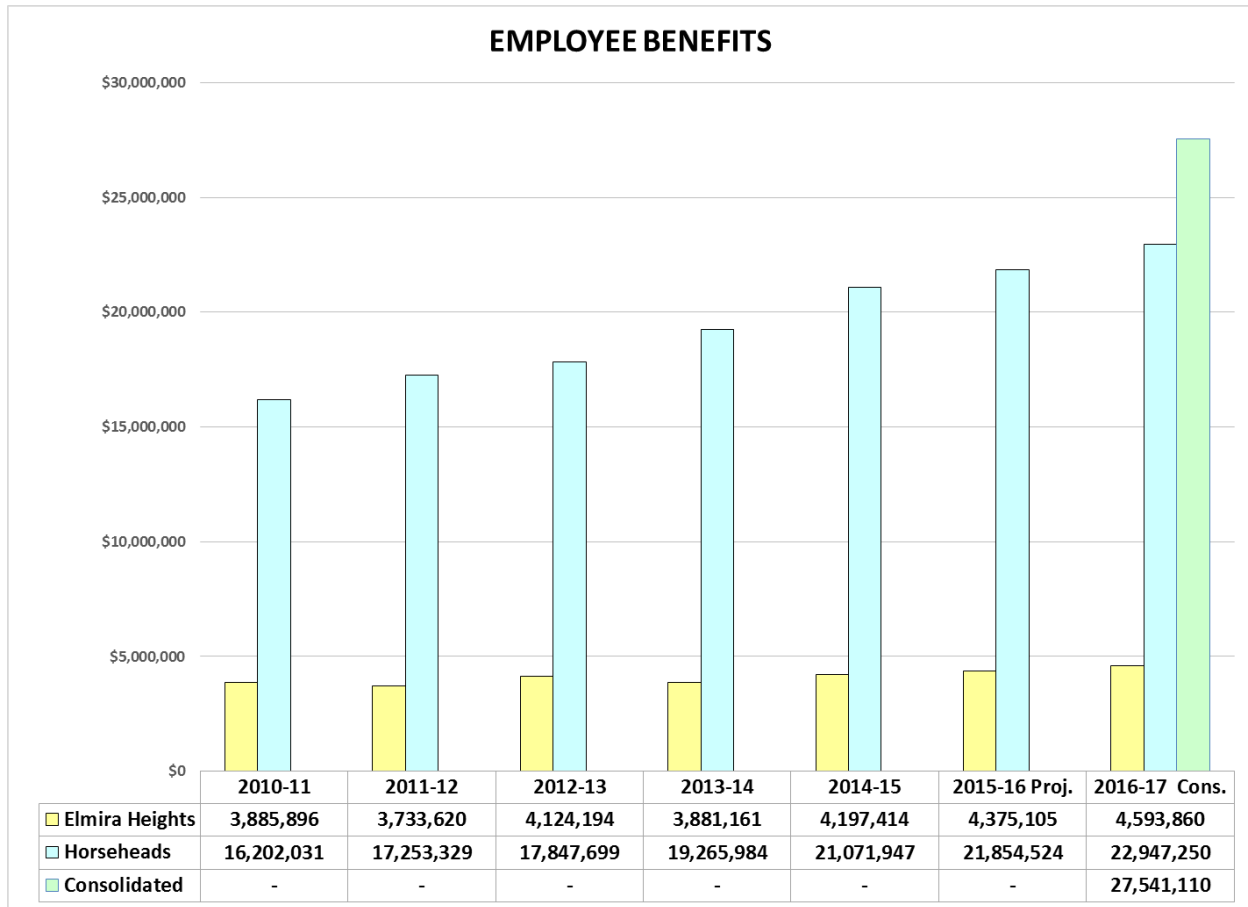


Table 9-17 provides a comparison of districts with similar student populations to a combined Elmira Heights Horseheads district. The 2015-16 adopted budgets and per pupil costs in the selected districts are compared to the combined Elmira Heights Horseheads 2015-16 budgets. The selected ten district average enrollment, budget, and per pupil costs are similar to the combined Elmira Heights Horseheads data. However, the Erie County average and Baldwinsville CSD have significantly lower costs per pupil than the other districts in the survey suggesting that there may be additional cost efficiencies to be realized through reorganization. For instance, if the consolidated district could reduce the per pupil cost to the Erie County selected school average, approximately \$8.3 million in savings would be realized.



**Table 9-17**  
**2015-16 Budget and Per Pupil Cost Comparison**

<b>District</b>	<b>Enrollment</b>	<b>2015-16 Budget</b>	<b>Cost Per Pupil</b>	<b>County</b>
Bethlehem	4,839	\$94,162,000	\$19,459	Albany
Guilderland	4,888	\$93,689,600	\$19,167	Albany
North Colonie	5,375	\$102,668,691	\$19,101	Albany
South Colonie	4,935	\$96,258,321	\$19,505	Albany
<b>County Average</b>	<b>5,009</b>	<b>\$96,694,653</b>	<b>\$19,308</b>	<b>Albany</b>
Clarence	4,834	\$75,393,337	\$15,596	Erie
Frontier	4,908	\$77,032,339	\$15,695	Erie
Lancaster	5,785	\$99,940,118	\$17,276	Erie
Orchard Park	5,066	\$91,474,440	\$18,057	Erie
<b>County Average</b>	<b>5,148</b>	<b>\$85,960,059</b>	<b>\$16,656</b>	<b>Erie</b>
Rush Henrietta	5,326	\$112,533,282	\$21,129	Monroe
Baldwinsville	5,614	\$98,973,915	\$17,630	Onondaga
<b>10 District Ave.</b>	<b>5,157</b>	<b>\$94,212,604</b>	<b>\$18,269</b>	<b>N/A</b>
EH/HH Combined	5,160	\$94,254,813	\$18,266	Chemung

**Key Findings:**

1. Reductions in NYS aid through the deficit reduction assessment and the GAP elimination adjustment have created financial stress for the Elmira Heights and Horseheads Districts, resulting in significant staff reductions and program cutbacks and/or elimination. In the period from 2009-10 through and including 2015-16 projections, state aid for Elmira Heights has been reduced by \$7,395,025; state aid for Horseheads has been reduced by \$27,823,343.
2. Both districts have experienced annual operation losses (expenditures exceeding revenues). Elmira Heights' annual expenditures exceeded revenues in 2010-11 and 2011-12. For the past two years and for 2014-15 projected, annual revenues exceeded expenditures. Since 2011-12 through and including the 2014-15 projected budget, Horseheads' annual expenditures have exceeded revenues. Both districts have reduced

fund balances to offset the deficit spending. Between 2009-10 and 2013-14, the Elmira Heights fund balance, including reserves, decreased \$860,657 (17%); the Horseheads fund balance decreased by \$3,241,231 (12%).

3. Elmira Heights' current total capital debt (principal and interest) is \$12,032,288 with a local share of \$899,810; Horseheads' current capital debt (principal and interest) is approximately \$18,013,800 with estimated NYS building aid of \$21,638,640. Building aid exceeding the total debt results from the mechanism Horseheads has used to structure capital improvements. In a consolidated district, Horseheads debt would be aided at Elmira Heights' higher building aid ratio. The consolidated district would be eligible for approximately \$1,902,393 in additional building aid for existing Horseheads' debt.
4. Both districts have historically strong support for budget, bus purchase, and capital propositions. Elmira Heights ten year average "yes" vote on the budget proposition was 70%; the Horseheads average was 61%.
5. The full value assessment in Horseheads is considerably higher than in Elmira Heights. In the past five years, the full value assessment in Elmira Heights increased 9% or 1.8% average annual growth. In Horseheads, the five year full value assessment growth was 12.3% or 2.5% annual average growth.
6. The 2014-15 tax rate was \$22.05/\$1,000 FV in Elmira Heights and \$17.84 FV in Horseheads. Addressing this \$4.21 disparity in district tax rates would require utilization of a portion of the incentive aid. NYS law authorizes different tax rates in a consolidated district for a period of time to gradually bring the two rates to a single district rate.

7. The estimated \$60.9 million in reorganization incentive aid would help both districts stabilize tax rates, improve fiscal solvency, and improve the educational program for students.
8. Consolidation would result in an estimated \$1.5 million in staffing cost savings, as well as an additional \$350,000 in other savings. Taking advantage of economies of scale, eliminating duplication, reducing contract services, and decommissioning buildings or sections of buildings may result in further cost savings.
9. The cost of employee benefits in Horseheads has increased dramatically. Such costs in Elmira Heights have increased at a more controlled rate. Elmira Heights offers its employees an excellent health insurance plan at a cost substantially lower than the cost of the health insurance plan covering Horseheads employees.

## 10. Key Findings and Recommendations

The following objectives were identified for this feasibility study:

1. *Identify possible operational efficiencies which would be realized by combining the School Districts.*
2. *Determine the impact on educational opportunities for student which would result from combining the School Districts.*
3. *Provide an estimate of the potential cost savings and the impact on local property taxes, both short-term and long-term, that would be realized by combining the School Districts.*

Collectively, the key findings listed at the end of each chapter of this report respond to these objectives. By their actions to date, the two districts have already identified and acted upon operational efficiencies in areas such as transportation, food service, and buildings and grounds. It is clear from our study that additional efficiencies would be realized through a formal consolidation of the two districts. Our analysis also makes clear that educational opportunities would be enhanced should a consolidation take place. And, given the efficiencies inherent in consolidating these two school districts, such operational and educational opportunities could be provided at less cost. That said, we recognize the decision to move forward with the consolidation process rests not with the consultants, but with the Boards of Education initially, and ultimately, with the communities they represent.

In the following pages we have restated the key findings for each topic within our study and added our recommendations to the new board of education and administration, should the residents of both districts vote in favor of a new centralized school system. It is understood that none of these recommendations are binding; rather they are offered as a starting point for the extensive discussions, decisions, and policy making that will need to occur, should a consolidation take place.

## **Enrollment History and Projections**

### **Key Findings:**

1. The Elmira Heights District experienced a decrease in K-12 enrollment from 2009-10 to 2014-15 of 30 students (2.8 percent). Similarly, the Horseheads District experienced a decrease of 251 students during this same period (5.9 percent). The combined districts declined by 281 students (5.2 percent).
2. K-12 enrollment from 2015-16 to 2024-25 in the Elmira Heights District is projected to remain fairly stable, increasing by 35 students (3.3 percent). Annual enrollments are projected to fluctuate from a low of 1,058 in 2017-18 to a high of 1,096 in 2023-24 and 2024-25.
3. K-12 enrollment from 2015-16 to 2024-25 in the Horseheads District is also projected to remain stable, decreasing by 133 students (3.4 percent). Annual enrollments are projected to fluctuate from a high of 3,969 in 2015-16 and 2016-17 to a low of 3,805 in 2022-23, rebounding slightly to 3,836 in 2024-25.
4. If the Elmira Heights and Horseheads Districts were to merge, the combined K-12 student enrollment is projected to remain stable during the next ten years, decreasing by 98 students. Annual enrollments are projected to fluctuate from a high of 5,067 in 2016-17 to a low of 4,898 in 2022-23. Differing fluctuations can be anticipated in each of the K-5, 6-8 and 9-12 subgroups, but none would seem to require unusual accommodation.

### **Recommendations for an Elmira Heights Horseheads consolidated district. The new board of education and/or its administration should:**

1. Update its enrollment projections annually to monitor changes in student population. In addition, the district should monitor trends in home schooling and private and parochial school attendance.

## Curriculum and Instruction

### Key Findings:

1. Both Elmira Heights and Horseheads Central School Districts currently have positive class sizes, grades K-12. With a few exceptions, Elmira Heights' K-12 class sizes tend to be a bit smaller. Should current financial conditions persist over the next few years, Elmira Heights, in particular, will likely face class size increases, due to its smaller size and fewer sections. If the districts combine, the greater number of grade level sections available for student placement would diminish the negative impact of future staff reductions on class sizes.
2. Both Middle Schools offer the same "specials," although there is variance in class length and the frequency and structure of scheduled class times across the school year. However, this does not appear to present a barrier to consolidation should the decision be made to do so. Because of differences in the delivery of foreign language instruction at the middle school level, it may be necessary to seek waivers from SED and/or additional staffing to accommodate the transition to a consolidated program.
3. A consolidated district would present the possibility of broadening and deepening the music offerings to all students, particularly those currently enrolled in Elmira Heights.
4. The High Schools operate on dramatically different academic schedules. Consolidation would require attention to transitional issues and preparation of one or both faculties to a different instructional delivery model.
5. Horseheads High School offers a significantly deeper curriculum and offers greater student choice by virtue of its size and attendant resources. Elmira Heights currently does not offer high school students technology or FACS courses at the home school, but supports a large contingent of students taking CTE courses at GST BOCES.
6. There have been reductions in course offerings, both mandated and elective, in both school districts. The impact has been to reduce opportunity, increase the number of students in study halls, and raise class sizes in remaining courses. Given that a number of non-mandated courses have been reduced or eliminated, further cuts will likely impact more directly the scheduling and class sizes of core academic courses.
7. The special education classification rate in Elmira Heights is 14.3%; in Horseheads 12.6%. However, the specific classifications in the two districts appear relatively compatible given the differential in overall classification rate. Exceptions are noted in the autism and emotional disability categories (in which Elmira Heights appears to have a disproportionately large classification rate relative to Horseheads) and in speech/language impairment (in which the Horseheads classifications appear larger than in Elmira Heights). Intermediate Care Facility, a group home located in Elmira Heights, has an impact on their classification designations. It is also noted that the districts employ

different special education tracking software which will require transition to one software package.

8. Student assessment outcomes in Elmira Heights and Horseheads present some significant differences. Consolidation would enable students in both districts to access the strongest programs in either district and provide an environment consistent with greater academic achievement for all students.

**Recommendations for an Elmira Heights Horseheads consolidated district. The new board of education and/or its administration should:**

1. Appoint a committee of elementary teachers, administrators and parents to review existing pre-kindergarten through grade five programs and make recommendations for a common curriculum.
2. Review elementary student performance annually to ensure that there are no differences in student achievement attributable to the elementary school attended. Three years after a merger, secondary student achievement data should also be reviewed for the same reason.
3. Study the current middle school schedules, including frequency and structure of class offerings, to ensure students meet all middle school requirements during the transition.
4. Appoint a committee of secondary teachers, administrators, students, and parents to study existing high school programs and instructional schedules, choose a preferred scheduling model, identify critical transition issues, plan professional development to prepare faculty and staff, and oversee implementation of the plan. (Note: In order to assure sufficient staffing levels as projected in Chapter 8, consultants assumed adoption of the “intensive semester block schedule” used at Horseheads High School,)
5. Provide all high school courses now being offered in both districts, assuming sufficient enrollment.
6. Seek efficiencies in student scheduling in order to use existing staff to offer additional high school elective courses.
7. Increase educational opportunity for all students, as much as possible, based on priorities expressed by the Community Advisory Committee. Specifically:
  - Increase the number of CTE, advanced placement, and on-line course opportunities;
  - Return courses cut and look to prevent future course reductions;
  - Maintain 2014-15 elementary and secondary average class sizes and class size ranges, and;
  - Examine opportunities for “magnet schools” and/or gifted and talented programs.

8. Appoint a committee of special education teachers, administrators, and parents to plan programs and instruction in the new district and ensure policies and procedures are consolidated and clear. In addition, the new Committees on Special Education and Pre-School Special Education should have proportionate representation from each former district.



## **Athletic Programs and Extra-Curricular Opportunities**

### **Key Findings:**

1. Due to its size, Horseheads CSD offers the more comprehensive interscholastic athletic program. The student participation level in nearly all sports is strong. Elmira Heights offers a less comprehensive program commensurate with its smaller size. One effect of consolidation would be significantly more sports offered to Elmira Heights' students.
2. With regard to participation opportunities, the analysis offers a scenario in which there would be gains and losses, depending on the specific sport, with the cumulative effect being 17 additional student participation opportunities. However, given current participation rates in the two districts, the most popular sports (basketball, baseball, softball volleyball, track, wrestling, and cheerleading) would offer fewer opportunities to be on a team in a consolidated district and thus greater competition for the available positions.
3. Consolidation could provide the opportunity and motivation to modify athletic opportunities to engage more students. Intramural programs could be created that emphasize competition at appropriate levels, as well as alternative athletic/exercise activities such as cross-country skiing, hiking, cycling, fitness programs, and running.
4. Coach/athlete instruction and supervision ratios would be improved in a consolidated district. Increasing the number of assistant coaches according to team enrollment would have the effect of achieving appropriate coach/student ratios.
5. Struggling teams could become more competitive in a consolidated district program; currently competitive teams might well become stronger.
6. It is apparent that the only effective path to creating additional interscholastic athletic opportunities in a consolidated district would be to add sports not currently offered in either school district. Given sufficient competition in the region, ice hockey and field hockey are possibilities.
7. There is potential to realize modest fiscal savings in a consolidated district through the reduction of coaching positions/stipends, a reduction in the number of contests and resulting transportation costs, and the elimination of redundant contractual costs.
8. Extra-curricular activities provide a variety of opportunities for the diverse interests of students at low cost.
9. Both districts offer a variety of activities, some of which are similar in nature. Over the past five years, each district has been forced to reduce stipends available to support supervision/sponsorship of activities, effectively limiting student opportunity.

10. A consolidated district presents a larger “critical mass” of students and their interests, allowing for more opportunities.
11. A consolidated student body and staff would be able to maintain traditions and create new opportunities at minimal expense within a reorganized district.

**Recommendations for an Elmira Heights Horseheads consolidated district. The new board of education and/or its administration should:**

1. Appoint a “transition committee” to plan and organize the new athletic/interscholastic sports program. The committee might include athletic directors, coaches, faculty, students, parents, alumni and community members. The committee should be charged with recommending policy and practice for creating teams, selecting coaches, and guiding the entire athletic program.
2. Create additional athletic participation opportunities by maximizing team participation levels and ascertaining student interest in new sports.
3. Engage students from both districts in a process to make recommendations about such matters as team names, logo, colors and school mascot.
4. Provide all of the extra-curricular activities currently offered in both districts, assuming sufficient student participation. By removing duplication and promoting efficient scheduling, the new district could provide additional opportunities without increasing costs.

## **Facilities**

### **Key Findings:**

1. Residents in both communities have supported capital projects to assure appropriate, functional, and safe learning spaces for children.
2. Elmira Heights' capital expenditures of \$11,482,737 in the past five years addressed most of the architect's comments from the 2010 Building Condition Survey. Cohen ES/MS and Thomas Edison HS are in excellent shape.
3. Horseheads' capital expenditures of \$5,605,666 addressed some of the architects' comments from the 2010 BCS. However, significant building improvements are warranted. The additional building aid available through reorganization (95% NYS share and 5% local share) would benefit local taxpayers. A consolidated district would also be eligible for approximately \$1.9 million in additional building aid on current capital debt.
4. Both districts have more than sufficient classroom space to support current enrollments. A consolidated district high school located at the current Horseheads High School site would require capital improvements and some additional classrooms. Moving the district office to another site and building a classroom addition linking the north and south wings should be sufficient to address high school space needs.
5. Thomas Edison High School is in excellent condition. However, there is not enough classroom space available to support multiple grade levels in a consolidated district (a minimum of three grade levels is recommended).
6. Sing Sing Road has the classroom capacity, acreage, and ancillary amenities necessary to serve a grades six through eight middle school.
7. Cohen ES/MS has the requisite classrooms and other accommodations to serve a larger elementary population. Sufficient classrooms would be available for regular instruction, special education, remedial services, and GST BOCES lease. Big Flats, Gardner Road, and Ridge Road would have sufficient classrooms to educate student populations of 500 to 600 students.

### **Recommendations for an Elmira Heights Horseheads consolidated district. The new board of education and/or its administration should:**

1. Consider locating pre-kindergarten through grade five elementary schools at the following locations: Cohen ES/MS, Big Flats ES, Gardner Road ES, and Ridge Road ES.
2. Consider locating a grades six through eight middle school at the Sing Sing Road site.
3. Consider locating a grades nine through twelve high school at the current Horseheads High School site.

4. Conduct a facility utilization study to determine alternative uses for excess buildings or decommissioning space to reduce costs.
5. Contract with an architect for the purpose of developing a capital project to identify and address all building issues, particularly deficiencies identified in the 2015 Building Condition Surveys. Deficiencies such as auditoriums, cafeterias, and athletic facilities identified by the Community Advisory Committee should also be addressed.

## **Support Services (Transportation, Food Service, and Informational Technology)**

### **Key Findings:**

1. Extensive cooperation currently exists between Elmira Heights and Horseheads for transportation services. Elmira Heights contracts with Horseheads for office space, bus maintenance, limited bus routes, and parking. Bus drivers and buses are frequently shared to provide effective and efficient service in both districts.
2. Both districts have adequate personnel and vehicles to transport students safely to and from schools.
3. Both districts have excellent safety records and have been recognized by the NYS Department of Transportation for highly successful initial bus inspection passing rates.
4. In a consolidated district, it appears the time students spend on buses would not change substantially from current conditions; in fact, some Elmira Heights students may experience shorter rides to certain Horseheads' facilities.
5. Eligibility for student transportation differs between the districts. In Elmira Heights, kindergarten through grade five students living more than one mile from Cohen E.S. are eligible for transportation. Grades six through 12 students are eligible for transportation if they live more than 1.25 miles from Cohen MS or Edison HS. In Horseheads, all students are eligible for transportation. Bus stops are located every  $\frac{1}{4}$  mile such that no student is required to walk more than  $\frac{1}{8}^{\text{th}}$  mile to a bus stop.
6. If a consolidated district is approved, the new board of education would need to adopt a single transportation policy. Adopting a policy similar to that of Elmira Heights would require 22 fewer drivers and 25 fewer buses. Adopting a policy similar to Horseheads would require approximately 10 additional drivers and eight buses.
7. A consolidated district would require only one transportation supervisor, and depending on which transportation policy is adopted, total costs would increase or decrease.
8. Elmira Heights and Horseheads both participate in the National School Lunch and Breakfast Programs. Free and reduced-price lunch eligibility rates are higher in Elmira Heights. While there are some variations, breakfast and lunch meal prices are similar.
9. Both districts participate in the Greater Southern Tier BOCES food service program and share the same food service director. If consolidation is approved, merging the two food service programs would be relatively seamless.
10. In a consolidated district, savings may be realized in personnel costs. One full-time director could oversee the food service program, and with the elimination of selected serving sites, additional personnel savings would be realized.

11. Elmira Heights and Horseheads contract with GST BOCES for technology services. BOCES staffing is used extensively in both school districts.
12. Both districts have adequate electronic devices to support teaching and learning. Both districts have an annual budget allocation to replace hardware.
13. With the exception of special education software, all other major software applications are the same in both districts. If consolidation is approved, one special education software program would need to be selected for the new district.
14. Because of the extensive use of GST BOCES personnel and the similarity of networks, hardware, and software, we would not anticipate the transition to a consolidated information technology system to be difficult.

**Recommendations for an Elmira Heights Horseheads consolidated district. The new board of education and/or its administration should:**

1. Review all current transportation guidelines and adopt consistent policies for the new district. In so doing, resolve the transportation eligibility differences between the districts. Given the rural/suburban nature of both communities, consider busing eligibility more in keeping with the current Horseheads policy.
2. Contract with a professional firm, such as Transportation Advisory Services, to assist in developing a cost effective transportation system, including the most efficient bus routes required to serve the consolidated district.
3. Select one IT special education tracking system.
4. Continue to support annual computer hardware and software acquisitions and upgrades.
5. Continue to contract with GST BOCES for food service.

## Employee Contracts

### Key Findings:

1. The consolidation of the Elmira Heights and Horseheads School Districts would require the negotiation of new contracts between the labor unions and the newly formed board of education. Existing contracts would remain in place until successor agreements are negotiated. It should be noted, however, that labor and management are free to negotiate contracts that vary from the existing contracts in either district.
2. Many of the teacher contract provisions are similar, and in our opinion, could be successfully negotiated in a consolidated district successor agreement. However, provisions such as health care and preparation time/teaching loads (based on differing instructional models) would require the establishment of common plans or understandings not currently in place. The contracts also differ as to how the total money allocated to teacher salaries is distributed. Generally speaking, the Horseheads salary schedule favors teachers in the beginning of their careers, while Elmira Heights teachers benefit more as they progress through the latter steps of the salary schedule.
3. Faculty are paid stipends to supervise clubs and activities and salaries to coach sports. The Horseheads contract identifies more extracurricular positions for which stipends are offered, and especially with regard to coaches' salaries, provides a higher rate of pay. However, while there are differences in the identification, calculation, and amounts of these stipends and salaries, collectively the cost is minimal, and in our opinion, could be successfully negotiated. In addition, we would anticipate savings resulting from the reduction in the number of advisors and/or coaches needed, given the consolidation of sports and activities.
4. Support staff members are represented differently in Elmira Heights and Horseheads, with Horseheads staff members represented by eight different bargaining units and Elmira Heights by one unit representing non-certificated staff and teaching assistants.
5. As was the case for teachers, many support staff contract provisions are similar, and in our opinion, could be successfully negotiated in a consolidated district successor agreement(s). More substantive areas of negotiation would include reconciliation of salary differences, health care benefits, and benefits accrued through longevity and at retirement.
6. A review of building level administrative contracts indicates both similarities and differences. Both districts have similar leave provisions, although the Horseheads contract contains more leave opportunities, such as the provision for sabbatical leaves. Both contracts contain typical vacation, longevity, and retirement provisions, although Horseheads' contract tends to be richer and/or to offer more options. Given unique circumstances within each district, each contract specifies benefits not found in the other district. As is the case for the other units, the administrative contracts would require the reconciliation of health care plans and provisions.

7. In addition to the Superintendent of Schools, both districts have several exempt positions and/or positions for which the districts maintain individual employment agreements. Within each district, contracts for these exempt positions tend to be similar in nature, with provisions mirroring those negotiated by the larger bargaining units.
8. Should a consolidation take place, the new board of education is free to hire one or the other of the sitting superintendents, or it may choose to hire another individual. In either case, a new contract would be negotiated with the selected individual. However, the new board of education is obligated to honor the terms of the sitting superintendents' contracts until these contracts expire or until the superintendents are employed elsewhere.

**Recommendations for an Elmira Heights Horseheads consolidated district. The new board of education and/or its administration should:**

1. Institute collective bargaining processes with all new bargaining units, the end product being contracts that will help ensure the fiscal viability of the new district. In addition to addressing the differing union representation models currently in place within the two districts, this will entail addressing substantive issues such as employee salaries and benefits.
2. Determine an administrative structure that identifies those central office administrative positions for which individual contracts are desirable and negotiate model contracts.



## Staffing

### Key Findings:

1. The Elmira Heights and Horseheads Central School Districts have experienced revenue losses during the past five years that have translated into significant reductions in program and personnel. Elmira Heights reduced teaching faculty by 12 positions, the entire employment base by 28 positions; Horseheads faculty has been reduced by 53 positions, the entire employment base by 130 positions.
2. In total, the two school districts have reduced staffing costs by over \$12,000,000 in the period 2009-010 through 2014-15. The efficiencies inherent in a consolidation would provide opportunity for additional staff reductions at a savings of over \$1.5 million. These additional savings must be viewed in the context of the significant reductions already made.
3. Consolidation would serve to enhance significantly the academic and extra-curricular programs and provide some stability and strength to the athletic programs. A consolidated district staff could offer academic programs and support equal to the combined offerings of the current districts at a lower cost. Given anticipated efficiencies in instructional delivery and course enrollment, additional academic program enhancements might well be possible with few if any staff increases.
4. District-level administration and building staff consolidations offer significant cost savings. Given the current number of district-level administrative positions within the Horseheads District, transition to a consolidated district could be made without additional personnel.
5. If a consolidated district's board of education chooses to adopt the current Horseheads policy to transport all students to their schools, there would be significant additional equipment and personnel costs. Contracting with one of the well-known New York State companies specializing in school district transportation studies to identify student transportation efficiencies could ameliorate some of those costs.
6. Additional non-instructional support staff reductions might be achieved in areas such as buildings and grounds or food service. Should a decision to consolidate be made, detailed analyses of required facilities and services could yield additional savings.

### **Recommendations for an Elmira Heights Horseheads consolidated district. The new board of education and/or its administration should:**

1. Maintain administrative staffing to provide the following structure:
  - 1 superintendent
  - 1 business administrator
  - 1 director of elementary education
  - 1 director of secondary education

- 1 assistant director of elementary and secondary education
  - 4 elementary school principals
  - 1 middle school principal
  - 1 middle school assistant principal
  - 1 high school principal
  - 2 high school assistant principals
  - 1 central enrollment/data manager
  - 1 director of student services
  - 1 CSE chairperson
  - 1 human resources director
  - 1 human resources clerical support
  - .8 FTE athletic director
  - 1 superintendent of buildings and grounds
  - 1 transportation supervisor
  - 1 food service director
  - 1 information technology supervisor
  - 8 IT specialists
  - 1 community information specialist
  - 1 administrative assistant/district clerk
2. Maintain current faculty and instructional support staffing from both districts with the following exceptions:\*
- Reduce 3 FTE 6-8 core staffing (English, math, social studies, science) to reflect enrollment needs;
  - Add 4 FTE 9-12 core staffing (English, math social studies science) to meet enrollment needs;
  - Reduce 3 FTE K-12 special education staff to reflect enrollment needs;
  - Add 1 FTE K-12 physical education teacher to meet elementary school physical education instruction mandate;
  - Add 1 FTE K-12 art teacher to meet elementary enrollment need for certified art instruction;
  - Add .75 FTE family and consumer science teacher to meet 7-12 enrollment/certification needs;
  - Reduce 3 FTE 7-12 LOTE teachers to reflect enrollment needs;
  - Add .5 FTE 7-12 technology teacher to better provide instruction for students in each school;
  - Add .4 FTE 7-12 health teacher to meet NYS mandates;
  - Reduce 1 FTE K-12 library media specialist due to elementary school building closure;
  - Reduce 3 special education teaching assistants to reflect enrollment needs;
  - Reduce 3 school nurses due to building closure;
  - Add 1FTE school psychologist to meet enrollment need.

\*Note: This projection is developed to meet the staffing requirements for the intensive semester block schedule currently used at Horseheads High School. A decision to employ a different high school schedule may require additional or fewer staff.

3. Develop and implement a plan to ensure appropriate non-instructional support staffing levels.

## **Fiscal Condition of the Districts**

### **Key Findings:**

1. Reductions in NYS aid through the deficit reduction assessment and the GAP elimination adjustment have created financial stress for the Elmira Heights and Horseheads Districts, resulting in significant staff reductions and program cutbacks and/or elimination. In the period from 2009-10 through and including 2015-16 projections, state aid for Elmira Heights has been reduced by \$7,395,025; state aid for Horseheads has been reduced by \$27,823,343.
2. Both districts have experienced annual operation losses (expenditures exceeding revenues). Elmira Heights' annual expenditures exceeded revenues in 2010-11 and 2011-12. For the past two years and for 2014-15 projected, annual revenues exceeded expenditures. Since 2011-12 through and including the 2014-15 projected budget, Horseheads' annual expenditures have exceeded revenues. Both districts have reduced fund balances to offset the deficit spending. Between 2009-10 and 2013-14, the Elmira Heights fund balance, including reserves, decreased \$860,657 (17%); the Horseheads fund balance decreased by \$3,241,231 (12%).
3. Elmira Heights' current total capital debt (principal and interest) is \$12,032,288 with a local share of \$899,810; Horseheads' current capital debt (principal and interest) is approximately \$18,013,800 with estimated NYS building aid of \$21,638,640. Building aid exceeding the total debt results from the mechanism Horseheads has used to structure capital improvements. In a consolidated district, Horseheads debt would be aided at Elmira Heights' higher building aid ratio. The consolidated district would be eligible for approximately \$1,902,393 in additional building aid for existing Horseheads' debt.
4. Both districts have historically strong support for budget, bus purchase, and capital propositions. Elmira Heights ten year average "yes" vote on the budget proposition was 70%; the Horseheads average was 61%.
5. The full value assessment in Horseheads is considerably higher than in Elmira Heights. In the past five years, the full value assessment in Elmira Heights increased 9% or 1.8% average annual growth. In Horseheads, the five year full value assessment growth was 12.3% or 2.5% annual average growth.
6. The 2014-15 tax rate was \$22.05/\$1,000 FV in Elmira Heights and \$17.84 FV in Horseheads. Addressing this \$4.21 disparity in district tax rates would require utilization of a portion of the incentive aid. NYS law authorizes different tax rates in a consolidated district for a period of time to gradually bring the two rates to a single district rate.
7. The estimated \$60.9 million in reorganization incentive aid would help both districts stabilize tax rates, improve fiscal solvency, and improve the educational program for students.

8. Consolidation would result in an estimated \$1.5 million in staffing cost savings, as well as an additional \$350,000 in other savings. Taking advantage of economies of scale, eliminating duplication, reducing contract services, and decommissioning buildings or sections of buildings may result in further cost savings.
9. The cost of employee benefits in Horseheads has increased dramatically. Such costs in Elmira Heights have increased at a more controlled rate. Elmira Heights offers its employees an excellent health insurance plan at a cost substantially lower than the cost of the health insurance plan covering Horseheads employees.

**Recommendations for an Elmira Heights Horseheads consolidated district. The new board of education and/or its administration should:**

1. Develop and monitor the 2016-17 budget to assure the projected reorganization savings and efficiencies are realized.
2. Develop a long-term financial plan to establish, fund, and preserve legally authorized reserve funds.
3. Implement additional efficiencies and cost saving measures to reduce the per pupil cost of educating students. In a consolidated district of 5,160 students, reducing the per pupil cost to a level approximating per pupil costs in Orchard Park CSD, an excellent district in Erie County, would yield cost savings approaching \$1 million.
4. Review special education placements. Substantial savings may be realized through more district-operated programs. With combined student populations, there may be sufficient numbers of students of similar age and needs for a consolidated district to provide special education programs that are currently contracted to BOCES.
5. Review all general support expenditures including public notices, legal fees, audit, insurance, school association dues, utilities, equipment, and supplies for additional cost savings.
6. Review strategies to control escalating health insurance premium costs. Consolidated district employees covered under a plan similar to the plan currently offered Elmira Heights employees would yield excellent employee health coverage at significant savings.

## **List of Tables and Figures**

Table 1-1	Comparative Demographic Information	13
Table 1-2	Comparative Demographic, Achievement, and Financial Data	18
Table 2-1	Elmira Heights Central School District Live Births and Kindergarten Enrollment	21
Table 2-2	Horseheads Central School District Live Births and Kindergarten Enrollment	21
Table 2-3	Elmira Heights Central School District Six-Year Student Enrollment History	22
Table 2-4	Horseheads Central School District Six-Year Student Enrollment History	23
Table 2-5	Elmira Heights Central School District 10-Year Enrollment Projection	24
Table 2-6	Horseheads Central School District 10-Year Enrollment Projection	25
Table 2-7	Combined Elmira Heights and Horseheads Central School Districts 10-Year Enrollment Projection	26
Figure 2-1	Ten-Year Enrollment Projection Comparison	27
Table 2-8	Universal Pre-Kindergarten Enrollment History – 2009-10 to 2014-15	28
Table 2-9	Resident Pupils Attending School Elsewhere – 2014-15	29
Table 3-1	Elementary School Class Sizes/Sections – 2014-15	34
Table 3-2	Middle School Average Class Sizes/Class Size Range – 2014-15	35
Table 3-3	High School (Grades 9-12) Average Class Sizes/Class Size Range – 2014-15	35
Table 3-4	Elementary Program Comparison – 2014-15	36
Table 3-5	Cohen (Elmira Heights) Middle School Specials Grades 6-8	39
Table 3-6	Horseheads Middle School Specials Grades 7-8	40
Table 3-7	Elmira Heights – Horseheads Music Programs	41
Table 3-8	T.A. Edison High School and Horseheads High School 2014-2015 Course Offerings	43

Table 3-9	College Level Course Enrollment – 2014-2015	50
Table 3-10	Program Reductions Since 2008 Elmira Heights Central School	51
Table 3-11	Program Reductions Since 2008 Horseheads Central School District	52
Table 3-12	Special Education/504 Placement – 2014-15 Elmira Heights and Horseheads	54
Table 3-13	Student Achievement NYSED Test Data for Grades 3-8 Percentage of Students Scoring at Levels 3 & 4	56
Table 3-14	Student Achievement Percentage of Students Scoring Fail/Pass/Mastery on NYS Regents Exams	57
Table 3-15	Student Achievement Graduation Rates	58
Table 4-1	2014-2015 Athletic Programs Comparison Fall	64
Table 4-2	2014-2015 Athletic Programs Comparison Winter	65
Table 4-3	2014-2015 Athletic Programs Comparison Spring	66
Table 4-4	Elmira Heights Horseheads Current and Projected Consolidated Athletic Opportunities Fall	67
Table 4-5	Elmira Heights Horseheads Current and Projected Consolidated Athletic Opportunities Winter	69
Table 4-6	Elmira Heights Horseheads Current and Projected Consolidated Athletic Opportunities Spring	70
Table 4-7	Elmira Heights Horseheads Current and Consolidated Athletic Opportunities Summary	71
Table 4-8	Elmira Heights Horseheads Current and Consolidated Coaching Positions Fall	72
Table 4-9	Elmira Heights Horseheads Current and Consolidated Coaching Positions Winter	73
Table 4-10	Elmira Heights Horseheads Current and Consolidated Coaching Positions Spring	74
Table 4-11	Elmira Heights Horseheads Current and Consolidated Coaching Positions Summary	74

Table 4-12	Elmira Heights and Horseheads Extra-Curricular Activities Elementary School	77
Table 4-13	Elmira Heights and Horseheads Extra-Curricular Activities Middle School	78
Table 4-14	Elmira Heights and Horseheads Extra-Curricular Activities High School	79
Table 5-1	Elmira Heights CSD Building Condition Survey August 2010	83
Table 5-2	Elmira Heights CSD BCS Architect Comments	83
Table 5-3	Horseheads CSD Building Condition Survey October 2010	84
Table 5-4	Horseheads CSD BCS Architect Comments	87
Table 5-5	Comparison of District Facilities and Maintenance	90
Table 5-6	District Class Size Guidelines	92
Table 5-7	Estimated Building Capacity	93
Table 5-8	Required Elementary Regular Classrooms	100
Table 5-9	Designated Building and Classroom Scenario	101
Table 6-1	Comparative Transportation Analysis	104
Table 6-2	Elmira Heights CSD Bus Fleet Information	107
Table 6-3	Horseheads CSD Bus Fleet Information	108
Table 6-4	Distance and Estimated Travel Time Between Selected Addresses and School Buildings	112
Table 6-5	Comparison of Current and Consolidated Bus Runs	112
Table 6-6	Comparative Food Service Information	115
Table 6-7	Information Technology Comparison	118
Table 7-1	Employee Bargaining Units	121
Table 7-2	Teacher Contract Comparison	123
Table 7-3	Selected Teacher Salary Schedule Comparisons – 2014-15	129



Table 7-4	Selected Extracurricular Salary Stipend Comparison – 2014-15 Step or Level 1	131
Table 7-5	Coaches’ Salary Schedule Comparison – 2014-15	132
Table 7-6	Comparison of Selected Provisions within Support Service Contracts	136
Table 7-7	Selected Entry Level Support Staff Salary Comparisons – 2014-15	142
Table 7-8	Administrative Contract Comparison	143
Table 7-9	Exempt Positions and/or Positions for which the District Maintains Individual Employment Agreements and 2014-15 Contract Salaries	149
Table 8.1	Six-Year Personnel Loss Elmira Heights Central School District 2009-10 – 2014-15	153
Table 8.2	Six-Year Personnel Loss Horseheads Central School District 2009-10 – 2014-15	154
Table 8.3	2014-15 Staffing Comparison Elmira Heights – Horseheads	155
Table 8-4	Consolidated District Staffing 2016-17	161
Table 8.5	Consolidated District Staffing SummaryType equation here.	168
Figure 9-1	Total NYS Aid 2008-09 through Projected 2015-16	172
Table 9-1	GAP Elimination/Deficit Reduction Adjustment	172
Figure 9-2	Elmira Heights CSD Revenue and Expenditure Comparison 2009-10 through Projected 2014-15	174
Figure 9-3	Horsehead CSD Revenue and Expenditure Comparison 2009-10 through Projected 2014-15	175
Figure 9-4	Elmira Heights Fund Balance 2009-10 through 2013-14	176
Figure 9-5	Horseheads Fund Balance 2009-10 through 2013-14	176
Figure 9-6	Annual Operation Gain/ (Loss)	177
Table 9-2	Elmira Heights CSD Employee Salary and Benefits 2009-10 through 2013-14	178

Table 9-3	Horseheads CSD Employee Salary and Benefits 2009-10 through 2013-14	178
Table 9-4	TRS and ERS Contribution Rates 2009-10 through 2014-15	179
Table 9-5	Comparative Elmira Heights Horseheads Financial and Other Data 2014-15	179
Table 9-6	General Fund Equity Comparison as Of June 30, 2014	180
Table 9-7	Elmira Heights Building Debt, State Building Aid, District Share 2014-2028	181
Table 9-8	Horseheads Building Debt, State Building Aid, District Share 2014-2027	181
Table 9-9	Elmira Heights Horseheads CSD Budget Vote Results 2005 through 2014	182
Table 9-10	Comparative NYS Aid Less Building Aid Analysis	183
Table 9-11	Comparative Property Tax Levy Analysis	184
Table 9-12	Comparative Total District Full Value Assessment	185
Table 9-13	Comparative District Full Value Tax Rate	186
Figure 9-7	Estimated Operating Incentive Aid	187
Figure 9-8	Estimated Local Share Building Aid	188
Table 9-14	Revenue Comparison	188
Table 9-15	Expenditure Comparison	189
Table 9-16	Assessment and Tax Rate Comparison	190
Figure 9-9	Employee Benefit Comparison	192
Table 9-17	2015-16 Budget and Per Pupil Cost Comparison	193

## **Appendix (attached)**