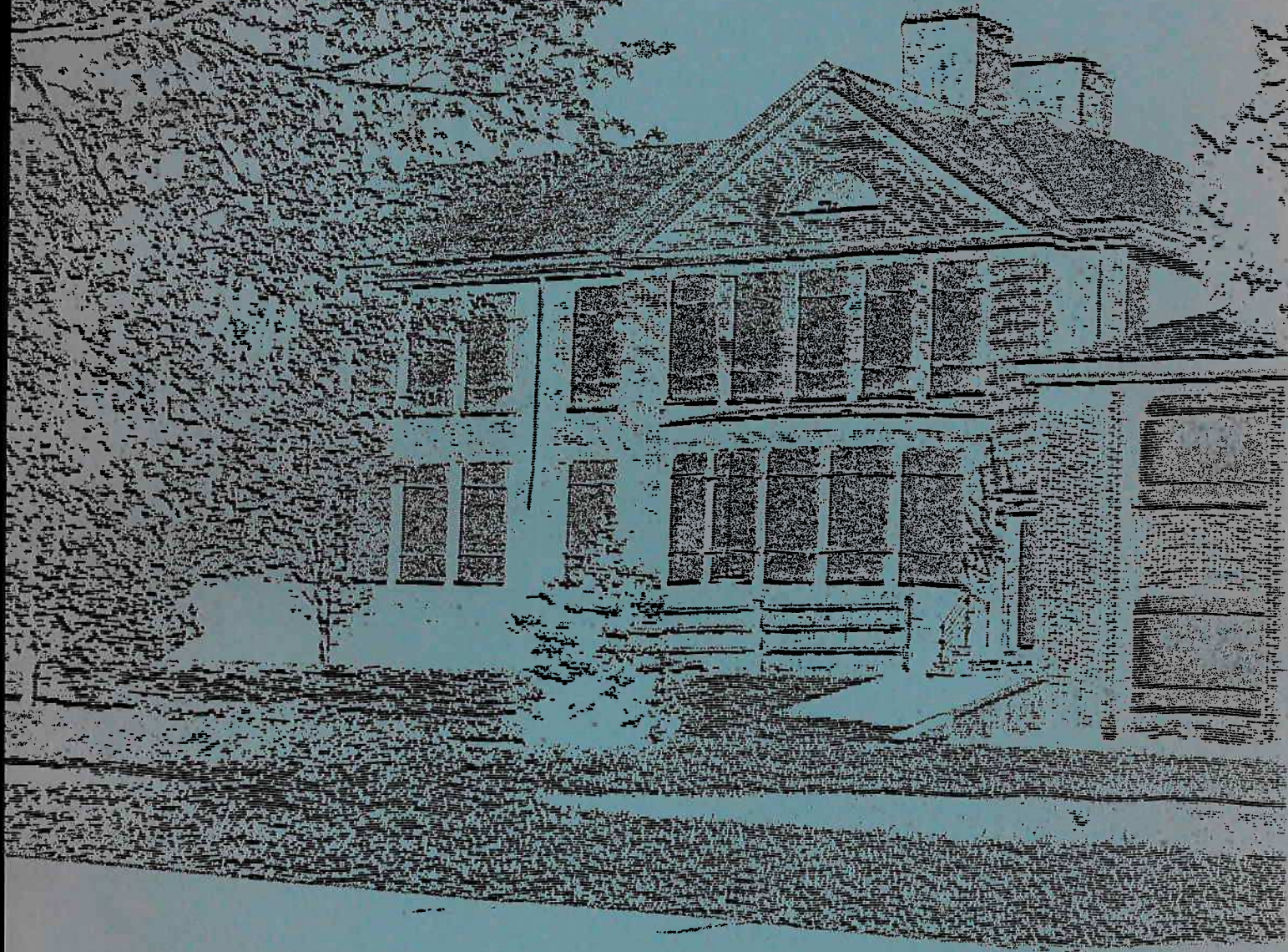


School Consolidation Report County of Suffolk New York

1989



Committee on Education,
Arthur J. Kremer - Chairman
Local Government Council on the
Elimination of Waste and Duplication,
Lee E. Koppelman - Chairman

Patrick G. Halpin
County Executive

COUNTY OF SUFFOLK



OFFICE OF THE COUNTY EXECUTIVE

PATRICK G. HALPIN
COUNTY EXECUTIVE

December 27, 1989

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The Honorable Patrick G. Halpin
Suffolk County Executive
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Hauppauge, New York 11788

Dear County Executive Halpin:

In deciding the order of priority, the subcommittees chose school consolidation first because of the dramatic impact this effort could have on the local tax effort. Consolidation cannot save money for all Suffolk taxpayers, but it could conservatively save between \$55 million and \$70 million if 71 districts were reduced into 30 to 35 districts. It should be noted that while some districts will resist consolidation, others want to get the benefits of such a step and would support such an effort. In some instances, districts have endorsed consolidation only to learn that the merging of the districts would drive up local taxes dramatically.

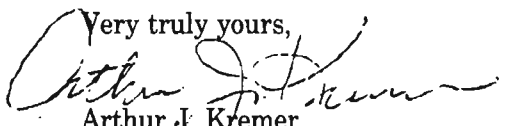
Present state laws do not encourage consolidations and, unless changes are made to provide meaningful incentive aid, no consolidation will occur. The Task Force urges that the Governor, the Commissioner of Education and the elected state legislators from Long Island be enlisted to see that changes are made at the 1990 legislative session to encourage voluntary consolidations. In addition, the State Education Department should formally endorse its own consolidation study for Suffolk County.

As stated earlier, it is expected that consolidation will save a substantial amount of money, but such savings should not be an excuse to reduce other forms of state aid to Suffolk County. The schools in this county are delivering excellent educational services. Those services should be shared among districts of all sizes and consolidation is the proper vehicle.

Lastly, I would like to express my appreciation to the three subcommittee chairs, Dr. Edward Milliken, Dr. David G. Salten and Supervisor Joseph Janoski, for their hard work and countless hours to complete this first stage. A special vote of thanks to Dr. Lee Koppelman, Dr. Fred Rosenberg, Janet DeMarzo and other key staffers without whom we could not have met our timetable for submission of the consolidation study.

Local Government Council
on the Elimination of Waste and
Duplication Committee on Education

AJK:ba
Enclosure

Very truly yours,

Arthur J. Kremer
Chair

SCHOOL DISTRICT CONSOLIDATION REPORT

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AND DUPLICATION**

December, 1989

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ACKNOWLEDGMENTS

In a project complicated by varying opinions and feelings and a variety of knowledge and studies which are sometimes in disagreement, thanks must be given to those who helped in many ways. Alan Austen, Superintendent, Comsewogue; Walter Arnold, Superintendent, Kings Park; Dr. Anthony Pecorale, Superintendent, Lindenhurst; Dr. Raymond DeFeo, Superintendent BOCES I and Dr. Edward Milliken, Superintendent BOCES II -- all in Suffolk County -- gave generously with time and advice in addition to serving on the Education Committee.

Dr. George Goldstein, Superintendent of Sewanhaka Central High School District, Nassau County, made an admirably ordered presentation of the pros and cons of a central high school district organization. Mr. Richard C. Evans, Superintendent of Eastport Union Free School District, the district's business manager, Mr. Robert Gordon and Mr. Clayton Huey, project consultant provided a great deal of insight as well as information on the problems of school district consolidation in the Eastport area.

Mr. Kenneth Rowe, Chief, Bureau of School District Organization, New York State Education Department, as always gave valuable suggestions and information on school district consolidation laws and fiscal aids and referred us to important studies. We thank Professor Emil J. Haller, Department of Education, Cornell University for the copy of the influential study he co-authored with David M. Monk, Organizational Alternatives for Small Rural Schools. Mr. Philip Ellis, of the New York State United Teachers staff in Albany provided a wealth of material on school district and class size studies.

Locally, a number of school administrators responded quickly and helpfully with information as they were contacted. Among these were Ronald Bale, Treasurer and Dr. Vocco of the Commack School District, Mr. Bruce Singer of Comsewogue School District, Mr. Ramon, Administrative Assistant of the Central Islip School District, Dr. Laile Fairbairn of the South Country School District and Mr. Robert Greenberg, Assistant Superintendent of the South Huntington School District.

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PROLOGUE

This Prologue is the result of work by the members of the Education Committee of the County Executive's Council on the Elimination of Waste and Duplication, on the report on School District Consolidation, which follows. The Education Committee members listened, discussed, commented on the report, pointed to areas that needed clarification and strengthening. The Committee's work resulted in the findings and recommendations reported below, and also showed a need to correct misconceptions on the scope and consequences of school district consolidation. In the best sense of the word, this group of educators, business and civic leaders fulfilled the role of an advisory committee. They and it advised.

Following the findings and recommendations, there are two sections. One reflects the questions and concerns raised by Committee members, and answers are given. The second indicates the next steps to make the proposals a reality. The report itself then follows.

FINDINGS AND RECOMMENDATIONS

1. By consolidating the 70 school districts of Suffolk County to 30-35 districts, an improved educational environment can be provided for the County's school children with resulting savings in operating costs plus increased incentive aids provided by the State which can significantly reduce property taxes in the districts involved.

The recommended consolidations are as follows:

- a) The East End's North Fork from Laurel to Oyster Pond as one district
- b) The East End's South Fork from Westhampton Beach to Montauk as one or two districts
- c) All other districts in the County with the long-run potential of less than 5,000 enrollment which should merge with others to create new districts with long-run potential of more than 5,000 enrollment
- d) Districts with more than 5,000 enrollment would have the opportunity to share in the incentive benefits of consolidation by merging with smaller districts

2. With such consolidations, the educational quality of many school districts would improve as curriculum that cannot be offered in smaller districts because of a lack of an adequate size student body - - except at exorbitant costs - - could be made readily available. This is especially true for the higher grade levels with advanced courses in English, sciences, mathematics, social studies, business oriented curricula, languages, etc.

3. While such consolidation and district enlargement will improve the educational environment at the upper grade levels, it will not

diminish in any way the quality of education offered at lower grade levels. There is no proof in the data available for Suffolk County that district size is a factor providing either a superior or inferior environment for grade school education.

4. At a minimum, consolidation can cut nearly \$55,000,000, perhaps \$70,000,000 and more, from the operating costs of the smaller school districts of Suffolk County. For the districts involved, this was in total equivalent to over 11% of property taxes levied for school purposes in 1987.

- a) For the North Fork, the saving was over \$1,900,000
- b) For the South Fork, the saving was almost \$8,700,000, calculated on the basis of one district, but could be somewhat less with two districts
- c) For the remaining districts under 5,000 enrollment in the County, the saving was almost \$44,300,000

5. This estimate of expenditure saving is conservative for a number of reasons. It does not include a number of operating functions. It does not include capital savings. It is based on 1987 costs which are significantly larger today and will be more so in the future. It does not include larger school districts which also might benefit from merger with smaller ones.

6. In addition to the expenditure savings from consolidation, the merging districts could receive tens of millions of dollars more money from State incentive aids that could be applied to property tax reductions.

7. To accomplish this objective of reducing property taxes for merged districts, the following is proposed.

- a) The current State incentive building aid law should be retained - - Education Law 3602 (14c and 14f). This law allows use of the highest building aid ratio enjoyed by any of the merged districts from the 1981-1982 school year onward. It supplements this ratio by 20% of additional aid for any construction/renovation aid arising from the merger. For example, assume such new costs were \$3,500,000 and the annual debt service (principal plus interest) was \$500,000. If the regular building aid ratio was 60%, the State aid for this would be \$300,000. With the incentive clause, allowing 30% to the regular building aid, another \$90,000 would be added.
- b) The incentive operating aid formula should be revised to reflect different merger situations and the need for increased levels of incentive aid.

The current law for incentive operating aid - - Education Law 3602 (14d and 14f) - - states that a reorganized district shall be entitled to an additional 20% of operating aid computed for the merged district, for a period of five (5) years and then reduced by two percentage points each year. This creates a period of 14 years during which incentive aids are given.

A basic situation arises in which this incentive aid is inadequate to encourage mergers. When the operating aid per student received by a district is very small, a 20% incentive aid increase does not provide very much money. This is especially true with a flat grant district which receives \$360 per student. A 20% incentive grant yields \$72 more. A district with 5,000 students would thus receive \$360,000 more each year for 5 years and then watch that amount decline. A merged district

with 5,000 students could have a \$50,000,000 budget and \$360,000 would not weigh heavily in the balance for the districts considering such a merger.

Analysis of the Port Jefferson-Mount Sinai merger proposal - - merger of a flat grant district with one not flat grant - - showed that this would have produced a district receiving \$6,600,000 in State Aid and an incentive aid of \$671,000 in the 1993-1994 school year. With the districts operating separately, they would have received \$15,000,000 in basic formula aid, a difference of \$7,730,000. The property tax difference would have been even greater, roughly \$9,140,000, because it was assumed Mount Sinai would operate at the level of Port Jefferson's costs per student, which were substantially higher. These differences are discussed in the Objections and Answers section of this report.

A merger proposal for the North Fork dealt with a situation in which a number of flat grant districts would combine. The tax results for this showed that three districts would reduce taxes and three districts would increase taxes.

On a total budget of \$28,800,000, incentive aid under current law would have amounted to \$214,000, and the tax rate for the merged district would have been 66% higher for New Suffolk, 63% higher for Oysterponds and 11% higher for Southold.

These data show that there are at least three different merger situations which should have separate incentive aid formulas. Each would require revision of the current operating aid formula.

First, there is the situation of the merger of two districts which are not flat grant. The law for incentive aid in this situation should be changed in two ways. One way would be to base the incentive aid on all formula aid and not just basic operating aid. The second way would

offer two alternatives for calculating the district area used in the calculation. One alternative would be the merged district. The second alternative would be an estimate of the aid for each of the districts involved in the merger. The alternative yielding the greater amount of aid would be the one used.

The second situation is that of the merger of a flat grant and non-flat grant district - - i.e. the Port Jefferson-Mount Sinai situation. To remedy this, the following changes in incentive aid law are recommended.

- a) Incentive aid should be calculated on the basis of all formula aid and not for basic operating aid alone.
- b) The incentive aid should be based on an estimate of what each component district operating alone, would have received in such formula aid.
- c) The incentive aid percentage should be raised to 40%.

The third situation involves flat grant districts where some gain and some lose with consolidation. This often involves very small districts such as New Suffolk on the North Fork with 14 students in 1987-1988 or Laurel with 104, etc. In part, the reform of incentive aid follows the revisions presented for the other two.

- a) Incentive aid should be calculated on the basis of all formula aid, not just basic operating aid.
- b) Reorganization aid percentage should be revised to 40% of the above.
- c) For those districts which would have additional tax payments after merger instead of lower ones, an additional sum of money should be paid to keep them in a save harmless situation for 5 years after merger. Each year would be

calculated for each district as if it had been separate. From the sixth through the fourteenth year, this separate calculation would be made for each year but the amount of save harmless money given would decline by ten percent of the total annually.

8. To encourage districts to seriously consider merger at this time, it is proposed that a 10% incentive aid bonus be paid to any districts that merge within the next three years, and that this bonus be applicable for the next five years.

9. Taking cognizance of the findings of the Cornell study that rural districts should be organized on the basis of a 1,200 enrollment, it is proposed that, excepting those areas which are by reason of location relatively inaccessible to other districts, all districts within metropolitan statistical areas in the State having less than 1,200 long term enrollment, be encouraged to consolidate with other districts, to achieve this enrollment level.

10. To insure that all or a major part of expenditure and revenue gains from consolidation are returned to the taxpayers to reduce property taxes, the following is proposed.

- a) A seven member Countywide Consolidation Tax Review Board is established
- b) This Board shall be composed of members from the following groups in Suffolk County: a parent-teachers organization; a teachers' union; a school administrators' organization; a business organization; a civic taxpayers' organization; a member nominated by the County Legislature; a chairperson nominated by the County Executive.

Designations of membership in all groups, except the one

nominated by the County Legislature, are to be made by the County Executive and approved by the County Legislature.

- c) The responsibility of the Board shall be as follows:

In consultation with the school board of a merged district, the Board shall establish in each school year the total of the amount of operating funds saved as a result of consolidation, the amounts of formula operating incentive aid received and the amount of special incentive aid received per student. The Board shall also determine for the merged district in each school year the amounts required for new capital facilities expenditures arising from the merger and for new operating programs to improve pupil performance - - a need which may be especially serious in poorer school districts. The Board shall then determine in its opinion which portion of the combined total of operational savings and incentive revenues derived from consolidation shall be devoted to these new needs, and which portions shall be returned to the school district property tax payers as a rebate.

- d) If this determination is acceptable to the Board of Education of the merged school district, the County Board's proposal for a property tax rebate of all or part of three funds would be submitted to the voters of the school district for approval. If approved by the voters, the proposed share of operating and incentive aid funds gained from consolidation would be rebated to property tax payers. If not approved, the total of such monies shall be rebated to the property tax payers of the district.

- e) If the County Board's determination of a rebate amount is not acceptable to the school district board of education, the district board can propose an alternative. The alternative may range from no rebate to a total of all estimated gains derived from reduced expenditure and incentive revenues. Both the school districts' rebate proposal and the County Board's proposal shall be submitted to the voters for approval by a majority of those voting. If neither proposal is accepted by the voters, the total of funds gained from the merger shall be rebated to the property tax payers.
- f) It is proposed that the administration of such a program be developed with sensitivity to the needs of school districts in developing their annual budgets, and that problems of districts with austerity and contingency budgets would be recognized in recommendations and use of gains derived from consolidation.
- g) The merged district would be subject to this review and proposal only as long as incentive payments for consolidation are made.

11. To carry out the tasks of analyzing the budgets of the merged districts, consultation with the school boards and educators of these districts and to inform the voters of the tax rebate recommendations of the Consolidation Tax Review Board, a small staff will be needed. It is recommended that the funds for this staff be supplied from incentive funds supplied by the State. At the time that consolidation incentive funds are no longer being supplied to County school districts, both the Tax Review Board and its staff should cease operations.

12. To assure representation of all the districts merged into a new district, a system of weighted voting is proposed. Each school district would be represented on the new board in proportion to the number of voters registered within it. This system of weighted voting would continue as long as incentive payments are made, at which time voting for members of the school board would revert to the current system of district-wide voting.

13. The actual merger of school districts requires careful analysis planning, consultation among school board members, education professionals, parents and public. This is a time-consuming, complicated and expensive process. The current Department of Education allowance of \$20,000 efficiency grants is inadequate for this purpose. It is recommended that these grants be increased to \$50,000.

14. Finally, if some or all of these recommendations are not initially adopted on a State-wide basis, it is proposed that Suffolk County be used as a pilot area to test whether they can encourage consolidation and provide the educational quality and tax savings its citizens want and deserve.

OBJECTIONS AND ANSWERS

The Education Committee's work on consolidation of school districts produced a number of comments and observations about how people would react, about problems they had observed and concerns with outcomes and consequences. A number of these points centered on feelings of identity and autonomy and on protection of educational quality. Others centered on the fiscal side and the adequacy of incentives. Still others dealt with other approaches to cost saving and the relevance of consolidation to a number of problem areas.

Responses to these concerns are given below. In advance, these points should be made. Consolidation of school districts can provide substantial educational and fiscal gains to many of the taxpayers and public school students of Suffolk County. It is not and was never intended to be a panacea for all the ills. Other problems need other remedies. Consolidation does not stand in the way of other remedies, some of which have been proposed and are being worked on. It is one of several steps which should be taken, but it is also a major step.

1. Emotional Ties to Districts

Objection - People feel very strongly about their schools and districts. Teenagers' senses of identity are strongly bound to their high schools. Look at the reaction when the closing of any school within a district is proposed! Any attempt to merge districts, especially if it involves closing schools, is certain to arouse even stronger opposition and would not be easily accepted.

Answer - Attachment to a district name and identity, the sense of loyalty, is commendable. When this loyalty stands in the way of

providing an improved education for ones' own children, as well as the neighbors, and when it costs all taxpayers thousands of extra dollars over a period of years, school district voters should be made aware of the personal and fiscal consequences.

Consolidation is not the end of the world. It is an improvement. Most schools will still go on as before. Teenagers will learn to identify with their new district and develop loyalty to it. They will have a better and more varied opportunity, especially at the upper grade levels, to select courses of their own choosing and interest. Their parents will also have more money in their pockets, hundreds of dollars more each year. Commitment to a district because of a name, with opposition to consolidation foregoes these advantages. There is a price to be paid and before deciding one way or another, voters and parents should know what it is.

2. Loss of Representation and Autonomy

Objection - By merging with another district(s), voters and parents will lose the power to have an effective voice in the election of school board members and in the conduct of school affairs. They will lose autonomy.

Answer - This concern about loss of representation is valid because districts are rarely the same size and in district-wide voting, the larger district - - if it votes as a block - - can overwhelm the smaller and elect all the school board members. To avoid this possibility and give the voters and parents from merged districts time to become familiar with each other and find common grounds for policy and administration, a system of weighted voting by district is proposed.

This will allow representatives from each of the merged districts to sit on the school board, and hopefully, over time, forge a unity of purpose that will best serve the interests of all the students of the new district. This weighted voting system would continue throughout the incentive payment period.

3. Quality of Education: School District Size

Objection - Increases in school district size will decrease the quality of education given.

Answer - Ten to fifteen years ago, many of the west end school districts recommended for consolidation in this study were much larger than they are today, in some cases more than twice as large. No one complained that the education in the schools suffered because of district size.

In essence, this consolidation proposal would return districts to the sizes that were common a decade ago. No one is proposing mammoth size districts. Today, many Suffolk school superintendents acknowledge that they cannot provide a proper upper grade curriculum because there are too few students to support such an effort without paying exorbitantly.

Educational research on this topic varies with claims that smaller districts are better, and denial that the research is adequate to support such claims. The researchers do agree that smaller districts cost a lot more. The examination of sixth grade scores for Suffolk students, made in this report, does not demonstrate that either smaller or larger districts are better for elementary pupils. In these circumstances, the choice made was that of following the advice of the Suffolk school superintendents serving on the Education Committee.

A recent study sponsored by the Long Island Regional Planning Board stated "that in order to maximize the economies of scale, a district must have 6,000-8,000 pupils."¹ Among other attributes, the district should have an average class size of 22-26 pupils and a pupil-teaching ratio of 16-18, the report stated, in order to produce this maximization.² In this report a 5,000 minimum is recommended. It is also worth noting that the average pupil-per teacher ratio for the larger districts is well under 15, and not 16-18 as suggested above. Thus, the recommendation that the smaller districts achieve the ratios of the larger districts through consolidation, is not one that pushes the economies of scale argument to the point that other educational concerns are not taken into account.

There are areas in the East End that are more amenable than other parts of Suffolk to the conclusions of the Cornell University study that enrollment districts of 1,200 pupils should be organized for rural areas in New York State. At the very least, this should be recommended as minimum standard for district organization for areas within the metropolitan statistical areas of New York State.* While this should be taken as a minimum, the economies of scale and advantages of larger districts at the 5,000 and over level must not be overlooked.

¹Spottheim, David; Libassi, Paul C.; Wilson, George R., School District Resources and Test Results: Two Applied Models, Long Island Regional Planning Board, September, 1989 p viii

²Ibid

*The U. S. Census Bureau defines a Metropolitan Statistical Area (MSA.) as
a) One city with 50,000 or more inhabitants, or
b) A Census Bureau defined urbanized area of at least 50,000 inhabitants and a total of at least 100,000.

4. Quality of Education: Class Size

Objection - The proposal to increase the class size of the smaller districts, so that in merger a larger class size will occur, will result in a loss of educational quality.

Answers - The proposals for consolidation to increase the number of pupils per teacher are as follows:

North Fork from 12.18 to 13.73

East End South Shore from 12.00 to 14.58.

Remaining Districts under 5,000 Enrollment 13.44 to 14.58

Much of the change would occur at the upper grade levels because the absence of students keeps class size down for many courses, and many advanced and special interest courses are not offered because there are too few students.

The literature on class size and achievement often deals with the differences among class sizes under 15, of 20 or more, 30 or more, etc. There is little agreement about a great deal of the research. For example, one of the most hotly argued debates has occurred over claims by Smith and Glass that many studies show smaller classes of 15 or less students do much better than larger classes.¹ Slavin criticized this research strongly.² One of Slavin's comments was that a number of the studies used to claim advantages for the under 15 class size group, were studies

¹Smith, Mary Lee and Glass Gene V., Meta-Analysis of Research on Class Size and Its Relationship to Attitudes and Instruction, American Educational Research Journal, Winter, 1980 Vol. 17, No. 4, pp419-433.

²Slavin, Robert E., Meta-Analysis in Education: How Has It Been Used?, Educational Researcher, October 1984, pp6-15.

of one teacher and one student interactions, which he designated as tutoring and not classes.

In discussions with superintendents and review of studies and materials about Suffolk schools, questions were raised about the effects of enlarging a class from 20 to 22 or 23. These superintendents have responded that often they have larger classes and changes of the magnitude noted would not have any discernible impact on educational quality.

In review, the lower grades - - in which the need for smaller classes would be greatest - - would be left largely untouched by consolidation, except where classes are exceedingly small. There are a number of such elementary school districts. Further, with the funds saved by consolidation, plus the incentive revenues gained, the voters could decide to appropriate some or all of these gains to reductions of class size at the appropriate grade level.

5. Quality of Education: High School Size

Objection - High schools of 1,600 or more are too large. They do not permit adequate supervision of students, and reduce the relative opportunities for participation in team sports and other extra curricular activities.

Answer - The Cornell University research on rural areas recommends school districts of 1,200 with high schools of 400 and 100 to a graduating class. Most of Suffolk County's population - - over 90% of it is in the west end - - lives in concentrations that are far from rural. Rural standards of school size which are governed by considerations of population density and transportation distances and times are not applicable to Suffolk's west end. In the East End,

transportation and travel time factors do play a role in relation to population density. For this reason, it may be appropriate to have two school districts on the South Fork instead of one. This would mean school districts of about 3,500 enrollment, with high schools at about 1,100 to 1,200. Overall, this would be roughly equivalent to the consolidation recommendation for the North Fork.

Superintendents in Nassau and Suffolk have mentioned respective minima of 200 and 400 graduates per high school class as necessary to provide adequate programs without incurring very high costs per pupil. These are equivalent to district sizes of roughly 2,500 and 5,000 enrollment. A number of Suffolk superintendents have indicated that at a 2,500 district size, and even a bit above that, they have to cut back on the variety of course offerings at the upper grade levels. On the other hand, at 400 per grade enrollment, they can offer a much richer curriculum meeting a broader spectrum of student needs, and this includes extra curricular activities as well. The Spottheim, Libassi, Wilson study, done for the Long Island Regional Planning Board - - cited earlier - - noted that to maximize benefits of economies of scale, a district must have 6,000-8,000 pupils.¹ This implies a high school minimum of 1,900-2,000 enrollment. With this evidence in hand, where transportation and travel time objectives are met, a long term district enrollment of 5,000 minimum, with a corresponding high school level of 1,600 was taken as a basis for consolidation of school districts.

¹Spottheim, David; Libassi, Paul; Wilson, George C., op. cit.

6. Fiscal Concerns: Are the Savings Really There? -

Objection - Use of ratios is a paper exercise, but in pragmatic reality, can you demonstrate that substantial savings can be made through consolidation?

Answer - Use of ratios is indicative and does need supplementation of actual example of the gains that can be made from consolidation. In consultation with the Superintendent of Comsewogue, a district between 2,500 and 5,000 enrollment, the school budget and class enrollments were examined. Possible savings through consolidation were shown as follows:

Only one Board of Education would be needed, including one district clerk and one annual meeting. Total expenses saved in a two district consolidation is estimated at \$50,000 roughly. With only one school superintendent needed, including secretarial services, count roughly \$200,000 saved. With only one business office needed, plus some additions to account for increased work load, out of a combined expense of \$1,000,000, count \$200,000 as easily saved. Similarly, roughly \$100,000 could be saved in legal services. For operation and maintenance of plant, only one superintendent of buildings and grounds and a secretary are needed. At least \$100,000 would be saved here. Savings on actual maintenance and plant operation would depend on the actual consolidation plan with regard to use and/or disposal of buildings. Insurance and some administrative charges - - such as those for BOCES services - - are often handled on a per pupil basis, so there may not be much saving here.

Instruction Administration and Improvement would require only one assistant superintendent instead of two. This would be a savings of \$80,000. Needing one set of departmental chairmen would save another \$200,000.

Perhaps another \$100,000 might be saved for other services and programs in this area. Savings for building principals and staff again depends on the consolidation plan. There might be some savings on pupil services - - extracurricular activities for example - - but perhaps not for guidance. In this case, cost increases for transportation were seen as minimal if they occurred at all. Employee benefits saving, at about 30% of salaries, would depend on the extent to which there were savings in the personnel account. Debt service would not be affected.

To this point, the savings listed total over \$900,000 and as most of this is for personnel employed by the districts adding fringe benefits would bring the total close to \$1,200,000. This total still omits the whole arena of teaching, which required salaries of almost \$12,800,000. It was estimated that roughly \$1,000,000 could be saved through consolidation - - 7.8% - - but the suggestion was made that class enrollments be examined to secure an idea of what could be achieved. An examination of class enrollments at the elementary level showed that on the whole, these classes averaged between 21 and 22 pupils per teach. It was judged that there was not much of anything to be gained here. At the middle school level, there were many classes running at 15-19 enrollment at the sixth grade level and the same was true for seventh and eighth grade subjects in mathematics, social studies, English and languages. In the high school, the same subject areas again showed a similar pattern with slightly higher enrollment. In all, it was estimated that a roughly 10% gain could be achieved through consolidation at these levels, but there was an offsetting factor. That factor arose from the fact that some classes had higher enrollments with 27-30 students. With consolidation, these could be reduced by creating additional classes. However, the frequency of

these larger classes was far less and would have little influence on the overall results of merger.

As a result of these calculations, it can be said that at the middle and high school levels of teaching, about 10% improvement might be effected by consolidation. However, since no change was calculated for the elementary levels, this gain would be reduced to about 7%. This 7% gain translates into about a \$900,000 savings in teaching salaries. Add another 30% for fringe benefits and the total is over \$1,160,000.

When the teaching savings are added to the other savings detailed above, the total of \$2,360,000 is reached. This is in terms of 1989 expenditures and dollars. This amount was 6.8% of the total revenue of \$34,700,000. It was 16% of the property tax of \$14,700,000.

The average estimate of saving for the remaining districts - - those under 5,000 enrollment - - in the 1987 data showed 6% of total revenue and 10.7% of property taxes. The results above show percentages in excess of these estimates, especially for property taxes. A final point to note is that the dollar sum of such savings would grow year by year. If these are calculated for the 14 year life span of incentive grants, at a 5% growth rate per year - - a conservative figure - - there would be almost a doubling of operational savings from consolidation, roughly \$4,700,000 by the 14th year. If the annual growth rate was larger, the operational savings would be larger.

7. Fiscal Concerns: Are the Savings Really There?

Objection - A study of the North Fork showed that no savings would be achieved by consolidation. This contradicts the estimate made in your study. How do you answer this?

Answer - This comment refers to the 1989 study by Focus Consulting Associates A Study of the Feasibility for Merger: North Fork Schools Suffolk County. While agreeing with the educational objectives of consolidation, the study states (p. 76) that there would be "little additional staffing cost or savings --" as a result of merger. The examination of ratios in this study estimated that roughly \$1,900,000 could result from consolidation. (See Chapter V Table 26.)

In general, the Focus Consulting Associates study is excellent. However, their own analyses contradicts their savings estimate. A number of examples show why. For the high schools, by major subject area, they present current and presumed staffing patterns based on merger. These cover English, Social Studies, Mathematics, Foreign Languages, Sciences, etc. For the first four alone they show, with merger, a decline of near 35 sections, equivalent to about seven teachers. This estimate of theirs is based on an enrollment of 20 per class. Estimating, with fringes, a saving of \$50,000 per teacher -- salaries are lower in the East End -- this comes to \$350,000. If the enrollment was allowed to rise to an average of 22 per class -- and currently some classes are at 25 -- roughly another \$100,000 could be saved. If other subject areas are added, the total could approach \$750,000.

At the middle school level, most classes seem to be at a fairly full level of 20 or better and merger might not result in reducing teaching staff. Perhaps some saving of about \$100,000 might be found in the foreign languages area.

At the elementary level, the analysis by Focus Consulting shows a saving of at least two teaching positions. This would save another \$100,000.

There are also savings at the administrative level. Five district superintendents -- two of whom act as building principals -- would not be needed. Presumably, the two positions of building principal would be retained. This reduction and changeover -- counting fringes and secretarial staff -- a reduction of three superintendents and three secretaries -- should result in savings of about \$350,000. There would be savings in business managers: one would be needed instead of two and a half. This should add another \$100,000. Department chairmen for the higher grades are needed for one school system and not three. Without precise information it is difficult to estimate the saving here, but \$100,000 is used as a round figure.

In some measure, Focus Consultants compensates for the loss of positions by creating new assistant principal and principal positions, and some other positions as well. These do not, however, do away with the savings shown for the teaching staff. Further, there is not an adequate explanation of why some of these new positions are needed. The proposal advanced in this study would inform the voters about the operational savings arising from consolidation and provide an opportunity to vote on whether these savings and revenues derived from incentive aid should be used in whole or part for additional school programs or for property tax reductions.

All of the above savings come to roughly \$1,500,000. If Shelter Island is added -- as in the consolidation proposal of this report -- the ratio savings estimate of \$1,900,000 made for the North Fork, would be close to the mark.

8. Fiscal Concerns: Are the Savings Really There?

Port Jefferson-Mount Sinai estimates of Merger and Separation.

Objection - The Port Jefferson-Mount Sinai Study showed a merger budget of \$51,150,000 for 1993-1994. The appropriations for these districts operating independently in that same year -- at a 4.40 equalization rate -- showed a combined operating budget of \$46,300,000. Doesn't this show that when a rich and less rich district combine, the costs go up instead of savings occurring and further that incentive aid cannot compensate in this situation?

Answer - Two assumptions that would not occur with actual merger were used in the Port Jefferson-Mount Sinai Study. First, no allowance was made for savings at the teaching levels and some other closely allied administrative positions. Second, it was assumed that Mount Sinai's costs per student would rise to the Port Jefferson level. Consequently, instead of introducing scale economies into the system as a result of merger, diseconomies were introduced. Given the loss of state aid of over \$7,000,000 with merger, it is doubtful that changes arising from the use of these new data would have changed the final outcome. Account of this revision is taken below.

Reference to the accompanying table shows that at the K-6 level Mount Sinai had 16.56 pupils per full-time classroom teacher. On the other hand, Port Jefferson had 11.61 pupils per full-time classroom teacher in 1987-1988 at the K-6 level. As Mount Sinai's high level was due to rapid development without concomitant school construction, -- an overcrowding situation in the classrooms -- Port Jefferson's enrollment was declining. It must be assumed that with merger some "uncrowding" of the former's classrooms would have occurred. In this sense, Mount Sinai's per pupil expense would have risen toward the Port Jefferson

Table P-1

Pupils per Full-Time Teacher and per Full-Time
 Non-Teaching Professional by K-6 and 7-12 Enrollments
 Port Jefferson and Mount Sinai School Districts
 1987-1988 School Year

<u>Enrollment</u>	<u>Mount Sinai</u>	<u>Port Jefferson</u>
K-6	1,159	592
7-12	485	1,249
Total	1,644	1,831
 <u>Full-Time Teachers</u>		
K-6	70	51
7-12	44	101
Total	114	152
 <u>Full-Time Non-Teaching Professional</u>		
K-6	4	3
7-12	2	19
Total	6	22
 <u>Pupils per Full-Time Teacher</u>		
K-6	16.56	11.61
7-12	11.02	12.37
Total	14.42	12.11
 <u>Pupils per Full-Time Non-Teaching Professional</u>		
K-6	299.75	197.33
7-12	242.50	95.74
Total	274.00	83.68

Source: New York State Education Department, Public School Enrollment and Staff, New York State, 1987-1988

Table P-2

Appropriations, Basic Formula Aid and Tax Levy for Merger
and Separation, Port Jefferson-Mount Sinai School Districts
1993-1994 School Year

	<u>Merger</u>	<u>Separation</u>	
		<u>Port Jefferson</u>	<u>Mount Sinai</u>
Appropriation	\$48,725,000	\$21,000,000	\$25,200,000
Basic Formula Aid	6,600,000	2,000,000	13,000,000
Reorganization Aid @ 20%	670,000	--	--
Tax Levy	35,015,000	17,800,000	10,500,000

Source: Derived from Long Island Regional Planning Board, Mount Sinai-Port Jefferson School District Study Phase II Report

Table P-3

Port Jefferson-Mount Sinai Merger Outcome
 Under Current Incentive Aid Formula
 As of 1993-1994

Property Tax Required for Merger	\$35,015,000
Property Tax Required for Operation of the Two Districts Separately	<u>28,300,000</u>
Difference	6,715,000
Consolidation Operation Savings at 11.3%	<u>3,150,000</u>
Difference Between Merger and Separation	3,565,000
Consolidation Incentive Aid at 20% of Basic Operating Aid	<u>670,000</u>
Difference to be Borne by Taxpayers	\$ 2,895,000

Source: Derived from Long Island Regional Planning Board, Mount Sinai -Port Jefferson School District Study Phase II Report, April 1988

Table P-4

Port Jefferson-Mount Sinai Merger Outcome
 Under Proposed Revision of Incentive Aid
 As of 1993-1994

Property Tax Required for Merger 1993-1994	\$35,015,000
Property Tax Required for Operation of the Two Districts Separately	<u>28,300,000</u>
Difference	6,725,000
Consolidation Operational Savings at 11.3%	<u>3,150,000</u>
Difference Between Merger and Separation	3,565,000
Consolidation Incentive Aid at 20% (Present Formula but Based on all Formula Aid)	<u>3,000,000</u>
Difference	565,000
Consolidation Incentive Aid at an Additional 20%	3,000,000
Difference in Favor of Taxpayers	2,435,000
Consolidation Incentive Aid at an Additional 10% if Done Within 3 Years	<u>1,500,000</u>
Total in Favor of Taxpayers	\$3,935,000

Source: Derived from Long Island Regional Planning Board, Mount Sinai-Port Jefferson School District Study Phase II Report, April 1988

level. Instead of either 16.56 or 11.61 pupils per full-time teacher, there might have been 14. Fourteen, however, is not 11.61, and thus instead of allowing a full rise of Mount Sinai to Port Jefferson's level of expenditure, perhaps half the difference should have been allowed.

This would still have left a \$2,425,000 rise in costs for the merger without taking into account any economies of scale. The accompanying tables below show the calculations that would take place with the changed estimates of costs under the current consolidation incentive aid formula, and the revised one proposed in the Findings and Recommendations.

The outcomes demonstrate two things. First, without revision in the incentive aid formula, separation is preferable in this situation. Second, it cannot automatically be said that costs go up when a very rich and not-so-rich district merge. A great deal depends on pupil per professional ratios, whether there is overcrowding and low enrollment. If these exist, as in the Port Jefferson-Mount Sinai situation, then costs per student can rise unless and until a better incentive aid formula is utilized.

9. Fiscal Concerns: Does the Tax Base of a District Follow It With Consolidation?

Objection - The tax benefits of a rich district may be kept by that district in consolidation and not benefit the merger.

Answer - With merger no district can keep its property or income wealth for itself. The wealth of all districts involved in a merger, both property and income, must be included in all calculations used for setting property taxes, state aid, etc.

10. Fiscal Concerns: Will the State be Interested in Financing Consolidation?

Objection - With the costs being shown, why should the state be interested in financing merger of school districts? It is expensive. Some rich districts which can afford more, would gain revenue.

Answer - The State has a responsibility to all students in all districts to promote those forms of organization and curriculum that will give students the best education and the best opportunity to achieve that education. As consolidation helps meet these needs, the state has a responsibility to try to make consolidation work. In initial years, this can be expensive, but over time these costs decline. Initially, and for a long period -- 14 years -- students and taxpayers benefit. In the long run, students still benefit and while incentive aid will not be given, the voters at large benefit from a more efficient and less costly organization of school operations. Finally, care should be used in characterizing districts as rich. Many East End districts are property rich, but as a group the year-round residents have much less income than residents of the west end of Suffolk. Relatively, the East End is property rich and income poor. See Table P-5.

11. Fiscal Concerns: Will the Taxpayers Benefit From Consolidation?

Objection - Although operational savings may be made and the state will add to revenue through incentive payments, how do we know that the taxpayers will benefit through reduced property taxes? Isn't it likely that the school districts will use this money to raise salaries, get new programs, buildings, equipment, etc., and the taxpayers will get nothing?

Median Family Income by Town
Suffolk County, 1988 Estimate
(Year Round Residents)

Area	Median Family Income
Suffolk County	\$40,599
<u>West End</u> Towns	
Babylon	39,138
Brookhaven	37,369
Huntington	50,937
Islip	39,535
Smithtown	48,348
<u>East End</u> Towns	
East Hampton	34,199
Riverhead	31,538
Shelter Island	33,161
Southampton	32,565
Southold	35,260

Source: Long Island Regional Planning Board based on increase in
Consumer Price Index

Answer - The study proposes establishment of a county-wide Consolidation Tax Review Board to review the use of consolidation gains and incentive aid funds and recommend the portion to be returned to the taxpayers for property tax reduction. The reasons for such recommendation would be given. It is further proposed that the school district board in each district have the opportunity to voice its position. If there is disagreement, the voters would then decide by majority vote which alternative to adopt or to not adopt either alternative. Thus the voters will be the ones to decide their level of benefit.

12. Fiscal Concerns: Limits on Improving Educational Quality.

Objection - Wouldn't the return of consolidation incentive revenues and operating gains to property owners act as a straight jacket on school districts, so that they could not improve programs and educational quality?

Answer - First, decisions on consolidation gains and revenues are apart from decisions on the educational program as a whole and the budget as a whole. These still would be formulated by the district school board and submitted to the voters. There is no change in this process. Second, if it is found that programs need improvement -- especially in poorer districts -- recommendation can be made to the Tax Review Board that some part or all of the gains from consolidation funds in any year be devoted to such improvement. Ultimately whether the Tax Review Board and the school district board agree or disagree, that recommendation will be submitted to the voters for approval.

13. Fiscal Concern: Increased Transportation Costs.

Objection - With consolidation, school district attendance patterns will change, especially if some schools are closed. This will lead to

increased transportation costs, thus offsetting some of the gains from consolidation.

Answer - Most school attendance patterns will not change. Where there is change, the fiscal effects may be very slight because the state pays a very high percentage of transportation costs -- up to 90%. When Commack School District closed one of its two high schools -- each located near the district extremities -- it found no effect on its transportation costs. Realignment of bus routes also resulted in fuller loading and little, if any, increase in travel time. Overall, for most districts, the fiscal effects would be negligible.

14. Autonomy: Infringement of School District Independence.

Objection - Doesn't the creation of a Tax Review Board and the involvement of the County Executive and County Legislature in these matters constitute an abridgement of the independence of school districts? Why don't these county level agencies attend to their own business -- which is not education -- and let the people who know and live education as professionals plus constantly involved citizens attend to education matters without outside interference?

Answer - The proposal for a Tax Review Board does not involve any power or right to make any decision for any part or whole of any program for any school district. All that a Tax Review Board can do is to provide an informed opinion to the school authorities and voters of a school district about how incentive gains should be used, for property tax reductions and/or for programs. It provides information and in the best sense of the word, would "educate" the voters as to the options for use of the money. The voters make the decision. The school district and its voters are still independent.

The issue of county involvement arises out of a concern for the economic as well as the educational well-being of the body politic. Educators, however they are organized, cannot speak for the county as a whole. They are limited in their responsibilities and immediate concerns. In a time of mounting unease about the impact of taxes and the need for efficient and effective operations at all levels of government, there is a need for all to work together, to help each other in achieving such objectives. When business leaves Long Island and stops expanding, when homeowners find taxes oppressive, when Long Island is nationally characterized as one of the most expensive places to live and do business, if county government doesn't take heed and attempt to act, who will? Internecine strife and "turf wars" are not the answer. A cooperative coming together, a frank exchange of opinions, agreements and disagreements, of knowledge and care is necessary, with recognition that we need a healthful overall economic climate so that we can get on with educating, working and living.

15. Other Economic Issues.

Objection - The emphasis on consolidation does not address the needs of all the districts, omitting some; does not deal with high tax districts; does not handle the equity problem in the distribution of fiscal resources for public education. This leaves many problems unsolved.

Answer - No one ever claimed that consolidation is the panacea for all education problems. To claim that merger problems should not be addressed because other problems are not addressed is like saying a broken arm shouldn't be set because a person is limping on one foot. Further, there is no truth in any claim that other problems are not or have not been addressed. In June, 1984, the Long Island Regional

Planning Board published the Regional Finance Study of Public Education: Final Report on Equity. In August, 1984, it published Public Education Resources and Pupil Performance Models. In September, 1989, as part of an Education Resources and Outcomes Project, it published School District Resources and Test Results: Two Applied Models. The work of this Education Committee is proceeding with investigations of the Suffolk County Tax Act and a project on shared services is going ahead.

As for high tax districts, an analysis of the State Comptroller's education data in the 1987 Special Report on Municipal Affairs showed 11 school districts in Suffolk with real property tax levels at over 3.50% of the full value of property. Seven of those districts are included among those recommended for merger. (See Table P-6). Further, two of the omitted four were near the 5,000 level and may have declined below it by the 1989-1990 school year.

It is true that not all districts are involved in the recommendations for merger. The student population of the merger districts (95,000) accounts for roughly 42% of the total (227,000). However, there are other districts that may dip below the 5,000 enrollment level. Further, it was noted that some of the larger districts may find it advantageous to join with smaller ones. Thus, potential total involvement could take in over half the student population. Does non-involvement of one-half mean that no effort of improvement should be directed towards the other half?

16. Other Approaches.

Objection - Use of shared services, magnet schools and televised teaching reduces the need for school consolidation as an attempt to improve education quality and to cut costs.

Table P-6

High Tax School District 1986-1987 School Year and
Their Relation to Consolidation Consideration, 1989

School District	Real Property Tax Levy Pct. of Full Value	Enroll- ment	Considered for Consolida- tion	Not Considered for Consolida- tion
Bayport-Blue Point	4.119	2,327	x	
Central Islip	3.865	5,203		x
Comsewogue	3.731	3,846	x	
East Islip	4.009	4,384	x	
Islip	4.423	2,996	x	
Middle Country	3.566	11,271		x
North Babylon	3.835	4,987	x	
Sayville	3.860	3,376	x	
Three Village	3.758	7,655		x
West Babylon	3.606	4,182	x	
West Islip	3.775	5,202		x

Source: New York State Comptroller, Special Report on Municipal
Affairs, 1987

Answer - One approach does not preclude the other. Shared services or magnet schools are not ruled out by consolidation. Nor is televised teaching by master teachers. By the same token, if consolidation can cut costs and improve educational quality, how does the existence of televised teaching or sharing of insurance or health costs or cooperative purchasing invalidate merger? Comments of this kind have not demonstrated a causal connection to the uses of consolidation.

17. Other Issues:

Objection - Consolidation is no cure for the growing problems affecting schools which have and are changing the role of public education. There is much more emphasis on the use of schools to deal with problems of social breakdown and family disorganization. The emphasis on consolidation gives no recognition to these changes and the needs they generate.

Answer - To the extent that high taxes, related loss of jobs and income are associated with social disorganization, and to the extent that high taxes can be lowered through appropriate action, merger of school districts can be one of the answers to dealing with such problems. To the extent that consolidation can save money and provide funds for dealing with the difficult problems of learning, discipline and alienation for children in the school system, it provides resources that otherwise would be unavailable. Thus, denial of consolidation becomes a vote against help with these problems.

18. Loss of Jobs.

Objection - Carrying out consolidation can mean loss of jobs for professional, administrative and clerical staff in school districts, many of whom have put in years of loyal service. Wouldn't consolidation involve immediate job loss without provision for these people?

Answer - Consolidation should create reductions in staff necessary for operating schools. It need not involve job loss for all or for many who would be affected. There is a normal turnover and attrition in all districts. At the superintendency level alone several positions were available in Suffolk in the last year. There can be agreement among districts that those losing positions would be the first offered jobs if a suitable position opens up. There can be retirement incentive provisions, retraining offers if necessary. Above all, there should be a sufficient grace period or advance warning for those facing a likely loss of job. Yet, with all this, some job loss for some people would occur, and every resource of government should be used to help these persons find a new position.

NEXT STEPS

With the report completed, these next steps should be taken:

1. Transmit the report embodying findings and recommendations along with committee member letters of comment to the County Executive with a request for action on it.
2. Ask the County Executive to contact the Governor's office and request immediate consideration of those parts relating to State action.
3. Request the State Budget Division and State Education Department to use the suggested revisions of the consolidation incentive aid formula, and do trial runs of cost for various consolidations as given in the report.
4. Request the State Legislature to change the incentive aid formula for consolidation.
5. Request the Governor and the State Legislature to establish a fund for financing consolidation, using Suffolk County as a pilot area if necessary.
6. Increase the efficiency grants for consolidation studies to \$50,000.
7. Request the State Legislature to change the Education Law so that weighted voting can be allowed for merged districts for the 14 year period of consolidation incentive aids.
8. Along with revision of the consolidation incentive aid formula, seek State legislation authorizing establishment of a Consolidation Tax Review Board to a) review financial gains arising from merger, b) recommend disposition of such funds for the districts affected, and c) authorizing school board voters to vote on such recommendations

or alternatives proposed by their school board; this vote to be conducted as a separate issue apart from that held for the school district budget.

9. Request the State Commissioner of Education to encourage small districts in metropolitan statistical areas to consolidate with others so that a minimum long-term 1,200 enrollment is maintained.
10. In Suffolk County, ask school districts to examine their long-term futures and assess the benefits of consolidation for improving education and reducing costs.
11. Urge school districts to do consolidation studies.
12. Distribute this report to interested groups and citizens.
13. Take County Legislative and Executive action on establishing a Consolidation Tax Review Board only when mergers occur subject to the State legislation authorizing establishment of such a board.

I. INTRODUCTION

In May, 1989 County Executive Patrick Halpin formed a Local Government Council on the Elimination of Waste and Duplication to take a fresh and critical look at the way local governments in Suffolk function and to recommend ways of streamlining government to make it more cost effective. The council was divided into three committees; education, public works and purchasing, and human services. The education committee, headed by former Assemblyman Arthur J. Kremer, created three subcommittees, one of which was Local Finance and Administration, under the chairmanship of Dr. David Salten, Executive Vice-President of the New York Institute of Technology. That group was asked to report on incentives for school district consolidation or merger.

The concerns behind the County Executive's request are illustrated by a recent Newsday study which found that "Long Islanders shoulder a tax burden that is far higher -- in some cases more than twice as high -- than homeowners (pay) in comparable areas across the nation."¹ This study showed that the residents of towns in Suffolk County were paying more than 15% of their average household income in state and local taxes. In comparison, such taxes in comparable areas across the nation, ranging from Massachusetts to Florida, Michigan to Texas to California, were paying much lower percentages. Middlesex County, Massachusetts paid slightly over 11%; Orange County, California a bit over 9%; Broward County, Florida, 9.1%

¹Newsday, October 22, 1989

In 1987, according to the State Comptroller, it is found that all local Suffolk government revenues, i.e., for county, towns, villages, special districts and school districts, totaled over \$3,490,000,000 with school district revenues at more than \$1,849,000,000, over 53.5% of the total. The property tax component in Suffolk, for all these local governments was \$1,614,000,000, with the school district share at over \$956,000,000, 59.2% of the total.

An analysis of County tax warrants over the years 1984-1985 to 1988-1989 shows that school property taxes have risen from \$801,000,000+ to over \$1,147,000,000, a 43% increase, while the total of property taxes has risen by almost 45% (see tables). Thus, school tax revenues have kept pace with County tax collections and the overall school share of total Suffolk property taxes has remained close to 60% of all such taxes. (See Table 1).

In Suffolk, the Town of Huntington is the highest with 15.65% of average income going for state and local taxes. The Towns of Smithtown, Islip and Babylon also were above the 15% mark. The leading element in this tax burden was local property taxes, which were over 7.5% in Huntington and Smithtown, near 8% in Babylon and 8.13% of average income in Islip.

For 1988-89 tax warrants, school districts collected over 58% of the property taxes, and in the Town of Huntington it was near 62% and in prior years were over 65%. Similarly, in recent years the Towns of Smithtown and Southold have consistently seen school taxes at over 60% of the property tax burden, and Babylon and Southampton have shown like figures. These data show that the relative burdens of property taxes are not confined to any one area of the County, whether in the west end's Police District or not. Given the high rate of state and local taxes and

Table 1

Property Tax Warrants by Level of Government
Suffolk County 1984-1985 to 1988-1989

Level of Government	Total Distribution (\$000)				
	<u>1984-1985</u>	<u>1985-1986</u>	<u>1986-1987</u>	<u>1987-1988</u>	<u>1988-1989</u>
Sewer District	36,555	38,016	38,794	43,227	50,048
Police Dist. & Dist. Court	151,532	172,294	175,359	177,561	197,495
County General Fund	115,220	66,360	114,658	64,940	180,610
Town and Village	188,028	202,156	231,997	247,503	297,775
Miscellaneous	64,182	66,614	78,043	84,006	93,482
School Dist.	801,569	876,323	960,667	1,038,067	1,147,407
Total	1,357,086	1,421,763	1,599,518	1,655,303	1,966,816

Percentage Distribution

Sewer District	2.69	2.67	2.43	2.61	2.54
Police Dist. & Dist. Court	11.17	12.12	10.96	10.73	10.04
County General Fund	8.49	4.67	7.17	3.92	9.18
Town and Village	13.86	14.22	14.50	14.95	15.14
Miscellaneous	4.73	4.69	4.88	5.07	4.75
School Dist.	59.07	61.64	60.06	62.71	58.34
Total	100.00	100.00	100.00	100.00	100.00

Source: Suffolk County Executive's Office

the major role of school property taxes, it is necessary to examine how these burdens can be reduced. One of the much discussed options for reducing local taxes is the possible merger and consolidation of school districts, as well as the sharing of resources among districts. In the following pages a brief history of recent merger studies is presented, along with a statement of the discussions on consolidation that have occurred among the members of the subcommittee on Local Finance and Administration. This is followed by presentation of a number of consolidation alternatives with consideration of their pros and cons.

A. The 1965 Report of the Suffolk County Advisory Committee
on School District Reorganization

In September, 1965 State Commissioner of Education James E. Allen, Jr., transmitted to the boards of education and school administrators of the school districts of Suffolk County, a report of an Advisory Committee on School District Reorganization. He noted that when support for reorganization developed, the State Education Department would be prepared to revise the State Master Plan for School District Reorganization in accordance with procedures established by law. He identified the main purposes of district reorganization as the improvement of educational opportunities, provision of more diversified curricular offerings and a more economic and efficient provision of such services to encourage such moves. To encourage reorganization, provision was made for incentive aids.

In making its recommendations the Advisory Committee kept in mind the minimum optimums prescribed in the Master Plan. These were as follows:

Elementary Schools

Minimum: Individual grade levels of K through 6, with an enrollment of 20 to 30 pupils in each grade. 140 to 210 pupils.

Optimum: 420 to 630 pupils in grades K through 6.

Secondary Schools

Minimum: Not less than 500 pupils in grades 7 through 12.

Optimum: Separate facilities for Junior and Senior High Schools, with a minimum of 700 students in each school.

In addition, the Advisory Committee recommended that no child should spend more than an hour each way riding a school bus and in most cases the time should be much less. Keeping in mind the fact that this report was written in a period of intense development in the western part of Suffolk, it is interesting to note the following recommendations.

1. West of Brookhaven, one school district merger for Elwood-Harborfield was considered and rejected.
2. In northern Brookhaven three mergers were considered.
 - a) Merger of Stony Brook and Setauket which later became the Three Village School District.
 - b) Merger of Port Jefferson-Mount Sinai-Comsewogue. This was not accomplished.
 - c) Merger of Miller Place, Rocky Point, Shoreham, Wading River. A Shoreham-Wading River merger was accomplished.
3. In the southern parts of Brookhaven the following was recommended.
 - a) Merger of Bellport and South Haven. This was accomplished and is now the South Country School District.

- b) Maintenance of William Floyd as an independent district. This is now the case.
 - c) Merger of West Manor, South Manor, East Manor, Center Moriches, East Moriches and Eastport. This has not been accomplished.
4. In the Westhampton Beach area, the merger of Remsenburg, Westhampton Beach, Quogue, Hampton Bays, East Quogue. This has not been accomplished.
 5. In the Mattituck-Southold area on the North Fork the merger of all school districts from Laurel east through Oyster Pond, a total of ten districts at the time. Of the ten, Peconic and East Cutchogue have been merged to other districts. Two, Orient and East Marion, formed a new Oyster Ponds district. Mattituck and Cutchogue merged. There are now six districts.
 6. In the East Hampton area, merger was recommended for East Hampton, Wainscott, Amagansett, Springs, Sag Harbor, Montauk and North Haven. North Haven was merged with the Sag Harbor district. The other six districts still exist.
 7. In the Southampton area, merger was recommended for Southampton, Hayground, Bridgehampton, Sagaponack, Tuckahoe, Noyac. Hayground and Noyac were merged into two of the other four districts which remain today.

B. The 1972 Report of the Suffolk County Advisory Committee on School District Reorganization

In March 1971, New York State Education Commissioner Ewald B. Nyquist appointed a seven member Advisory Committee on School District Reorganization for Suffolk County. This Committee reported in March

1972. After a number of hearings the Committee found that in some areas the attitudes of local officials, citizens, and civic organizations had changed little concerning school district reorganization since the days of the previous committee hearings in 1965. The fear of bigness, the threat of top heavy administration, a child's loss of identity, extensive busing of pupils, loss of local control and the fear of increased costs and higher taxes were all listed as concerns.¹ On the other hand, the committee heard a number of statements which left no doubt that in other areas there was a positive attitude toward the centralization of schools and in such sectors the need for reorganization was of immediate concern.²

In developing guidelines the committee quoted the State Education Department as follows: In this regard, the committee supports the philosophy of the Bureau of School District Organization of the State Education Department in its publication entitled "Improved Educational Opportunities Through School District Reorganization" which states that: "The modern explosion of knowledge demands that schools teach more and teach it better to increasing numbers of pupils with highly diversified needs and abilities. Any school district to be adequate and able to perform in these respects must have a sufficient number of pupils to

¹ Suffolk County Advisory Committee on School District Reorganization in

² Suffolk County, Report, p.3

² Ibid, p.4

warrant the employment of a sufficient number of teachers with proper specialization to provide the needed diversification of programs."¹

The specific guidelines to achieve these purposes were as follows.

1. All school districts should conduct Kindergarten through grade 12 programs.
2. The minimum size of a district should be large enough to provide a 7-12 enrollment of 800 pupils.
3. All districts should reach the above minimums by 1975.
4. The optimum size of a district should be large enough to provide a 9-12 enrollment of approximately 1,500 pupils.
5. All districts should reach optimum size by 1980.
6. The maximum size of any district should not exceed a K-12 enrollment of 15,000 pupils at saturation.
7. No pupil in grades K-6 should spend more than 30 minutes and no pupil in grades 7-12 should be required to spend more than 45 minutes being transported to his school of attendance.²

The Committee emerged with thirteen recommendations on district mergers, none of them effecting any of the school districts in the four western towns.

1. On Brookhaven's north shore, the merger of Port Jefferson and Comsewogue was recommended. This has not occurred.
2. The merger of Mount Sinai and Miller Place was recommended. This has not occurred.
3. It was recommended that Rocky Point not merge, and merger has not occurred.

¹Ibid

²Ibid, pp. 5-6

4. Merger of Shoreham and Wading River was recommended and this has occurred.
5. On Brookhaven's south shore, the merger of Bellport and Southaven was recommended. This has occurred and the district is now called South Country.
6. William Floyd has remained as one district by itself, as recommended.
7. The merger of West, South and East Manor was recommended. This has not occurred.
8. The merger of Center Moriches, East Moriches and Eastport was recommended. This did not occur.
9. The merger of Remsenburg, Westhampton Beach, Quogue, East Quogue and Hampton Bays was recommended. This has not occurred.
10. On the South Fork, the merger of Tuckahoe, Southampton, Sag Harbor, Bridgehampton and Sagaponack was recommended. This has not occurred.
11. The merger of Wainscott, East Hampton, Springs, Amagansett and Montauk was recommended. This has not occurred.
12. On the North Fork, the merger of Laurel, Mattituck, New Suffolk, Cutchogue, Southold, Greenport, Oyster Ponds and Shelter Island was recommended. Mattituck and Cutchogue did merge, and the others did not.¹
13. Fishers Island, because of its geographic isolation, has remained as a separate school district as recommended.

¹Ibid,passim

A number of changes from the 1965 study are notable.

1. No districts west of Brookhaven were involved.
2. In northern Brookhaven the change in the Miller Place-Mount Sinai recommendations should be noted, along with the separate district recommendation for Rocky Point.
3. In southern Brookhaven, the splitting off of West, South and East Manor should be noted.
4. Note that Sag Harbor was placed in the recommended Southampton district, rather than in East Hampton.
5. Shelter Island was added to the recommended North Fork district.

The 1972 Committee was also concerned with the future economic and social frameworks within which the recommended reorganization might occur. Accordingly a number of general proposals were advanced. These included the following:

1. Recognizing the disparities in property wealth among districts, it asked that the State Legislature consider means of financing public education in addition to the property tax;
2. Recognizing that population would grow greatly in some areas, it suggested a process be found for decentralizing or breaking up very large districts -- in excess of 15,000 students;
3. It categorized state aid incentives for merger as inadequate and asked for greater incentive aid;
4. It recommended periodic updating of the reorganization master plan for Suffolk County;
5. It recommended that the desirability of racial balance be kept in mind in all studies of reorganization.

II. CONSOLIDATION OF SCHOOL DISTRICTS, 1989

From August into November, 1989 the Subcommittee on Local Finance and Administration held a number of meetings at which consolidation or merger of school districts was discussed. Initial instructions for work on this issue were threefold: to delineate the pros and cons of merger; to develop criteria for merger; to identify those aspects of school operation in which money might be saved by merger. Following this direction, the subcommittee considered studies dealing with school district consolidation--three from Suffolk County and two dealing with upstate New York areas--and heard Long Island school superintendents and others speak on aspects of school district merger. Key sections of the five studies consulted were distributed to subcommittee members, and the presentations made with ensuing discussions can be found in minutes of the meetings. Key points of these studies and discussions are noted below. The material cited with the reports on the studies is in the appendix to this report.

A. The Study of Eastport, Center Moriches, South Manor, West Manor and East Moriches School Districts

This is a study of five small school districts covering the southern parts of Brookhaven-Southampton border areas. The purpose of the report was to provide a data base and general recommendations for use in planning educational alternatives for the school districts. The report did not include financial data bearing upon merger. Three of the districts, South Manor, West Manor and East Moriches, send their high school students to other districts. Two districts, Center Moriches and

Eastport, received high school students from sending districts. Not all students from the sending districts go to Center Moriches and Eastport.

Some factors favor merger of some of these districts. One is the expressions of support by those expressing a written opinion. A second is the need to replace aging facilities, which would gain added state aid with merger. A third is the possibility that some sending district students would be shut out of receiving districts with possible overcrowding of the latter due to growth. A fourth is the possibility of increases in tuition costs for sending districts which would make cost effectiveness of the relationship questionable. It is suggested that meaningful increases in incentive aid would be helpful in promoting merger as present incentives are not adequate.

At a subcommittee meeting, Mr. Richard Evans, Superintendent of the Eastport School District in company with the District Business Administrator, Mr. Robert Gordon and the consultant who prepared the report, Mr. Clayton Huey, spoke on the need for consolidation among the five districts. They noted that the student population for all five districts is now about 4,500 and with continuing population increase will go higher. With a low level of state aid for the wealthier districts, the effects of merging with poorer districts would still result in tax increases for the wealthier districts that would surpass any gains to be offered by State incentive aid for merger in terms of school operation costs. However, there would be some advantage gained in additional building aid for consolidation in replacement of aging and obsolescent buildings. They were considering the feasibility of creating a central high school district, as well as looking at the possibility of merger. They would like to see laws on state incentive aid change so that no

school district would be financially penalized by merger. An increase in incentive aid on a Statewide basis might not be realistic. However, the State should make available a fund, either for Suffolk County only or for any district showing an interest in merger by a specific date.

B. North Fork Study

This is a study of merger for six school districts on the North Fork of Suffolk County's East End. The general conclusion is that merger would have distinct education advantages for all, but that financial incentives were negative for three districts, New Suffolk, Oysterponds and Southold.

The education advantages are generally as follows:

1. Ability to do ability grouping within subjects - especially at upper grades.
2. Broader choice of electives.
3. Provide more advanced courses.
4. Provide multiple sections in a course and thus reduce scheduling conflicts.
5. Secure superior teachers by allowing subject specialization.
6. Provide more equipment for students through economics of scale.
7. Provide full day kindergarten for all districts.

The financial implications are not favorable for all districts. However, two of the districts which would not receive favorable tax rates with merger, are also districts that send their high school students to the other districts and are thus able to keep tax rates low because of favorable tuition rates. Again, with a change in existing State law, a merger could be made attractive.

C. Mount Sinai-Port Jefferson School District Study

In April, 1988 the Long Island Regional Planning Board published the Mount Sinai-Port Jefferson School District Study. Mt. Sinai had been sending its grade 10-12 students to Port Jefferson for many years, but with large scale development, its students constituted a majority of the high school enrollment. Mount Sinai now wished to determine whether merger, separation or continuation of its relationship to Port Jefferson would be beneficial or harmful, educationally and financially.

A number of alternatives were studied, including merger, separation, continuation of the status quo, modification consisting of increases in tuition paid to Port Jefferson, and sending of grade 9-12 students to Port Jefferson with increases in tuition payments per student. For each alternative, it was found that a good education program could be offered at all grade levels, although separation would require a large reorganization of Port Jefferson's high school. The fiscal results differed widely by alternative. (See Tables 2-5). Merger would have resulted in raising the tax rates sharply in both districts. The report stated the following:

"Merger of the two districts results in one tax level for both, and it is the highest any of the alternatives, \$93.50 per \$100 of assessed valuation. This applies whether the equalization rate is 5.97, \$4.80 or \$4.40. The questions thus are twofold. One, why is this rate the highest? Why are they the same at each of the equalization rates?

The merger projection is the result of adding together the property values, incomes, expenditures and aidable pupil units of each district to create the data needed for State aid calculation. The influence of the Port Jefferson property wealth plus Mount Sinai's growth could

TABLE 2

Comparison of Assessed Value Tax Rates at
Different Equalization Rates for Various Alternatives,
Mount Sinai School District 1993-1994

<u>Alternative</u>	<u>Equalization Rate</u>		
	<u>5.97</u>	<u>4.80</u>	<u>4.40</u>
Merger	93.50	93.50	93.50
Separation	58.15	71.74	77.06
Status Quo 10-12	46.92	55.91	60.11
Status Quo 10-12 with Elementary School			
a) Tuition - No Special Increase	47.73	56.72	60.93
b) Special Tuition Increase			
1) \$1,700,000	55.75	65.93	70.68
2) \$2,500 per Student	55.27	65.45	70.21
3) \$5,000 per Student	67.21	77.39	82.14
Status Quo 9-12			
a) 5% per Annum Tuition Rate Increase	39.05	47.38	54.43
b) With Added Special Tuition Increase			
1) \$2,500 per Student	55.08	63.42	70.47
2) \$5,000 per Student	71.13	79.46	86.51

Source: Long Island Regional Planning Board, Mount Sinai-Port Jefferson School District Study Phase II Report, April 1988.

TABLE 3

Projected Fiscal Data by Organization Alternative
Mount Sinai School District 1993-1994

Organization Alternative

Data by Equalization Rate	Merger 1	Separation	Status Quo 10-12	No Special Tuition Incr.	Status Quo 10-12 With Elementary School		Status Quo 9-12	
					\$1,700,000 Student	\$2,500 Per Student	\$5,000 Per Student	Special Tuition Increases
Tax Totals by								
Equalization Rate								
5.97	\$37,444,591	7,942,932	6,408,967	6,520,009	7,637,095	7,572,095	5,349,189	7,546,689
4.80	37,444,591	9,800,288	7,637,281	7,748,323	9,032,181	8,967,179	6,491,614	8,689,114
4.40	37,444,591	10,526,468	8,211,405	8,322,446	9,683,474	9,618,474	7,456,741	9,654,241
Assessed Value Tax								
Rate by								
Equalization Rate								
5.97	\$93.50	58.15	46.92	47.73	55.75	55.27	39.05	55.08
4.80	93.50	71.74	55.91	56.72	65.93	65.45	47.38	63.42
4.40	93.50	77.06	60.11	60.93	70.68	70.21	54.43	70.47
Full Value Tax								
Rate by								
Equalization Rate								
5.97	\$55.82	34.71	28.01	28.50	33.38	33.09	23.38	32.98
4.80	44.88	34.44	26.84	27.23	31.74	31.51	22.81	30.53
4.40	41.14	33.91	26.45	26.81	31.19	30.98	24.02	31.09
Taxes on Property								
Assessed at \$3,700								
by Equalization Rate								
5.97	\$3,460	2,152	1,736	1,766	2,063	2,045	1,445	2,038
4.80	3,460	2,654	2,069	2,099	2,439	2,422	1,753	2,347
4.40	3,460	2,851	2,224	2,254	2,615	2,598	2,014	2,607

Note that the merger tax total and rates reported are for both Mount Sinai and Port Jefferson, whereas the other estimates are for Mount Sinai alone.

Source: Long Island Regional Planning Board, Mount Sinai-Port Jefferson School District Study Phase II Report, April 1988.

TABLE 4

Comparison of Assessed Value Tax Rates at
Different Equalization Rates for Various Alternatives,
Port Jefferson School District 1993-1994

<u>Alternative</u>	<u>Equalization Rate</u>		
	<u>5.97</u>	<u>4.80</u>	<u>4.40</u>
Merger	93.50	93.50	93.50
Separation			
a) With Full Staff Reduction	71.42	71.42	71.42
b) With Half Staff Reduction	78.65	78.65	78.65
Status Quo 10-12	77.84	77.84	77.84
Status Quo 10-12 with Special Tuition Increases			
a) \$1,700,000 to Equal Separation Tax Rate	71.42	71.42	71.42
b) \$2,500 per Student	71.60	71.60	71.60
c) \$5,000 per Student	65.41	65.41	65.41
Status Quo 9-12			
a) At 5% per Annum Tuition Rate Increase	74.14	74.14	74.14
b) With Added Special Tuition Increases			
1) \$2,500 per Student	65.81	65.81	65.81
2) \$5,000 per Student	57.49	57.49	57.49

Source: Long Island Regional Planning Board, Mount Sinai-Port Jefferson School District Study Phase II Report, April 1988.

TABLE 5
 Projected Fiscal Data by Organization Alternative
 Port Jefferson School District 1993-1994

Data by Equalization Rate	Merge ¹	Separation		Status Quo 10-12	Status Quo 10-12 With Special Tuition Increases		Status Quo 9-12 Special Tuition Increases			
		With Full Staff Reduction	With Half Staff Reduction		\$1,700,000	\$2,500 Per Student	\$5,000 Per Student	Tuition Incr. 5% Per Annum Per Student	\$2,500 Per Student	\$5,000 Per Student
		18,844,929	20,764,000		18,844,929	18,903,254	17,268,254	19,572,544	17,375,044	15,177,544
Tax Totals by Equalization Rate										
5.97	\$37,444,591	18,844,929	20,764,000	20,538,254	18,844,929	18,903,254	17,268,254	19,572,544	15,177,544	
4.80	37,444,591	18,844,929	20,764,000	20,538,254	18,844,929	18,903,254	17,268,254	19,572,544	15,177,544	
4.40	37,444,591	18,844,929	20,764,000	20,538,254	18,844,929	18,903,254	17,268,254	19,572,544	15,177,544	
Assessed Value Tax Rate by										
Equalization Rate										
5.97	\$93.50	71.42	78.65	77.84	71.42	71.60	65.41	74.14	65.81	
4.80	93.50	71.42	78.65	77.84	71.42	71.60	65.41	74.14	65.81	
4.40	93.50	71.42	78.65	77.84	71.42	71.60	65.41	74.14	65.81	
Full Value Tax Rate by										
Equalization Rate										
5.97	\$55.82	42.64	46.98	46.47	42.64	42.77	39.07	44.28	34.24	
4.80	44.88	34.28	37.77	37.36	34.28	34.39	31.41	35.61	27.61	
4.40	41.14	31.42	34.62	34.25	31.42	31.52	28.79	32.64	25.31	
Taxes on Property Assessed at \$3,700 by Equalization Rate										
5.97	\$3,460	2,643	2,911	2,880	2,643	2,649	2,420	2,743	2,127	
4.80	3,460	2,643	2,911	2,880	2,643	2,649	2,420	2,743	2,127	
4.40	3,460	2,643	2,911	2,880	2,643	2,649	2,420	2,743	2,127	

¹Note that the merger tax total and rates reported are for both Mount Sinai and Port Jefferson, whereas the other estimates are for Port Jefferson alone.

reduce the level of basic operating aid for the merged district to the \$360 flat grant level per pupil in it. For example, the total of State aid, including basic operating and other types, for each district separately, would have been a bit over \$11,000,000 in 1987-1988. Instead, the total was about \$4,700,000. Indeed, the tax level could have been about one-quarter higher if the State provisions for district reorganization did not provide for two kinds of special assistance. One kind, called reorganization aid, would have provided about \$600,000 if the merger had occurred in the 1987-1988 school year. A second provision allows for a save harmless effect so that the basic operating aid received by a merging district is not reduced beyond its previous level as a result of the reorganization. Thus, instead of receiving only \$700,000 for other types of aid -- the total actually received by Mount Sinai and Port Jefferson in 1987-1988 -- the combined districts also received the \$5,000,000 that both would have lost as a result of the merger. This \$5,000,000 is shown here, not as part of basic operating aid received under the State formula, but as part of the non-basic formula aids".¹

The projections showed that expenditures would rise from about \$33,800,000 in 1987-1988 to \$51,160,000 in 1993-1994. State aid would rise from as bit over \$11,000,000 to about \$13,700,000. The tax levy of \$22,700,000+ would increase to \$37,400,000+.

¹ Long Island Regional Planning Board, Mount Sinai-Port Jefferson School District Study, Phase II Report, April 1988, pp V-10, V-11.

The assessed value tax rates -- based upon the property values set by the Town -- would increase from \$65.59 per \$100 of valuation in 1987-1988 to \$93.50 in 1993-1994. This means that for the owner of a typical one-family house assessed at \$3,700 by the Town, school property taxes would rise from a level of \$2,700 to \$3,460. With the changes in the equalization rate -- producing different full valuations -- the full value tax rates are different. At a 5.97 equalization rate throughout the projection period, since full values of property do not change appreciably, the corresponding tax ratio rises from \$41 per \$1,000 to near \$56. With progression from a 5.97 to a 4.80 and then a 4.40 equalization rate, the full value tax rate, starting at almost \$41, dips into the mid \$30 range, and as expenses and tax levels rise, while full values stabilize in the projection, goes to a bit over \$41 in 1993-1994. The full value tax rate with an equalization of 4.80, falls between the other two. These results show that merger would have been for more expensive than all, but one of the alternatives for Mount Sinai, and the exception would still have cost the average homeowner only \$260 less a year. For Port Jefferson, the next most expensive alternative -- separation of the two districts with half of a proportionate reduction in staff -- would still have cost the average homeowner about \$550 less than merger. These results were achieved with use of the State's current incentive aids for school district reorganization. Thus, in a situation of large wealth disparity between two districts, the inadequacy of the incentive aid formula was demonstrated. When these results emerged from the analysis, any possibility of support for merger from either district, disappeared. The loss of State aid was far greater than that gained by incentive aid for the merged district. If the districts had been assured that such loss would not occur, the

support for merger could have increased.

D. Canajoharie, Fort Plain, Saint Johnsville Study

The Board of Education members of these districts formed a visitation committee and went to four upstate districts which had merged. They wanted the answers to four central questions.

1. What was the impact of the merger on the educational program?
2. What was the impact of the merger on tax rates?
3. What were the advantages and disadvantages for the community as a whole?
4. Was the merger a success or failure or somewhere in between?

The answers were given in the four following conclusions:

1. Reorganization was a tremendous help to the four schools visited. There was an overwhelming consensus that merger was a good thing for them and that they have stronger schools because of it.
2. These school districts were able to lower their school taxes, take care of pressing facility needs and improve their school program as a result of merger. A common theme heard was that these improvements to the school system had enhanced the image of the community as a place for people to live and work.
3. Many people who were both for and against the merger before it took place were interviewed. Yet only one individual interviewed responded that if they had to do it over, they would vote against it. The vast majority of those interviewed concluded that the merger is looked upon as a success in each of the communities that are presently living with it every day.

4. There were problems and concerns in each of the districts visited. Loss of local identity was identified as a clear but not significant problem by people in the smaller communities. Busing was similarly identified as a concern.

E. The Cornell University "Organizational Alternatives for Small Rural Schools"

This was a study of a number of upstate school district merger proposals, with three adopted and one rejected. Of the three adopted, one district has had a contentious experience and the others have worked much better. The authors found programmatic advantages arising from merger, especially at the secondary level in relation to expansion of curricula with more offerings, better facilities and equipment. However, they felt that in larger schools there were less leadership and participation opportunities for students. They state that there is no convincing proof that basics are learned better in larger districts and there may be more disciplinary problems. In addition, the loss of schools through merger can involve a loss of a center of community life as well. They believe that the major problems for secondary schools occur when there are less than 100 graduating students per class, and that these smaller districts will also have problems in attracting and holding competently trained subject teachers, when the variety of subjects to be offered are constrained by lack of a sufficient number of students.

The authors are not sure that tax rates will always be reduced with district consolidation, and the state aid incentives offered are not adequate. Instead they recommend a longer term transition aid with protections for districts that may be adversely affected financially. They also call for consideration of allowing small districts to contin-

ue, with improvements in state aid, uses of program and institutional sharing and telecommunications technology.

F. Sewanhaka Central High School District, Nassau County

Following the presentation of these materials, Dr. George Goldstein, Superintendent of Sewanhaka Central School District, Nassau County, was invited to present his views on the advantages and disadvantages of a central school district. Dr. Goldstein listed these advantages in the following way.

Education Advantages

1. one grade 7-12 policy for all the districts
2. one central staff with elimination of duplicate services and bureaucracy
3. more specialized services within the district
4. more room for flexibility in space utilization
5. greater use of inter-district course opportunities for special education, gifted courses, electives
6. greater community use of facilities

Business Advantages

1. central purchasing and warehousing for all component districts
2. greater use of computer technology and avoidance of service duplications
3. better use of transport scheduling
4. lower insurance fees
5. central lunch services with transport of food to component schools
6. more state aid as part of reorganization incentives

Curriculum Advantages

1. more brains for brainstorming, research and evaluation
2. greater program capability with more courses
3. more interaction with component districts on curriculum

coordination

Disadvantages

1. loss of local control
2. all districts have to be treated alike
3. too much uniformity in having to go through a central authority
4. lack of articulation between K-6 and 7-12 grades
5. the unique ability to stay with a child in the K-12 system is

lost

In discussion, Dr. Goldstein also expressed the opinion that for a 7-12 grade organization, there should be a minimum of 1,200 students, or 200 a grade. In the discussion of this it was felt that this level would not allow luxuries to students in terms of variety in course selection. As for maximum size, Dr. Goldstein pointed out that in his day, much larger high schools had given their students good education.

G. Comsewogue School District, Suffolk County

Following this presentation Mr. Alan Austen, Superintendent of Comsewogue School District, Suffolk County, spoke of the district's situation, noting it had a high school with a capacity of 1,700 and will have only 1,000 students. Meanwhile Mount Sinai, next door, is building a new high school. He noted that for years consolidation studies had spoken of the desirability of merging with Port Jefferson and/or Mount Sinai, but nothing had ever come of this. He believes that such merger

is still desirable. He is in favor of consolidation generally. The real saving from merger occurs in the ability to affect class size--the pupil/teacher ratio--by offering courses that will have a sufficient number of students. Thus, instead of having a half dozen students in some advanced classes, he should get a dozen or fifteen at least. Further, with an adequate size student body, he could offer more variety in courses. For this, he believes that a grade level of 200 is not adequate but one of 400-500 is needed. Other superintendents, Mr. Evans of Eastport and Dr. Pecorale of Lindenhurst, supported Mr. Austin's statement. Mr. Austen also feels that it was an error to put 7th and 8th graders into the same school with 9th graders. He believes that the added year of physical, emotional and social development among 9th grade students creates problems for younger students, and that a 9-12 grade structure is more suitable.

H. Discussion of Studies and Presentations

In reviewing the various studies and discussions in committee, the following were noted.

1. While a central high school organization could be a possibility for some reorganization and economy in school district functioning, there was no firm opinion either for or against this idea.

2. There seems to be a consensus among studies and in discussion that state incentive aids for reorganization are inadequate. New formulas should be found that will provide substantial protection for a good period of time against increased costs arising from merger.

3. If school district consolidation is attempted in some areas, care should be taken that students do not have to travel too long from

home to school. Certainly an hour for older pupils should be maximum travel time.

4. There was no agreement on the maximum or optimum size of a district. If the Cornell recommendations are followed a grade size of about 100 in each senior level implies a district size of 1,200-1,300. If Dr. Goldstein's recommendation is followed, with about 200 students per grade, a school district size of about 2,500 is implied. If the Suffolk school superintendents mentioned above are followed, a grade size minimum of 400 and a district size of 5,000 is implied.

Given this variety of implied size, and noting that high school size need not be directly related to district size, the Subcommittee still had to face the problem of dealing with the impact of high taxes on the residents and businessmen of Suffolk County. Accordingly it was decided that the implications of each of these three district size organizations would be examined for impact on Suffolk taxpayers. In addition, two more proposals would be examined similarly, one treating the whole county as one school district for administrative and tax and aid purposes, and the second, treating each BOCES district similarly.

III. SCHOOL DISTRICTS BY ENROLLMENT SIZE

Analysis was made of the number and location of school districts that fell below 1,200, 2,500 and 5,000 student population as of the 1987-1988 school year.

Districts Under 1,200 Enrollment

Twenty-four districts had under 1,200 enrollment in the 1987-1988 school year. Their combined total was 8,076 students, a small percentage of the County total of 221,000 students. Included in these 24 is Fishers Island, which because of geography would not be affected by merger plans. Five of these districts are on the North Fork and had an enrollment of 1,533.* If Shelter Island is added the total is 1,800.

On the South Fork, up to Quogue, 10 districts had under 1,200 students. Their total enrollment was 3,018. In the area of the Brookhaven-Southampton border 6 districts had under 1,200 enrollment, including West Manor, which sends all of its students to other districts. Their total was slightly over 3,200.*

Generally, then this merger level for school districts under 1,200 enrollment, as based on the Cornell study standard of 100 students per grade level, does not do anything for tax burdens in the west end of Suffolk County. On the North Fork, it could lead to consolidations which might result in 3 districts instead of eight--if Shelter Island is included. On the South Fork all 10 districts might be merged into one

* Actually, if consolidation were to occur on the North Fork, Mattituck-Cutchogue would have to be included and this would raise total enrollment to the 3,000 level. A similar situation exists on the south shore where Southampton had over 1,300 pupils and Westhampton over 1,300. It may be that with the distance from Westhampton to Montauk, two school districts might be advisable.

district, or two or three districts might be made out of all of the South Fork districts. In the Brookhaven-Southampton area, all the districts with less than 1,200 students could be merged with each other. Overall then 20 districts might be eliminated if the Cornell standard is followed. Again, however, this does nothing for the west end where the great majority of county population and the highest tax levels were concentrated.

Districts Under 2,500 Enrollment

Thirty-six districts, roughly half of Suffolk's total and 12 more than above, had under 2,500 enrollment in 1987-1988. Of the added districts, two are in the Town of Huntington--Cold Spring Harbor and Elwood; two are in the Town of Babylon--Wyandanch and Babylon; Bayport-Blue Point is on the Islip-Brookhaven Boundary; Port Jefferson and Mount Sinai are on Brookhaven's North Shore; Shoreham-Wading River is on the northern Brookhaven-Riverhead boundary. These eight districts with a student population near 15,000 were not related to the areas that had under 1,200 enrollment, as noted in the previous section.

On the East End's south shore, three districts, over 1,200 but under 2,500 are added, Westhampton Beach, Hampton Bays and Southampton. Their enrollment brings the total for this group to almost 7,000. This includes all the East End south shore districts.

On the North Fork, there was one district added, Mattituck-Cutchogue with an enrollment of 1,232. This brought the North Fork total to about 3,100. This includes all the North Fork districts.

The general picture that emerges from this analysis first is the three eastern clusters, a south shore one of about 7,000; a North Fork one of about 3,100; a Town of Brookhaven-Town of Southampton one of

about 3,200. Second, if the standard of 2,500 minimum student district is followed, the other eight districts are in seven cases ones that should be consolidated with surrounding districts and in the eighth case, Port Jefferson-Mount Sinai merger of the two should occur. It is also possible that on the East End's south shore with a 7,000 enrollment shown, there could be two districts of roughly 3,000 and 4,000, thus adhering to the 2,500 minimum standard. However, there is no reason why a single district could not have two high schools so located as to minimize or cut traveling time for its students. However, with the 2,500 district standard and the 200 per grade standard in at the high school level, this would not be feasible for the north fork or the Brookhaven-Southampton districts.

The results of these applications of the standard on the number of districts would be as follows: Outside of the three clusters, there would be a disappearance of 7 districts. In the Brookhaven-Southampton border area, the number of districts would be reduced by 5. On the North Fork the number of districts would fall from 7 to 1. On the East End's south shore the number of districts would fall from 13 to 1 or 2. The total reduction in districts would be over 30, a substantial cut in the number of districts. Yet, if the enrollments are examined, the total for all of the districts with less than 2,500 enrollment each, was only about 28,200, and only about half of this was in the west end where most of the county's 221,000 students and the higher taxes were concentrated. Thus, while an examination of economic advantage might show benefits for consolidation in the East End, most of the west end would be unaffected by a merger standard based on a 2,500 minimum school district size.

Districts Under 5,000 Enrollment

When the standard per graduating class is raised to 400, thus leading to a minimum school district size of 5,000, a very different picture emerges. In the 1987-1988 school year there were only 16 districts with more than 5,000 students. Their enrollment comprised over 132,000 of Suffolk's 221,000. All were in the western five towns of Suffolk, with the largest number in Brookhaven where the largest part of the 1980s development has been. This leaves 89,000 enrollment for the remainder of the county.

If the three clusters for the North Fork, the East End's south shore and the Brookhaven-Southampton border districts are taken out, the remaining population is reduced to about 76,000. If the reorganized districts were kept to about 6,000 each -- as of the 1987-1988 data -- this would yield 12 districts. Thus for all of Suffolk, with the three East End clusters, the 16 above 5,000 and the 12 new districts, there would be a total of 31 districts.

Obviously this is an approximation. The districts could be made somewhat larger. Some of the west end districts were only a bit above 5,000 in 1987-1988 and may decline to a level below 5,000. Yet if it were decided that on educational grounds there were substantial benefits in reorganization to this level of enrollment and that these benefits could be compounded by substantial fiscal gains, this is the general picture that would emerge. Also note the following: the Eastport area districts did not not reach the 5,000 level in 1987-1988.* However,

* In 1989 there was a reported enrollment near 4,500 for the districts included in the study of the Eastport area.

with the rapid growth in this area, it was decided that it might reach this level. The same is possible for Riverhead, so no district reorganization was suggested. The distance involved with the North Fork suggested that no attempt be made to merge with other districts to the west.

Other Alternatives

With the last alternative a large number of districts in all of Suffolk would be affected. Yet if there are fiscal benefits to be derived from consolidation, the 16 districts with enrollments above 5,000, comprising the areas with almost 60 percent of the County's public school enrollment, would not benefit. Consequently two more alternatives come to mind: one, to treat each of the BOCES districts as a school district; the second, to treat the whole county as one school district.

Presumably the educational benefits of these alternatives would be no better than those found for districts with more than 5,000 students -- as high schools and other grade levels could be organized to provide maximum educational advantages. Thus, the argument for these alternatives would rest on the economic advantages -- if any -- to be found.

IV: CLASS SIZE AND PUPIL PERFORMANCE: EVALUATION OF ALTERNATIVES

The relative values of the various alternatives should be examined in terms of both educational and economic objectives. For these purposes a number of measures of district organization and performance were arrayed by school district enrollment level to see if any important differences could be observed. Following this examination, expenditure patterns by school district enrollment level were similarly examined.

A. Pupils per Classroom Teacher by School District Enrollment Level

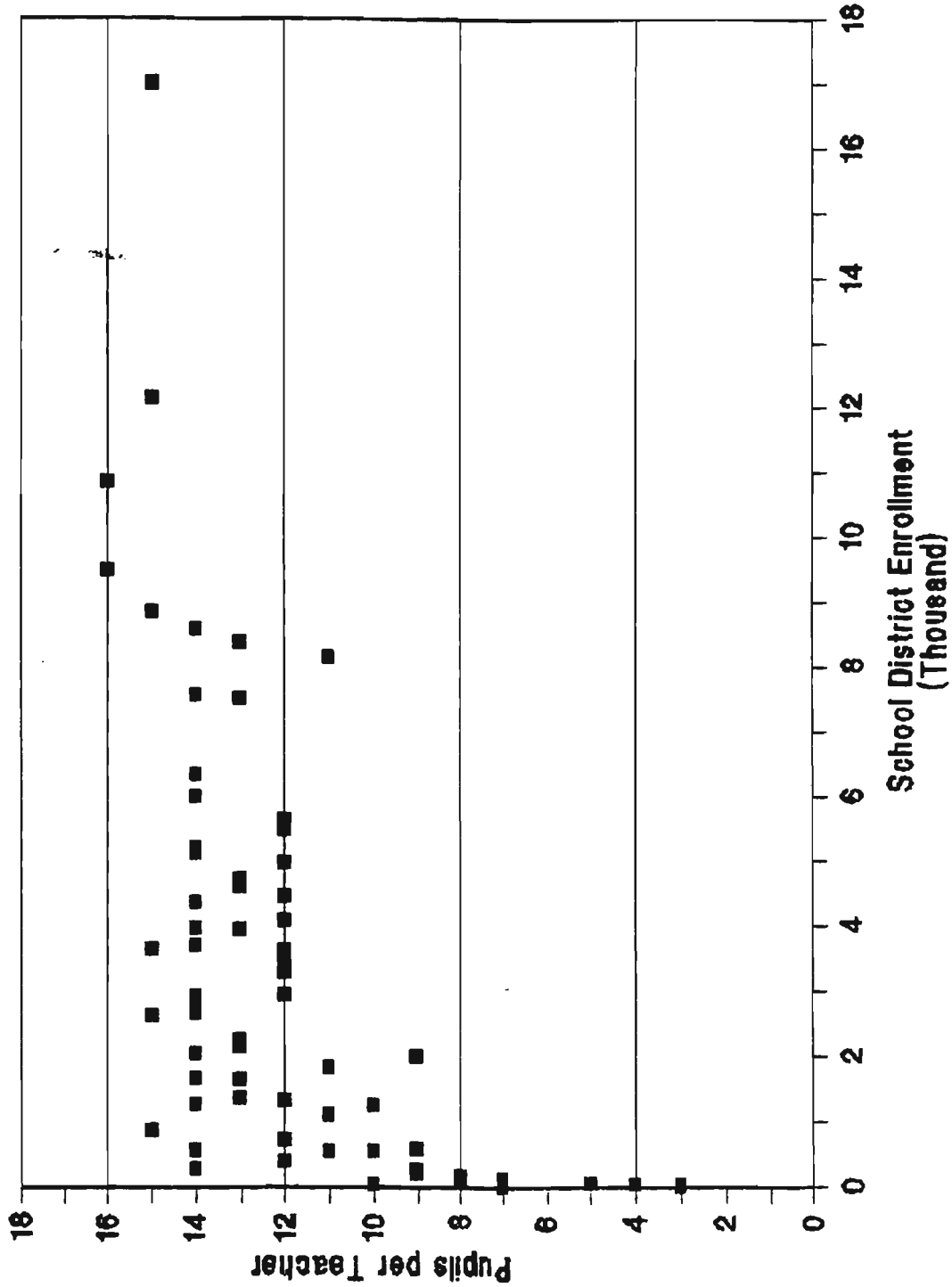
A scatter diagram of pupil-teacher ratios by district enrollment shows sharply that the districts with the lowest ratio are also those with the smallest enrollments.(see Chart 1) Only one district with a ratio of 10 or less has an enrollment of more than 2,000. There are 23 districts with a ratio of 11 or less, and only two have enrollments of over 2,000. At the other extreme of size, of the 16 districts with 5,000 or more students, there is only one with a pupil-teacher ratio as low as 11 and only 3 have a ratio at the 12 level. The simple conclusion is that larger schools, have a higher pupil-teacher ratio as a group.

B. Pupils per Classroom Teacher by Expenditure per Enrolled Pupil

A general implication of the foregoing data would be that with lower class size, expenditure per pupil would be higher. Examination of a scatter diagram of these data for each district generally confirms this.(see Chart 2) The 13 districts spending \$12,000 or more per student in 1987-1988 all have a pupil-teacher ratio of nine or less. All five districts spending under \$9,500 per pupil had a class size of

Chart 1

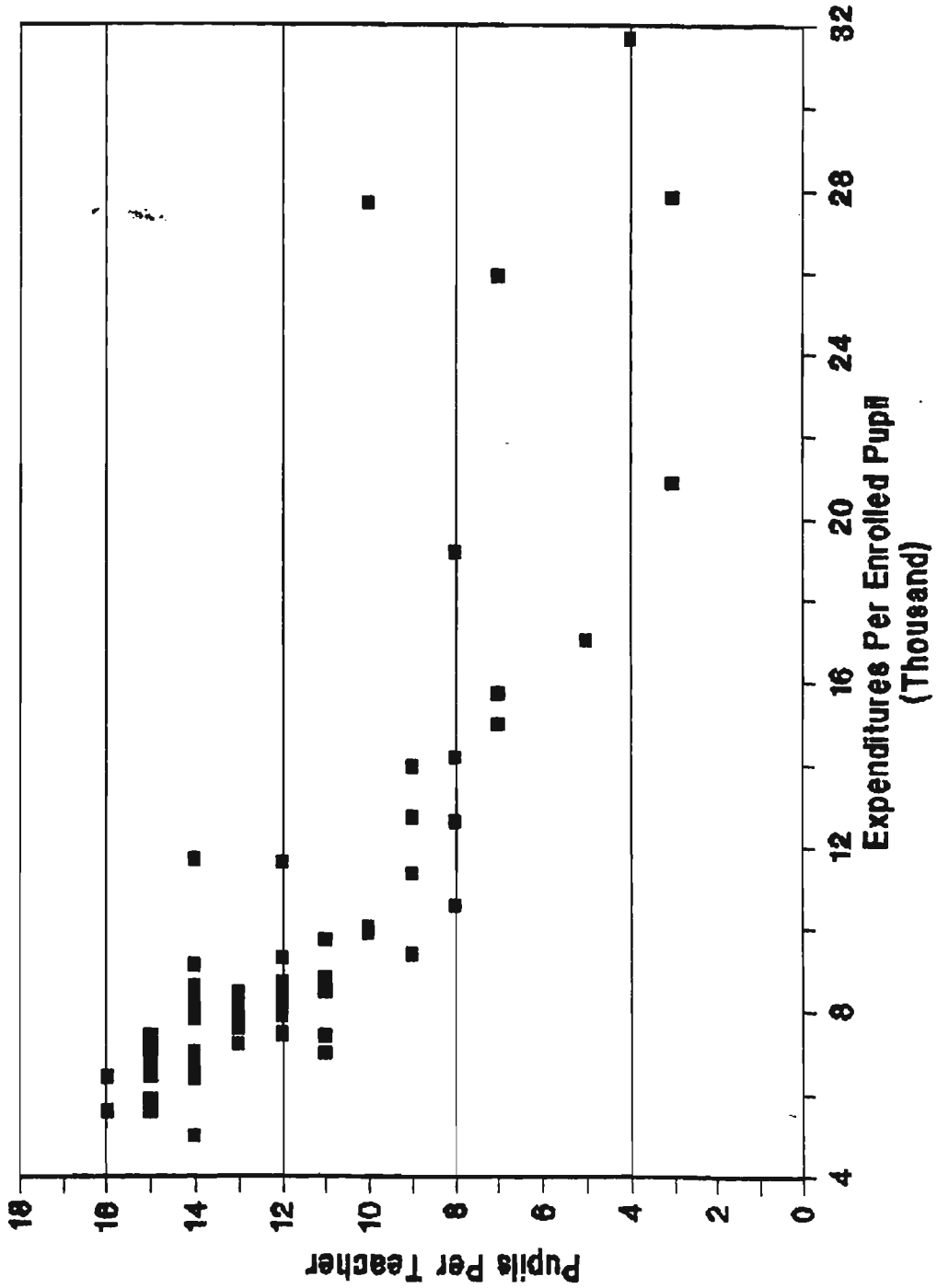
PUPILS PER TEACHER BY SCHOOL ENROLLMENT SUFFOLK COUNTY 1987-1988



SOURCE: New York State Department of Education
Public School Enrollment and Staff,
New York State 1987-1988

Chart 2

PUPILS PER TEACHER BY EXPENDITURES PER ENROLLED PUPIL SUFFOLK COUNTY 1987-1988



Source: New York State Department of Education
Public School Enrollment and Staff in New York State, 1987-1988
Statistical Profiles of Public School Districts, January 1, 1989

Table 6

Classroom Pupil per Teacher Ratio, Expenditure per Pupil
and Enrollment by School District
Suffolk County, 1987-1988

<u>School District</u>	<u>Pupil per Teacher Ratio</u>	<u>Expenditure per Pupil</u>	<u>School District Enrollment</u>
Amagansett	4	\$31,684	50
Amityville	12	8,623	2,951
Babylon	14	6,646	1,677
Bay Shore	13	7,579	4,621
Bayport	13	7,902	2,258
Brentwood	15	6,794	12,157
Bridgehampton	8	14,166	174
Comsewogue	15	7,413	3,649
Center Moriches	11	7,417	1,109
Central Islip	14	8,201	5,213
Cold Spring Harbor	10	10,025	1,244
Commack	14	8,533	5,986
Connetquot	13	7,571	7,511
Copiague	14	6,897	3,981
Deer Park	12	8,216	3,642
East Hampton	11	8,477	1,117
East Islip	14	8,260	4,374
East Moriches	14	9,122	577
East Quogue	14	11,692	282
Eastport	11	6,995	556
Elwood	13	8,458	2,161
Fire Island	10	27,672	43
Fishers Island	3	20,861	47
Greenport	9	9,374	582
Half Hollow Hills	11	8,815	8,145
Hampton Bays	14	6,406	1,273
Harborfields	14	8,607	2,730
Hauppauge	13	8,081	3,950
Huntington	12	8,708	4,468
Islip	14	8,001	2,930
Kings Park	12	8,149	3,513
Laurel	8	10,562	110
Lindenhurst	14	6,527	6,343
Longwood	14	7,011	8,586
Mattituck	14	6,665	1,282
Middle Country	16	6,423	10,858
Miller Place	15	5,878	2,638
Montauk	9	13,930	213
Mount Sinai	13	8,313	1,644
New Suffolk	7	15,718	15
North Babylon	13	7,942	4,725
Northport	12	8,379	5,644
Oyster Ponds	8	12,604	108
Patchogue	15	6,437	8,849

Table 6 (Continued)

<u>School District</u>	<u>Pupil per Teacher Ratio</u>	<u>Expenditure per Pupil</u>	<u>School District Enrollment</u>
Port Jefferson	11	9,729	1,841
Quogue	5	17,021	69
Remsenburg	8	19,159	94
Riverhead	14	6,723	3,701
Rocky Point	14	6,401	2,671
Sachem	15	5,598	17,025
Sag Harbor	10	9,883	545
Sagaponack	3	27,817	12
Sayville	12	7,438	3,294
Shelter Island	9	11,336	267
Shoreham-Wading River	9	12,706	2,015
Smithtown	13	7,799	8,369
South Huntington	12	8,099	5,487
South Country	14	N.A.	5,133
South Manor	15	7,051	875
Southampton	12	9,298	1,333
Southold	12	8,376	718
Springs	12	11,599	397
Three Village	14	6,928	7,561
Tuckahoe	7	14,958	138
Wainscott	7	25,902	21
West Babylon	12	7,894	4,090
West Islip	12	7,486	4,978
Westhampton	13	7,207	1,371
William Floyd	16	5,589	9,493
Wyandanch	14	7,839	2,050

Source: New York State Education Department, Statistical Profiles of
Public School Districts, January, 1989

15 or more. The great bulk of districts spending between \$6,500 and \$9,000 per student had class sizes largely clustered in the 12-14 pupil per teacher range.

A more specific examination of these general observations was made by inspection of class size by subject area at elementary and secondary levels of district organization.

C. Elementary and Grade 7-9 Class Size by School District Enrollment Level

An inspection was made of class size for the common branches in grades 1-6, and English, mathematics, general science and history at higher levels as shown in the accompanying tables. These were grouped by district enrollment levels of under 1,200; 1,200-2,499; 2,500-4,999; 5,000 and over. (See Tables 7-10).

Generally these data show that as a group the 24 districts in the under 1,200 enrollment level have smaller class sizes for the common branches, and English 7 and Mathematics 7. There is a distinct difference for this group in history from the class sizes seen at the other district levels. The differences for general science class size are most apparent with the districts having 5,000 and over enrollment.

The comparison among the other enrollment levels does not always show sharp differences. The common branches are a bit smaller at the 1,200-2,499 level but not sharply so. English 7 is along the same lines and Mathematics 7 shows a bit more divergence. There seems to be little difference among the general science class sizes by district level for the three larger groups. However, the 5,000 and over districts show higher class size for the history course.

Table 7

Elementary and Grade 7-9
Class Size by Selected Subjects For School Districts
Under 1,200 Enrollment, Suffolk County 1987-1988

School District	School District Enrollment	Course Class Size by Subject				
		Common Branches 1-6	English 7	Math 7	General Science 7,8 or 9	Grade 7 US and NY Hist.
Amagansett ¹	50	12.6	--	--	--	--
Bridgehampton	174	10.3	9.0	10.0	--	8.0
Center Moriches	1,109	19.6	18.6	18.4	15.0	18.2
East Hampton ²	1,117	20.4	19.3	14.3	23.0	14.0
East Moriches ²	577	19.6	22.0	22.3	--	24.3
East Quogue ¹	282	20.3	--	--	--	--
Eastport ¹	558	18.8	20.0	11.0	19.0	17.5
Fire Island ¹	43	13.5	--	--	--	--
Fishers Island	47	6.6	6.0	7.0	4.0	8.0
Greenport ¹	582	17.8	15.5	14.8	--	15.3
Laurel ²	110	17.0	--	--	--	--
Montauk ²	213	14.5	15.5	16.0	--	15.5
New Suffolk ¹	15	7.0	--	--	--	--
Oyster Ponds ¹	108	12.6	--	--	--	--
Quogue ¹	69	7.7	--	--	--	--
Remsenburg ¹	94	13.1	--	--	--	--
Sag Harbor ³	545	22.2	23.5	24.0	--	21.3
Sagaponack ³	12	9.0	--	--	--	--
Shelter Island	267	20.4	--	16.0	--	16.0
South Manor ⁴	875	22.8	21.2	19.7	16.3	18.0
Southold	718	22.8	25.5	18.3	--	25.5
Springs ²	397	22.0	14.6	14.3	--	15.3
Tuckahoe ²	138	16.6	11.0	11.0	15.0	11.0
Wainscott ⁵	21	14.0	--	--	--	--

- ¹ K-6 district
² K-8 district
³ 1-3 district
⁴ K-9 district
⁵ 1-4 district

Sources: New York State Education Department, Public School Enrollment and Staff New York State, 1987-1988; New York State Education Department Information Center on Education, Average Class Size for Selected Assignment Codes by County, Region and State, 1988-1989

Table 8

Elementary and Grade 7-9
Class Size by Selected Subjects For School Districts
1,200 to 2,499 Enrollment, Suffolk County 1987-1988

School District	School District Enrollment	Course Class Size by Subject				
		Common Branches 1-6	English 7	Math 7	General Science 7,8 or 9	Grade 7 US and NY Hist.
Babylon	1,677	22.4	23.5	23.7	15.0	22.8
Bayport	2,258	22.3	20.5	20.5	--	22.0
Cold Spring Harbor	1,244	18.0	21.4	24.6	--	26.4
Elwood	2,161	21.3	21.5	27.0	--	21.8
Hampton Bays	1,273	21.2	18.2	16.3	16.2	18.0
Mattituck	1,282	22.5	19.8	25.3	20.0	19.8
Mount Sinai ¹	1,644	23.2	19.5	23.5	7.0	23.2
Port Jefferson	1,841	19.5	17.7	16.6	17.8	11.7
Shoreham Wading River	2,015	18.0	16.4	15.4	21.0	17.2
Southampton	1,333	20.7	20.2	20.5	--	19.5
Westhampton	1,371	17.4	15.6	15.3	16.2	15.5
Wyandanch	2,050	23.8	25.5	25.0	18.7	21.8

¹ K-9 district

Sources: New York State Education Department, Public School Enrollment and Staff New York State, 1987-1988; New York State Education Department Information Center on Education, Average Class Size for Selected Assignment Codes by County, Region and State, 1988-1989

Table 9

Elementary and Grade 7-9
Class Size by Selected Subjects For School Districts
2,500 to 4,999 Enrollment, Suffolk County 1987-1988

School District	School District Enrollment	Course Class Size by Subject				
		Common Branches 1-6	English 7	Math 7	General Science 7,8 or 9	Grade 7 US and NY Hist.
Amityville	2,951	21.0	20.4	19.5	9.2	16.8
Bayshore	4,621	22.2	22.6	22.9	--	24.1
Comsewogue	3,649	21.5	27.4	23.9	26.2	29.4
Copiague	3,981	22.7	22.2	22.4	22.3	21.8
Deer Park	3,642	21.5	22.3	22.5	--	22.3
East Islip	4,374	22.6	18.4	19.7	23.8	19.4
Harborfields	2,730	24.5	20.1	20.2	14.0	21.3
Hauppauge	3,950	22.1	18.1	22.4	13.5	21.6
Huntington	4,468	20.5	22.1	24.2	17.2	23.2
Islip	2,930	22.4	21.0	19.6	19.1	22.4
Kings Park	3,513	23.1	18.0	16.0	--	20.8
Miller Place	2,638	24.7	23.1	20.8	23.5	23.7
North Babylon	4,725	21.5	23.2	23.8	--	21.6
Riverhead	3,701	22.0	26.5	27.4	21.8	26.7
Rocky Point	2,671	22.7	21.8	19.3	--	21.4
Sayville	3,294	22.8	27.5	28.8	--	29.1
West Babylon	4,090	21.4	19.9	17.8	--	20.2
West Islip	4,978	21.7	18.0	17.9	13.0	18.3

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Assignment Codes by County, Region and State, 1988-1989

Table 10

Elementary and Grade 7-9
Class Size by Selected Subjects For School Districts
5,000 and over Enrollment, Suffolk County 1987-1988

School District	School District Enrollment	Course Class Size by Subject				
		Common Branches 1-6	English 7	Math 7	General Science 7,8 or 9	Grade 7 US and NY Hist.
Brentwood	12,157	24.4	23.6	22.8	24.2	23.9
Central Islip	5,213	23.4	23.5	25.1	28.0	25.9
Commack	5,986	23.1	20.9	21.6	23.6	20.8
Connetquot	7,511	21.7	20.5	19.6	15.0	20.5
Half Hollow Hills	8,145	19.8	21.6	21.5	13.5	22.2
Lindenhurst	6,343	22.0	20.8	22.3	18.5	23.8
Longwood	8,586	25.1	24.1	22.4	--	17.7
Middle Country	10,858	23.1	23.0	23.6	20.9	23.2
Northport	5,644	19.7	21.7	19.6	25.0	22.0
Patchogue	8,849	23.1	22.3	23.3	26.6	25.5
Sachem	17,025	21.3	21.5	21.9	24.5	23.1
Smithtown	8,369	21.2	23.8	25.8	22.7	23.4
South Huntington	5,487	21.2	21.2	23.4	23.2	22.8
South Country	5,133	21.2	21.8	22.3	19.2	23.4
Three Village	7,561	21.0	20.1	22.6	24.3	21.5
Wm. Floyd	9,493	24.1	20.9	20.2	15.2	20.6

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Assignment Codes by County, Region and State, 1988-1989

Thus, the overall picture is one of sharply differentiated class sizes for the smallest districts; of little difference among the others where the common branches are compared; of a consistently higher class size for the other subjects for districts enrolling 5,000 or more.

D. High School Selected Subject Class Size by School District Enrollment Level

At the high school level ten subjects were examined for class size differences by the district enrollment levels used. (See Tables 11-18).

For English 11 the districts under 1,200 showed small class sizes. Most districts between 1,200 and 2,500 had less than 20 pupils per class. Most districts at the 2,500 to 5,000 level had more than 20 pupils per class. Only one district with enrollment above 5,000 had less than 20 pupils per class.

For French High School Level I, only six of the 20 districts under 5,000 enrollment giving this subject and reporting the data, showed class sizes over 15. With the 5,000+ districts, ten of the districts giving and reporting the data showed class sizes over 15.

For Spanish High School Level I, as the districts get larger, class size is more consistently over 20 pupils.

For Global Studies 10, for districts under 1,200 enrollment, class sizes are consistently under 20. At the 5,000+ district level, class sizes are generally larger than at the lower district enrollment levels.

Class size for Business-Marketing Core courses shows great variation among all size districts.

The three year Mathematics Sequences I and II often show lower class sizes, in the districts under 1,200 enrollment, much less often

Table 11

Upper Level Course Class Size for Selected Subjects by
School Districts under 1,200 Enrollment,
Suffolk County 1987-1988

School District	Course Class Size by Subject					
	School District Enrollment	English 11	French High School Level I	Spanish High School Level I	Global Studies 10	Business Marketing Core
Amagansett ¹	50	-	-	-	-	-
Bridgehampton	174	4.5	-	-	6.0	7.0
Center Moriches	1,109	16.4	9.0	20.5	14.8	17.0
East Hampton	1,117	15.7	15.0	21.3	20.7	-
East Moriches ¹	577	-	-	-	-	-
East Quogue ¹	282	-	-	-	-	-
Eastport ¹	556	-	-	-	15.0	-
Fire Island ¹	43	-	-	-	-	-
Fishers Island	47	-	-	4.0	6.0	-
Greenport	582	8.0	-	25.0	18.3	27.0
Laurel ¹	110	-	-	-	-	-
Montauk ²	213	-	-	-	-	-
New Suffolk ²	15	-	-	-	-	-
Oyster Ponds ¹	108	-	-	-	-	-
Quogue ¹	69	-	-	-	-	-
Remsenburg ¹	94	-	-	-	-	-
Sag Harbor ³	545	12.6	20.0	17.0	15.0	16.0
Sagaponack	12	-	-	-	-	-
Shelter Island	267	7.0	12.0	12.0	8.0	16.0
South Manor ⁴	875	-	10.0	14.5	17.2	-
Southold	718	17.0	9.0	-	17.0	4.0
Springs ²	397	-	-	-	-	-
Tuckahoe ²	138	-	-	-	-	-
Wainscott ⁵	21	-	-	-	-	-

- ¹ K-6 district
² K-8 district
³ 1-3 district
⁴ K-9 district
⁵ 1-4 district

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Codes by County, Region and State, 1988-1989

Table 12

Upper Level Course Class Size for Selected Subject by
School Districts from 1,200 to 2,499 Enrollment,
Suffolk County 1987-1988

<u>Course Class Size by Subject</u>						
<u>School District</u>	<u>School District Enrollment</u>	<u>English 11</u>	<u>French High School Level I</u>	<u>Spanish High School Level I</u>	<u>Global Studies 10</u>	<u>Business Marketing Core</u>
Babylon	1,677	22.0	-	-	22.0	19.0
Bayport	2,258	17.0	8.0	13.0	24.2	-
Cold Spring Harbor	1,244	19.6	10.0	-	20.2	-
Elwood	2,161	18.4	-	20.5	19.4	-
Hampton Bays	1,273	14.8	-	-	22.0	15.0
Mattituck	1,282	18.6	-	-	18.6	9.0
Mount Sinai ²	1,694	-	10.0	22.5	-	-
Port Jefferson	1,841	19.9	13.0	21.5	19.2	20.0
Shoreham Wading River	2,015	20.2	-	20.0	19.0	15.5
Southampton	1,333	20.8	11.5	13.6	17.4	22.0
Westhampton	1,371	17.1	-	20.0	21.4	-
Wyandanch	2,050	20.8	17.0	19.6	20.2	15.6

¹ K-9 district

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Codes by County, Region and State, 1988-1989

Table 13

Upper Level Course Class Size for Selected Subjects by
School Districts from 2,500 to 4,999 Enrollment,
Suffolk County 1987-1988

Course Class Size by Subject						
<u>School District</u>	<u>School District Enrollment</u>	<u>English 11</u>	<u>French High School Level I</u>	<u>Spanish High School Level I</u>	<u>Global Studies 10</u>	<u>Business Marketing Core</u>
Amityville	2,951	14.2	3.5	21.8	18.2	21.3
Bayshore	4,621	23.0	-	21.5	22.0	-
Comsewogue	3,649	24.7	10.0	30.0	21.6	17.0
Copiague	3,981	22.3	-	22.0	24.1	22.5
Deer Park	3,642	24.3	-	18.5	21.8	15.5
East Islip	4,374	22.5	-	19.3	22.5	18.5
Harborfields	2,730	17.4	8.0	26.5	21.8	-
Hauppauge	3,950	19.0	-	25.0	20.0	30.0
Huntington	4,468	22.8	-	17.5	20.1	16.0
Islip	2,930	21.7	19.5	24.2	21.2	27.5
Kings Park	3,513	18.2	-	36.0	21.7	14.5
Miller Place	2,638	22.1	-	19.0	22.4	21.7
North Babylon	4,725	24.0	-	26.0	27.7	20.6
Riverhead	3,701	22.7	17.0	27.0	19.9	20.2
Rocky Point	2,671	18.8	18.5	21.7	22.1	16.5
Sayville	3,294	17.3	27.5	-	22.5	-
West Babylon	4,090	25.1	-	27.5	22.4	22.0
West Islip	4,978	15.5	10.0	17.0	16.1	17.5

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Codes by County, Region and State, 1988-1989

Table 14

Upper Level Course Class Size for Selected Subjects for
School Districts with 5,000 and Over Enrollment,
Suffolk County 1987-1988

<u>School District</u>	<u>Course Class Size by Subject</u>					
	<u>School District Enrollment</u>	<u>English 11</u>	<u>French High School Level I</u>	<u>Spanish High School Level I</u>	<u>Global Studies 10</u>	<u>Business Marketing Core</u>
Brentwood	12,157	26.3	14.1	20.7	25.3	24.2
Central Islip	5,213	17.3	19.5	24.8	23.2	17.8
Commack	5,986	24.0	14.0	21.0	23.7	-
Connetquot	7,511	20.3	17.6	21.7	20.7	21.7
Half Hollow Hills	8,145	19.5	16.2	17.6	20.9	-
Lindenhurst	6,343	20.5	22.0	20.3	24.8	24.8
Longwood	8,586	23.5	21.6	19.0	24.0	13.0
Middle Country	10,858	23.0	15.2	21.2	22.8	25.8
Northport	5,644	25.5	22.0	22.5	23.4	15.0
Patchogue	8,849	24.1	15.0	21.0	23.7	24.6
Sachem	17,025	24.1	18.6	24.7	22.8	25.7
Smithtown	8,369	23.0	-	25.3	21.1	18.5
South Huntington	5,487	22.9	-	25.0	23.6	15.0
South Country	5,133	22.2	10.0	22.5	22.7	19.5
Three Village	7,561	22.3	19.7	23.6	23.9	12.0
William Floyd	9,493	20.2	23.0	22.7	21.0	20.0

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Codes by County, Region and State, 1988-1989

Table 15

Upper Level Mathematics and Sciences Class Size by Selected
Subjects for School Districts Under 1,200 Enrollment,
Suffolk County 1987-1988

Course Class Size by Subject

School District	School District Enroll.	Math - 3 Yr.	Math - 3 Yr.	Biology	Chemistry	Physics
		Seq.Course I Regents	Seq.Course II 1 Year	Regents	Regents	Regents
Amagansett ¹	50	--	--	--	--	--
Bridgehampton	174	6.0	4.0	6.0	4.0	4.0
Center Moriches	1,109	18.5	20.0	17.3	15.0	15.0
East Hampton	1,117	19.6	13.0	21.7	17.0	16.5
East Moriches ²	577	--	--	--	--	--
East Quogue ¹	282	--	--	--	--	--
Eastport	556	25.0	16.0	20.0	17.0	6.0
Fire Island ¹	43	--	--	--	--	--
Fishers Island	47	5.0	--	6.0	--	3.0
Greenport	582	22.0	23.0	39.0	30.0	6.0
Laurel ²	110	--	--	--	--	--
Montauk ²	213	--	--	--	--	--
New Suffolk ¹	15	--	--	--	--	--
Oyster Ponds ¹	108	--	--	--	--	--
Quogue ¹	69	--	--	--	--	--
Remsenburg	94	--	--	--	--	--
Sag Harbor ³	545	14.0	13.5	15.0	24.0	6.0
Sagaponack ³	12	--	--	--	--	--
Shelter Island ⁴	267	15.0	11.0	13.0	--	17.0
South Manor ⁴	875	24.5	15.0	16.3	15.0	--
Southold ²	718	17.3	24.6	19.5	25.0	18.5
Springs ²	397	--	--	--	--	--
Tuckahoe ⁵	138	--	--	--	--	--
Wainscott	21	--	--	--	--	--

- ¹ K-6 district
² K-8 district
³ 1-3 district
⁴ K-9 district
⁵ 1-4 district

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Codes by County, Region and State, 1988-1989

Table 16

Upper Level Mathematics and Science Courses Class Size by Selected
Subjects for School Districts 1,200-2,499 Enrollment,
Suffolk County 1987-1988

<u>School District</u>	<u>School District Enroll.</u>	<u>Course Class Size by Subject</u>				
		<u>Math - 3 Yr. Seq.Course I Regents</u>	<u>Math - 3 Yr. Seq.Course II 1 Year</u>	<u>Biology Regents</u>	<u>Chemistry Regents</u>	<u>Physics Regents</u>
Babylon	1,677	22.4	24.5	23.5	19.6	20.0
Bayport	2,258	25.8	24.4	28.6	20.2	--
Cold Spring Harbor	1,244	23.6	20.5	24.6	20.5	17.3
Elwood	2,161	29.0	26.0	23.5	22.2	18.2
Hampton Bays	1,273	22.3	21.3	23.0	17.5	17.0
Mattituck	1,282	23.6	21.3	22.2	17.5	33.0
Mount Sinai ¹	1,694	17.2	13.0	16.0	--	--
Port Jefferson	1,841	27.6	22.1	22.2	23.7	21.7
Shoreham-Wading River	2,015	22.0	19.5	23.2	21.8	22.2
Southampton	1,333	16.7	23.0	22.0	25.3	18.0
Westhampton	1,371	22.0	22.5	26.1	19.8	26.0
Wyandanch	2,050	22.0	19.0	28.0	17.0	14.0

¹ K-9 district

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Codes by County, Region and State, 1988-1989

Table 17
 Upper Level Mathematics and Science Courses Class Size by Selected
 Subjects for School Districts 2,500-4,999 Enrollment,
 Suffolk County 1987-1988

<u>Course Class Size by Subject</u>						
<u>School District</u>	<u>School District Enroll.</u>	<u>Math - 3 Yr. Seq.Course I Regents</u>	<u>Math - 3 Yr. Seq.Course II 1 year</u>	<u>Biology Regents</u>	<u>Chemistry Regents</u>	<u>Physics Regents</u>
Amityville	2,951	16.0	16.5	17.7	19.2	15.5
Bay Shore	4,621	26.4	19.5	26.0	22.3	18.5
Comsewogue	3,649	27.0	25.0	20.9	20.6	26.5
Copiague	3,981	23.6	18.5	18.0	19.0	11.0
Deer Park	3,642	23.0	23.5	19.8	19.0	18.3
East Islip	4,374	23.1	25.3	24.1	21.2	14.0
Harborfields	2,730	27.5	24.5	21.1	20.6	18.6
Hauppauge	3,950	26.0	25.3	24.1	21.8	25.5
Huntington	4,468	22.0	22.6	23.8	22.2	16.6
Islip	2,930	27.0	22.3	22.8	21.0	27.0
Kings Park	3,513	24.7	22.1	20.6	22.3	20.4
Miller Place	2,638	20.4	20.8	22.0	24.3	14.5
North Babylon	4,725	28.5	24.2	23.3	19.7	18.3
Riverhead	3,701	24.4	22.0	22.5	19.7	19.3
Rocky Point	2,671	23.6	23.8	23.8	26.2	20.5
Sayville	3,294	27.4	23.7	27.2	20.6	19.0
West Babylon	4,090	29.5	27.5	21.5	21.0	14.0
West Islip	4,978	23.0	20.0	18.9	19.7	21.6

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Codes by County, Region and State, 1988-1989

Table 18

Upper Level Mathematics and Science Courses Class Size by Selected
Subjects for School Districts 5,000 Enrollment and Over,
Suffolk County 1987-1988

<u>School District</u>	<u>School District Enroll.</u>	<u>Course Class Size by Subject</u>				
		<u>Math - 3 Yr. Seq.Course I Regents</u>	<u>Math - 3 Yr. Seq.Course II 1 Year</u>	<u>Biology Regents</u>	<u>Chemistry Regents</u>	<u>Physics Regents</u>
Brentwood	12,157	23.0	19.6	21.2	20.0	15.7
Central Islip	5,213	26.6	18.8	21.0	23.5	26.0
Commack	5,986	27.3	23.5	23.3	23.5	23.0
Connetquot	7,511	21.3	21.3	19.6	20.3	20.0
Half Hollow Hills	8,145	22.5	23.1	21.9	22.2	17.8
Lindenhurst	6,343	26.4	21.6	24.0	26.0	28.0
Longwood	8,586	27.1	25.6	24.4	19.6	17.7
Middle Country	10,858	28.4	24.8	25.3	21.7	22.7
Northport	5,644	21.4	23.2	25.3	23.2	25.5
Patchogue	8,849	24.2	28.2	25.2	24.1	22.0
Sachem	17,025	26.1	24.5	24.4	22.6	23.9
Smithtown	8,369	25.6	24.5	23.5	23.3	19.7
South Huntington	5,487	25.1	20.5	20.9	18.5	18.8
South Country	5,133	24.8	19.1	26.2	23.0	14.6
Three Village	7,561	23.6	24.2	24.5	25.1	21.5
William Floyd	9,493	26.0	26.2	24.8	24.2	23.3

Sources: New York State Education Department, Statistical Profiles of Public School Districts, January, 1989; New York State Education Department, Information Center on Education, Average Class Size for Selected Codes by County, Region and State, 1988-1989

for those districts between 1,200 and 2,500 enrollment and generally higher enrollments for the larger districts.

For the science regents courses, Biology, Chemistry, Physics, the districts with less than 1,200 students show small class sizes.

Above the district 1,200 level, the Biology Regents classes are larger in the 1,200 to 2,500 level. It is not so in Chemistry Regents where the larger districts above 2,500 have larger class sizes. In Physics Regents the picture is a mixed one and there is no clear advantage to larger sized districts as far as class sizes goes.

The general picture that emerges from these data is that of smaller class sizes for the lowest enrollment districts, under 1,200. The picture is not as consistently different among the size groups of larger districts. Yet the overall result is that districts with more than 5,000 enrollment generally show larger class sizes.

There is another sense in which these data are significant. A criticism can be made of general pupil-teacher ratio reports for school districts because of differences in enrollments for various types of students who are "slow", with learning disabilities, needing special programs, etc. Classes for these students are much smaller and districts differ greatly in the extent to which such classes are needed. Accordingly, it is claimed that because of these differences, class size differences among districts cannot be accurately established. A simple count of students and teachers in these programs would still be inaccurate, because some students spend only part of their time in special programs. Further, teachers sometimes are only part-time in such programs. Without a special and comprehensive study to determine these involvements district by district, accuracy is not achievable.

However, the data examined above on class size differences by subject area are not influenced by these special programs. Consequently when they show that smaller districts often have smaller classes in a number of subject areas, the overall data on influence of district size on class size are strongly reinforced.

E. Pupil Performance and District Size

Given these various possibilities of district organization, would size differences have any consequence for pupil performance? At this juncture a quandary exists because there is well documented evidence that pupil performance is closely related to the socio-economic status of families and community. District size differences are not necessarily correlated with such status. Further, the small size of some districts could be inclusive of only one kind of socio-economic group, while larger districts would include more diverse populations. Thus, comparisons by size levels might in effect be that between apples and oranges.

This variability of pupil performance by district in relation to socio-economic status is generally supported by the data, although there are anomalies which would require serious effort if explanations were desired.(See Tables 19-22). In the districts under 1,200 enrollment there are excellent scores for many districts in reading and mathematics at the sixth grade level. These show 100% of their students performing above the state average. There are also four districts in which only 60-70 percent of students perform above the State reference point. Among these, it is known, for example, that Bridgehampton has a student population derived from low economic status families.

Table 19

Selected Pupil Evaluation Measures for School Districts
with Under 1,200 Enrollment, Suffolk County 1987-1988

<u>School District</u>	<u>School District Enrollment</u>	<u>Pct. Above State Ref. Pt.</u>	
		<u>GR 6 Reading</u>	<u>GR 6 Math</u>
Amagansett ¹	50	67	100
Bridgehampton	174	71	71
Ctr. Moriches	1,109	91	94
East Hampton	1,117	98	98
East Moriches ²	577	98	100
East Quogue ¹	282	95	100
Eastport ¹	556	97	97
Fire Island ¹	43	100	100
Fishers Island	47	100	100
Greenport	582	92	100
Laurel ¹	110	85	100
Montauk ²	213	88	100
New Suffolk ¹	15	100	100
Oyster Ponds ¹	108	100	100
Quogue ¹	69	100	100
Remsenburg	94	92	100
Sag Harbor ³	545	63	78
Sagaponack	12	--	--
Shelter Island	267	87	100
South Manor ⁴	875	83	100
Southold	718	95	100
Springs ²	397	71	85
Tuckahoe ²	138	83	100
Wainscott ⁵	21	--	--

- ¹ K-6 district
² K-8 district
³ 1-3 district
⁴ K-9 district
⁵ 1-4 district

Source: New York State Education Department, Statistical Profiles of
Public School Districts, January, 1989

Table 20

Selected Pupil Evaluation Measures for School Districts with
Enrollments From 1,200 to 2,499, Suffolk County 1987-1988

<u>School District</u>	School District <u>Enrollment</u>	<u>Pct. Above State Ref. Pt.</u>	
		<u>GR 6 Reading</u>	<u>GR 6 Math</u>
Babylon	1,677	95	97
Bayport	2,258	88	97
Cold Spring Harbor	1,244	90	96
Elwood	2,161	80	91
Hampton Bays	1,273	82	93
Mattituck	1,282	99	99
Mount Sinai ¹	1,694	92	98
Port Jefferson	1,841	93	96
Shoreham-Wdg. Riv.	2,015	94	94
Southampton	1,333	91	99
Westhampton	1,371	100	100
Wyandanch	2,050	68	32

¹ K-9 district

Source: New York State Education Department, Statistical Profiles of
Public School Districts, January, 1989

Table 21

Selected Pupil Evaluation Measures for School Districts with
Enrollments From 2,500 to 4,999, Suffolk County 1987-1988

<u>School District</u>	<u>School District Enrollment</u>	<u>Pct. Above State Ref. Pt.</u>	
		<u>GR 6 Reading</u>	<u>GR 6 Math</u>
Amityville	2951	73	72
Bay Shore	4,621	84	97
Comsewogue	3,649	95	98
Copiague	3,981	82	90
Deer Park	3,642	95	94
East Islip	4,374	92	97
Harborfields	2,730	94	97
Hauppauge	3,950	93	97
Huntington	4,468	87	94
Islip	2,930	81	92
Kings Park	3,513	88	94
Miller Place	2,638	97	98
North Babylon	4,725	94	97
Riverhead	3,701	82	95
Rocky Point	2,671	94	100
Sayville	3,294	95	100
West Babylon	4,090	90	93
West Islip	4,978	88	95

Source: New York State Education Department, Statistical Profiles of
Public School Districts, January, 1989

Table 22

Selected Pupil Evaluation Measures for School Districts with
Enrollments Over 5,000, Suffolk County

<u>School District</u>	School District <u>Enrollment</u>	<u>Pct. Above State Ref. Pt.</u>	
		<u>GR 6 Reading</u>	<u>GR 6 Math</u>
Brentwood	12,157	84	93
Central Islip	5,213	87	90
Commack	5,986	87	92
Connetquot	7,511	91	97
Half Hollow Hills	8,145	97	97
Lindenhurst	6,343	96	97
Longwood	8,586	79	88
Middle Country	10,858	88	94
Northport	5,644	97	99
Patchogue	8,849	93	99
Sachem	17,025	92	99
Smithtown	8,369	93	97
So. Huntington	5,487	95	98
So. Country	5,133	81	97
Three Village	7,561	94	99
Wm. Floyd	9,493	93	97

Source: New York State Education Department, Statistical Profiles of
Public School Districts, January, 1989

Among the school districts with 1,200-2,499 students, sixth grade reading and mathematics scores with one exception range from the low eighties upward, with most in the 90% range. The one exception, Wyandanch has a score below 70 in reading, a 32 in mathematics and is a relatively poor area. One anomaly to note here is Elwood's score of 80 in reading which is a puzzle because it is at least a mid-level socio-economic area and its neighboring districts all have somewhat higher scores.

The pattern appears again in the school districts with enrollments 2,500 to 4,999. The districts containing sizable proportions of lower economic status families, tend to have lower pupil performance standings. The reading scores show many districts with over 90% of their students scoring above the State reference point, but Amityville's level is 72, Copiague and Riverhead are at 82. As a sidelight it should be noted that in reading, 95% and in mathematics, 98% of Comsewogue's students score above state reference levels. Their neighboring districts of Mount Sinai and Port Jefferson, which have refused to consider merger, with Comsewogue, do not do as well in reading, and while Mount Sinai equals Comsewogue in mathematics percentage, Port Jefferson does not.

Finally for districts at the 5,000 and over level of enrollment, there is again variation and anomaly. Brentwood which is one of the poorer districts, as well as one of the largest shows a lower reading score than all but one district -- South Country. Both of these districts show higher mathematics scores than other districts. Then, William Floyd which is also regarded as one of the poorest districts in Suffolk County, shows reading and mathematics scores well into the 90%

range for pupils performing above the state reference point. This is equivalent to pupils in a number of other districts performing at equivalent or better levels.

Overall, then, as these sixth grade performance standards are inspected, there does not seem to be any way of saying that at these elementary levels, one size school district is necessarily better or worse than the other. Just as we cannot say that larger is better than smaller, the reverse is also true. We cannot say that smaller is better than larger. Factors of social status, individual school organization and performance would seem to be more significant. Thus, in evaluating pros and cons of district organization by size, we cannot at this time, point to pupil performance as a differentiating element. A prime purpose of this study is to achieve economies of scale and, thereby, producing the savings without in any way causing a diminution in the quality of education, provided. This analysis demonstrates that these quality educational results can be achieved. Accordingly, the discussion of potential savings that can be achieved with consolidation, follows.

V.- POTENTIAL SAVINGS THROUGH SCHOOL DISTRICT CONSOLIDATION

These examinations of past history, subcommittee consideration and discussion, and the explorations of class size data and pupil performance lead to the point of determining whether it is possible to save money by district consolidation. Further, if possible, how much might be saved and how significant would the savings be in relation to costs and taxes? To answer these questions in some measure, three analyses were made. One deals with the North Fork. A second deals with the East End's south shore from Montauk to Westhampton. The third centers on creating districts of 5,000 or more pupils, which can be done in a variety of organizational contexts.

A. General Procedure

The general procedure for all three analyses was as follows:

1. Districts similar in size to the merged one were examined for their ratios of pupils per classroom teacher and pupils per non-classroom professional.
2. The resulting ratios were then compared to the existing ratios for totals of students, teachers and other professionals in the districts to be merged.
3. The two sets of ratios were converted into a percentage relation.
4. These percentages were then applied to operating expenditures for five major areas of school function, general support, administration/media, teaching, pupil personnel services and pupil activity. The administration/media and pupil/personnel services expenditures were multiplied by the percentages for non-classroom professionals. The other three functions were multiplied by the percentages for classroom teachers.

5. With this assumption that the newly merged district would be generally comparable in its expenditure pattern to existing districts of roughly similar size, the newly calculated expenditures for the merged district were compared to the total of existing expenditures in the same functions for the districts included in the merger.

6. The resulting changes were then calculated as a percentage of the total revenues and property taxes for the existing districts.

The results of these analyses are presented below.

B. The North Fork

The seven North Fork districts, including Shelter Island, spent almost \$19,800,000 for operations in the five functions in 1987-1988. Their combined enrollment was 3,081, with a pupil-classroom teacher ratio of 12.18 and pupil-non-classroom professional ration of 90.62.(see Table 23)

Nine districts ranging in size from roughly 2,600 to 3,700 were examined for similar ratios, which ranged from 12.0 to 15.5 for the first and 61.8 to 146.6 for the second. A summing of enrollment, teachers and professionals for the nine districts, yielded ratios of 13.73 and 85.16 respectively. (See Table 24)

This means that for those functions involving classroom teachers, the North Fork districts collectively were spending 11.3% more per pupil; that for those functions involving non-classroom professionals, they were spending 6.4% less. In short, they were spending relatively more for teachers and providing less for other professional services to pupils. Thus, to bring these districts collectively to the general standard of the other districts would result in lower costs for the

Table 23

Calculation of Pupils per Classroom Teacher and per Non-Classroom Professional
for Seven North Fork School Districts, Suffolk County
1987-1988

School District	1987-1988 Enrollment	Classroom Teachers*	Total Professional Personnel*	Non-Class- room Pro- fessionals*	Pupils per Teacher	Pupils Per Non- Classroom Profes- sionals
Laurel	110	10.5	12.0	1.5	10.47	73.33
Mattituck	1,282	88.0	99.0	11.0	14.56	116.54
New Suffolk	15	2.5	2.5	0	6.0	--
Southold	718	57.5	66.0	8.5	12.49	84.47
Greenport	582	56.5	63.0	6.5	10.30	89.53
Shelter Island	267	26.5	30.0	4.5	10.07	59.33
Oyster Ponds	107	11.5	13.5	2.0	9.3	53.50
Total	3,081	253.0	272.5	34.0	12.17	90.62

*Part-time staff calculated at one-half each

Source: New York State Education Department, Public School Enrollment and Staff
New York State, 1987-1988

Table 24

Calculation of Pupils per Classroom Teacher and per Non-Classroom Professional for Nine School Districts with 2,600 to 3,699 Enrollment, Suffolk County 1987-1988*

<u>School District</u>	<u>1987-1988 Enrollment</u>	<u>Classroom Teachers</u>	<u>Professional Personnel</u>	<u>Non-Classroom Professionals</u>	<u>Pupils per Classroom Teacher</u>	<u>Pupils Per Non-Classroom Professional</u>
Amityville	2,951	240.0	280.0	40.0		
Comsewogue	3,649	234.5	293.5	59.0		
Deer Park	3,642	290.5	325.5	35.0		
Harborfields	2,730	184.5	224.0	39.5		
Islip	2,930	205.0	237.0	32.0		
Kings Park	3,513	276.0	322.5	46.5		
Miller Place	2,638	165.5	183.5	18.0		
Rocky Point	2,671	187.5	210.0	22.5		
Sayville	3,294	257.0	293.5	36.5		
Total	28,018	2,040.5	2,369.5	329.0	13.73	85.16

* Based on half-time allowance for each part-time person

Source: New York State Education Department Public School Enrollment and Staff, New York State 1987-1988

classroom teacher functions and higher costs for the other functions mentioned.

The result of these calculations of merger, as noted in Table 25, is a saving of \$1,922,000 in expenditures. This is equivalent to 7.3% of the total revenue of \$26,341,000 for these districts. It is also equivalent to 9.4% of the property taxes of over \$20,500,000. (See Table 26). Note further that this represents a type of saving that would occur each year and not just in the initial year of school district consolidation.

C. The East End's South Shore

From Westhampton Beach to Montauk there are 14 school districts which had a combined enrollment of almost 7,000 in 1987-1988. Their combined pupils per classroom teacher was 12 and pupils per non-classroom professional was 74.8. (See Table 27). For school districts with 5,000 or more enrollment in 1987-1988, the respective ratios were 14.58 and 90.71. (See Table 28) This means that for those functions involving classroom teachers, these East End districts collectively were spending 17.7% more money per pupil; that for those functions involving non-classroom professionals, they were spending 17.5% more.

When the calculations for merger are done, as shown in Tables 29 and 30, there is a saving of over \$8,688,000. This amounts to near 13% of the total revenue of over \$68,500,000, and well over 17% of the property taxes of \$49,246,000.

D. Savings for Other Districts Below 5,000 Enrollment

In the analytical method used here, the 16 districts with enrollment of 5,000 and more have been used as a benchmark against which potential savings through merger could be estimated. Thus, no estimate

Table 25

Selected Operations Expenditures for Seven North Fork School Districts, 1987-1988, With Estimates of Costs Under Consolidation (\$000)

	<u>Expenditure Type</u>					<u>Total</u>
	<u>General Support</u>	<u>Adminis- tration/ Media</u>	<u>Teaching</u>	<u>Pupil Personnel Services</u>	<u>Pupil Activity</u>	
Laurel	69.6	63.0	708.4	8.2	2.4	
Mattituck	623.2	169.1	5,312.1	347.3	227.9	
New Suffolk	21.4	--	165.6	.6	--	
Southold	506.9	285.4	3,763.6	261.5	148.7	
Greenport	316.8	247.4	3,121.7	167.7	162.8	
Shelter Island	309.6	62.9	1,478.2	68.6	67.9	
Oyster Ponds	71.8	71.4	938.6	20.8	--	
Total	1,919.3	899.2	15,488.2	874.7	609.7	19,791.1
Revised for Consolidation Costs	at 88.7% = 1702.4	at 106.4% = 956.7	at 88.7% = 13,738.0	at 106.4% = 930.7	at 88.7% = 540.8	17,868.6
Cost Difference	216.9	-57.5	1,750.2	-56.0	68.9	1,922.5

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987

Table 26

Estimate of Savings in School District Consolidation as a Percentage of Total Revenue and of Property Taxes, Seven North Fork School Districts, Suffolk County 1987-1988

	Total Revenue (\$000)	Total Property Tax (\$000)
Laurel	1,121.9	943.2
Mattituck	8,929.7	7,018.7
New Suffolk	236.3	225.2
Southold	6,424.3	5,048.6
Greenport	5,253.7	3,498.3
Shelter Island	2,893.2	2,514.1
Oyster Ponds	1,482.0	1,303.0
Total	26,341.1	20,551.1
Consolidation Saving		
Sum	1,922.5	1,922.5
Pct. of Total	7.3	9.4

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987

Table 27

Calculation of Pupils per Classroom Teacher and per Non-Classroom Professional for Fourteen School District (Montauk to Westhampton Beach) Suffolk County 1987-1988

<u>School District</u>	<u>1987-1988 Enrollment</u>	<u>Classroom Teachers*</u>	<u>Total Professional Personnel*</u>	<u>Non-Classroom Professionals</u>	<u>Pupils Per Teacher</u>	<u>Pupils Per Non-Classroom Professionals</u>
Amagansett	50	9.5	10.5	1.0	4.5	50.0
Springs	397	30.5	34.5	4.0	12.4	10.1
East Hampton	1,117	96.5	116.5	20.0	11.5	55.9
Wainscott	21	2.0	3.0	1.0	3.0	6.0
Sagaponack	12	2.5	3.5	1.0	3.0	6.0
Bridgehampton	174	28.5	32.5	4.0	6.0	43.5
Sag Harbor	545	50.0	56.0	6.0	10.9	90.8
Southampton	1,333	106.0	123.0	17.0	12.3	78.4
Tuckahoe	138	16.0	17.5	1.5	7.3	14.5
Hampton Bays	1,273	90.0	105.0	15.0	14.1	84.9
East Quogue	282	19.0	20.5	1.5	14.8	141.0
Quogue	68	9.5	10.5	1.0	5.8	169.0
Westhampton	1,371	102.0	120.0	18.0	13.3	76.2
Montauk	213	22.5	25.0	2.5	9.3	71.0
Total	6,994	584.5	678.0	93.5	12.0	74.8

*Part-time personnel calculated at one-half each

Source: New York State Education Department, Public School Enrollment and Staff, New York State, 1987-1988

Table 28

Classroom Teachers and Professional Non-Classroom Personnel for
Districts Over 5,000 Enrollment
Suffolk County, 1987-1988

<u>School District</u>	<u>Enrollment</u>	<u>Classroom Teachers*</u>	<u>Total Professional Personnel*</u>	<u>Non Classroom Professionals*</u>	<u>Pupils Per Teacher</u>	<u>Pupils Per Non-Classroom Professionals</u>
Brentwood	12,157	780.0	961.0	181.0	15.58	67.17
Central Islaiip	5,213	368.0	400.0	32.0	14.17	162.91
Commack	5,986	428.5	502.0	73.5	13.97	81.44
Connetquot	7,511	541.5	635.5	94.0	13.87	79.90
Half Hollow Hills	8,145	674.5	777.5	103.0	12.08	79.08
Lindenhurst	6,343	419.0	502.0	83.0	15.14	76.42
Longwood	8,586	582.0	670.0	88.0	14.75	97.57
Middle Country	10,658	666.0	769.0	103.0	16.00	103.48
Northport	5,644	460.5	543.5	83.0	12.26	68.0
Patchogue	8,849	568.5	650.5	82.0	15.56	107.91
Sachem	17,025	1,093.5	1,209.0	115.5	15.57	147.40
Smithtown	8,369	590.0	707.0	117.0	14.18	71.53
South Country	5,133	374.5	429.5	55.0	13.71	93.3
South Huntington	5,487	376.0	458.0	82.0	14.59	66.91
The Village	7,561	545.0	617.0	72.0	13.87	105.01
William Floyd	9,493	597.0	690.0	93.0	15.90	102.08
Total	132,160	9,064.5	10,521.5	1,457.0	14.58	90.71

*Part-time staff calculated at one-half each

Source: New York State Education Department, Public School Enrollment and Staff New York State 1987-1988

Table 29

Selected Operations Expenditures for Fourteen School Districts (Montauk to Westhampton Beach) with Estimated Costs Under Consolidation, Suffolk County 1987-1988
(\$000)

<u>School District</u>	<u>General Support</u>	<u>Admini- stration/ Media</u>	<u>Teaching</u>	<u>Pupil Personnel Services</u>	<u>Pupil Activity</u>	<u>Total</u>
Amagansett	267.4	32.2	840.8	10.3	1.4	
Springs	245.1	116.0	2,903.7	30.8	25.5	
East Hampton	568.8	794.9	5,508.3	305.5	213.7	
Wainscott	29.2	1.7	312.5	2.1	-	
Sagaponack	33.0	-	231.8	-	-	
Bridgehampton	332.6	51.3	1,755.6	80.4	43.9	
Sag Harbor	450.4	380.1	2,462.5	273.4	115.0	
Southampton	914.2	988.1	6,179.3	451.4	199.8	
Tuckahoe	232.8	71.8	1,425.8	17.2	9.2	
Hampton Bays	625.8	579.9	4,800.2	285.2	188.3	
East Quogue	201.7	22.9	2,406.6	26.5	2.7	
Westhampton	637.9	868.8	6,111.4	30.8	25.5	
Montauk	303.5	46.0	2,019.7	62.2	33.2	
Quogue	138.8	3.1	807.6	10.4	-	
Total	4,981.2	3,956.8	37,765.8	1,586.2	858.2	49,148.2
Revised for	at 82.3%=	at 82.5%=	at 82.3%=	at 82.5%=	at 82.3%	
Consolidation Costs	4,099.5	3,264.4	31,081.3	1,308.6	706.3	40,460.1
Cost Difference	881.7	692.4	6,684.5	277.6	151.9	8,688.1

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987

Table 30

Estimate of Savings in School District Consolidation as a Percentage
of Total Revenue and of Property Taxes for the Total of Fourteen
School Districts (Montauk to Westhampton Beach)
Suffolk County 1987-1988

School District	Total Revenue (\$000)	Total Property Tax (\$000)
Amagansett	1,731.8	1,528.6
Springs	4,207.6	3,682.8
East Hampton	10,413.7	5,953.8
Wainscott	408.7	393.3
Sagaponack	339.0	328.3
Bridgehampton	3,065.5	2,610.6
Sag Harbor	5,627.8	4,844.7
Southampton	12,319.3	9,150.0
Tuckahoe	2,257.6	1,941.7
Hampton Bays	8,004.7	6,397.4
East Quogue	3,315.0	2,817.0
Westhampton	12,495.6	5,755.2
Montauk	3,131.3	2,697.6
Quogue	1,274.9	1,144.9
Total	68,593.5	49,245.9
Consolidation Saving		
Sum	8,688.1	8,688.1
Pct. of Total	12.7	17.6

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987

Table 31

Remaining Districts and Their Enrollment 1987-1988

<u>District</u>	<u>Enrollment</u>
Amityville	2,951
Babylon	1,677
Bay Shore	4,621
Bayport	2,258
Center Moriches	1,109
Cold Spring Harbor	1,244
Comsewogue	3,649
Copiague	3,981
Deer Park	3,642
East Islip	4,374
East Moriches	577
Eastport	556
Elwood	2,161
Fire Island	43
Harborfields	2,730
Hauppauge	3,950
Huntington	4,468
Islip	2,930
Kings Park	3,513
Miller Place	2,638
Mount Sinai	1,644
North Babylon	4,725
Port Jefferson	1,841
Remsenburg	94
Riverhead	3,701
Rocky Point	2,671
Sayville	3,294
Shoreham-Wading River	2,015
South Manor	875
West Babylon	4,090
West Islip	4,978
Wyandanch	2,050
Total	85,050

Source: New York State Education Department, Public School Enrollment and Staff, New York State, 1987.

of savings from consolidation of these 16 districts could be made. However, there were the remaining districts in the County, excepting Little Flower and Fishers Island, which had under 5,000 enrollment and are not included in the North Fork or East End south shore consolidations analyzed above.

These remaining districts with an enrollment of 85,000 in 1987 showed an average of 13.44 pupils per classroom teacher compared to 14.58 for the districts 5,000 and over. (See Table 32). They showed an average of 82.21 pupils per non-classroom professional compared to 90.71 for the districts with 5,000 or more enrollment. (Refer back to Table 28) When the calculations for merger are done, there is a saving of almost \$44,300,000. This amounts to 6% of total revenue received by these districts, and near 11% of the property taxes levied by them.* (See Table 35).

E. Estimate of Total Savings from Consolidation

The savings for the consolidations noted above amount to almost \$55,000,000. They constitute 6.6% of total revenue raised by the involved school districts in 1987-1988 and over 11% of the property taxes levied for these districts. (See Table 36).

* The calculation of these savings was done in a slightly different way. The pupils per classroom teacher and per non-classroom professional were summed for all school districts. Then the totals for the North Fork districts, the East End south shore districts and the districts with 5,000 and over enrollment were subtracted. The remaining sums constituted the remaining district totals from which the pupil ratios were calculated. These ratios were then compared to those for the districts with 5,000 and over enrollment to secure the percentage relations, which were then applied to reach the estimates of savings arising from consolidation.

Table 32

Pupils per Classroom Teacher and per Non-Classroom Professional
for Remaining School Districts, Suffolk County 1987-1988

<u>District Group</u>	<u>Enrollment</u>	<u>Classroom Teachers*</u>	<u>Professionals*</u>	<u>Non-Classroom Professionals*</u>	<u>Pupils per Teacher</u>	<u>Pupils per Non-Classroom Professional</u>
County Total	227,414	16,260.0	18,876.0	2,616.0	13.99	86.93
Little Flower	80	16.0	18.0	2.0	5.00	40.00
Fishers Island	47	13.0	14.0	1.0	3.62	47.00
North Fork	3,081	253.0	287.0	34.0	12.18	90.62
East End						
South Shore	6,994	584.5	678.0	93.5	11.97	74.80
Districts						
5,000 and Over						
Enrollment	132,160	9,064.5	10,521.5	1,451.0	14.58	91.08
Remaining						
Districts	85,050	6,329.0	7,357.5	1,034.5	13.44	82.21

*Part-time staff calculated at one-half each.

Source: New York State Education Department, Public School Enrollment and Staff, New York State, 1987-1988.

Table 33

Selected Current Operations Expenditures for School Districts
with Over 5,000 Enrollment
Suffolk County 1987-1988
(\$000)

<u>School District</u>	<u>Enrollment</u>	<u>Expenditure Type</u>				
		<u>General Support</u>	<u>Admini- stration/ Media</u>	<u>Teaching</u>	<u>Pupil Personnel Services</u>	<u>Pupil Acti- vity</u>
Brentwood	12,157	4,881.4	6,707.8	50,359.3	4,498.0	549.3
Central Islip	5,213	2,272.3	2,300.0	26,389.9	1,566.1	186.2
Commack	5,986	2,136.8	3,637.5	31,530.2	1,788.6	776.3
Connetquot	7,511	2,391.6	4,061.6	35,975.0	2,801.7	638.3
Half Hollow Hills	8,145	2,492.2	5,427.3	45,193.2	3,686.7	1,479.0
Lindenhurst	6,343	2,080.5	2,848.2	27,721.8	1,221.1	135.2
Longwood	8,586	2,830.8	3,997.4	34,763.9	2,072.2	585.0
Middle Country	10,658	3,816.0	4,444.0	45,793.5	2,171.4	798.8
Northport	5,644	2,800.7	5,093.0	29,066.0	2,729.8	718.8
Patchogue	8,849	4,277.1	4,775.3	34,322.9	2,205.9	740.0
Sachem	17,025	3,257.3	6,675.4	63,085.8	4,505.7	1,133.6
Smithtown	8,369	3,399.5	5,208.6	40,384.0	3,410.1	716.6
South Country	5,133	1,482.2	3,025.8	19,420.3	857.5	438.0
South Huntington	5,487	2,739.4	3,198.5	27,700.6	2,189.6	530.1
Three Village	7,561	3,028.4	4,904.0	30,042.2	2,221.2	781.6
William Floyd	9,493	2,733.1	4,028.6	30,286.2	2,407.9	485.3
Total	132,160	46,569.3	70,333.0	571,934.8	40,334.5	10,692.1
Total County		92,465.5				

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987

Table 34

Calculation of Total Revenue and Total Property Taxes
for Remaining Districts, Suffolk County 1987-1988 (\$000)

<u>Area</u>	<u>Total Revenue</u>	<u>Total Property Taxes</u>
County Total	1,849,262.0	956,202.0
Less		
Little Flower School District	1,578.5	-
Fishers Island	981.4	923.3
Seven North Fork Districts	26,341.1	20,550.1
East End South Shore Districts	68,593.0	49,245.9
Districts with 5,000 and Over Enrollment	1,015,474.6	472,904.7
Remaining Districts*	736,293.4	412,578.0

*These Remaining Districts are the ones not involved in the North Fork and East End south shore consolidating, had less than 5,000 enrollment in 1987 and do not include Little Flower and Fishers Island districts.

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987.

Table 35

Estimated Savings Arising for Selected Operations from School
District Consolidation for Remaining Districts
Suffolk County 1987-1988 (\$000)

<u>Area</u>	<u>Expenditure Type</u>					<u>Total</u>
	<u>General Support</u>	<u>Administra- tion/Media</u>	<u>Teaching</u>	<u>Pupil Personnel Services</u>	<u>Pupil Activity</u>	
County Total	92,465.5	128,446.8	1,042,268.3	70,875.2	22,292.8	
Little Flower	184.8	62.7	977.3	44.8	--	
Fishers Island	162.6	25.3	550.0	9.0	11.6	
North Fork	1,919.3	899.2	15,488.2	874.7	609.7	
East End						
South Shore	4,981.2	3,956.8	37,765.8	1,586.2	858.2	
Districts 5,000 and Over						
Enrollment	46,569.3	70,333.0	571,934.8	40,334.8	10,692.1	
Remaining Districts	38,648.3	53,169.8	415,552.2	28,025.7	10,121.2	
Remaining Districts Expend. Pct. With Consolidation	92.2%	90.3%	92.2%	90.3%	92.2%	
Estimated Expend.	35,633.7	48,012.3	383,139.1	25,307.2	9,331.7	
Consolidation Saving for Remaining Districts	3,014.6	5,157.5	32,413.1	2,718.5	789.5	44,093.2
Remaining Districts Total Revenue		736,293.4				
Property Taxes		412,578.0				
Savings as a Pct. of Total Revenue		6.0				
Property Taxes		10.7				

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987.

Table 36

Estimated Savings for Selected Operations Expenditures
Arising from Countywide School District Consolidation for
Suffolk County as of 1987-1988 (\$000)

<u>Area</u>	<u>Expenditure Type</u>					<u>Total</u>
	<u>General Support</u>	<u>Admini- stration/ Media</u>	<u>Teaching</u>	<u>Pupil Personnel Services</u>	<u>Pupil Activity</u>	
Districts 5,000						
Enrollment and Over	-	-	-	-	-	
North Fork	216.9	57.5	1,750.2	56.0	68.9	1,922.5
South Fork	881.7	692.4	6,684.5	277.6	151.9	8,688.1
Remaining Districts	3,014.6	5,157.5	32,413.1	2,919.5	789.5	44,294.2
Total Savings	4,113.2	5,792.4	40,847.8	2,940.1	1,010.3	54,703.8
North Fork, South Fork and Remaining Districts		831,227.8				
Total Revenue						
Property Taxes		482,374.0				
Savings as a Percentage of						
Total Revenue		6.6				
Property Taxes		11.3				

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987

As calculated here, excepting the North Fork, the standards existing in those districts with more than 5,000 enrollment were applied to the other districts in Suffolk County. The 16 districts with over 5,000 enrollment and having 132,000 of the County's 221,000 students, do not benefit as no further consolidation benefit is calculated for them. However, the districts with the other 85,000 students covering many other areas of the County do gain.

Percentagewise, the major beneficiary would be the East End's south shore districts which could receive a benefit equivalent to more than one-sixth of their school property taxes. Thus, a property owner paying \$1,800 a year in such taxes would get a reduction of over \$300, and this would apply each year. In the west end school districts under 5,000 enrollment, the property tax gain of nearly 10% would mean that a home owner paying \$3,000 in school taxes would save about \$320 a year. People may argue about the relative merits of saving \$320 a year, year after year, as compared to the problems involved with merger, but two things should be noted. At the least this estimate provides some fiscal basis from which the voters and taxpayers can think about the value of merger to them. Second, the estimates provided above are conservative, and it is possible that more money can be saved and tax burdens lowered accordingly.

F. A Conservative Estimate

In major respects this estimate of a \$55,000,000 saving to taxpayers as a result of consolidation must be regarded as very conservative. There are three reasons for this. First, there are whole

sets of expenditures which were not included in these estimates. Expenditures for building and grounds operation and maintenance, transportation, community services, all capital expenditures were not included. It can be argued that transportation expenditures would not be reduced--perhaps increased--but the State pays 90% of these costs, and with possible consolidation of bus loads, these costs may not increase at all. Thus, if transportation costs do not change, this leaves the other elements which can amount to over 10% of the total. It would not be surprising if five to six million dollars could be added to the totals estimated above, on this score alone. An examination of four districts among the "Remaining" group confirms these possibilities. (see Tables 37-38)

A second major reason for the conservatism of the estimate is that these costs are based on 1987 expenditures. In the two years since, school budgets and expenditures have gone up 10-15% or more in many districts. The property tax warrants for school districts in Suffolk have risen from \$960,000,000+ in 1986-1987 to \$1,147,407,000 in 1988-1989, a 19.4% increase.(see Table 1) If expenditures had roughly kept pace with this increase, a \$60,000,000 saving from consolidation as of 1987 could be well over \$70,000,000 today.

A third major reason for the conservatism of these estimates lies in the declining school population of the County, mostly in the western areas. In 1987 there were 227,000 public school pupils. The State Education Department's Basic Educational Data for March 1989 showed 221,000. A breakdown of the enrollment data by the four size groups of enrollment, by district, shows a very small increase for the districts under 1,200 enrollment and decreases for all the other levels. Among

Table 37

School District Operations Expenditures by
Function Four "Remaining Districts"
Suffolk County 1987 (\$000)

	<u>Kings Park</u>	<u>Copiague</u>	<u>Rocky Point</u>	<u>Eastport</u>
Operations Expenditures				
General Support	1,668.7	1,884.5	834.6	330.8
Operation and Maintenance of Facility	3,081.5	2,460.2	1,357.5	303.7
Administration/Media	2,160.9	1,706.7	1,134.1	340.5
Teaching	17,153.8	17,260.3	10,589.2	2,244.3
School Lunch-Store	396.0	856.1	390.9	--
Pupil Personnel	1,232.9	1,261.4	524.4	127.3
Pupil Activity	347.6	248.4	316.1	128.3
Transportation	1,696.2	1,922.6	930.2	190.6
Community Services	--	650.5	177.1	39.9
Total	27,737.6	28,250.7	16,253.6	3,705.4
Percentage Distribution				
General Support	6.0	6.7	5.1	8.9
Operation and Maintenance of Facility	11.1	8.7	8.4	8.2
Administration/Media	7.8	6.0	7.0	9.2
Teaching	61.8	61.1	65.2	60.6
School Lunch-Store	1.4	3.0	2.4	--
Pupil Personnel	4.5	4.5	3.2	3.4
Pupil Activity	1.3	0.9	1.9	3.5
Transportation	6.1	6.8	5.7	5.1
Community Services	--	2.3	1.1	1.1
Total	100.0	100.0	100.0	100.0

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987.

Table 38

Capital Expenditures by
Function Four "Remaining Districts"
Suffolk County 1987 (\$000)

<u>Function</u>	<u>Kings Park</u>	<u>Copiague</u>	<u>Rocky Point</u>	<u>Eastport</u>
General Support	96.1	39.5	70.8	15.7
Operation and Maintenance of Facility	173.4	1,046.6	139.4	--
Administration/Media	33.1	22.3	20.2	5.6
Teaching	69.8	50.4	75.1	20.3
School Lunch-Store Funds	3.7	9.2	--	--
Pupil Personnel Services	2.9	9.4	5.5	8.8
Pupil Activity	4.3	4.3	4.1	.5
Transportation	80.1	--	--	14.3
Community Services	--	--	--	--
Total	463.4	1,181.7	315.1	65.2

Source: New York State Office of the State Comptroller, Special Report on Municipal Affairs, 1987.

the districts over 5,000, two are barely over that level as of March, 1989, and two others below 5,500 have shown decreases from the Fall, 1987. (See Tables 39-42) Potential addition of these districts to those under 5,000 enrollment would raise the total enrollment in the "Remaining" districts to near 100,000. Obviously, inclusion of added districts would add to the totals of taxpayers and monies to be saved by consolidation. Estimates of the amounts to be saved would require study of their situation when and as enrollment decreases occur. There are, in addition, savings that could be realized with closing of some buildings, sale of property, etc. However, the total point is that savings should and could run substantially higher than estimated.

There are three arguments that can be offered to rebut the idea of savings through consolidation, but each has major flaws. One argument would run that consolidation results in a larger district area to be served, and as some schools may be closed, transportation costs will increase. There are many flaws in this argument. First, as the State pays 90% of transportation costs, an increase -- if any -- would be minimal. Second, with economies of scale, more riders per bus may be obtained, and costs may not rise.

Third, there is serious doubt that any increase would occur in most cases. The great majority of elementary neighborhood schools would not be affected by consolidation and many middle and junior high schools would also be untouched. Even when junior and senior high schools are involved, there is good reason to believe that no serious impact on transportation costs would be experienced in the great majority of cases. The Commack School District had two high schools, each located near the north and south extremities of the district. The Commack South

Table 39

Comparison of Enrollments, Fall 1987 and March, 1989,
for School Districts Under 1,200 Enrollment in Fall, 1987
Suffolk County

<u>School District</u>	<u>1987 Enrollment</u>	<u>March 1989 Reported Enrollment</u>
Amagansett	50	69
Bridgehampton	174	162
Center Moriches	1,109	1,128
East Hampton	1,117	1,132
East Moriches	577	566
East Quogue	282	278
Eastport	558	538
Fire Island	43	39
Fishers Island	47	51
Greenport	582	573
Laurel	110	119
Montauk	213	217
New Suffolk	15	14
Oyster Ponds	108	87
Quogue	69	62
Remsenburg	94	99
Sag Harbor	545	565
Sagaponack	12	9
Shelter Island	267	269
South Manor	875	919
Southold	718	730
Springs	397	388
Tuckahoe	138	150
Wainscott	21	14
Total	8,121	8,178

Sources: New York State Education Department, Public School Enrollment and Staff, New York State, 1987.

New York State Education Department, Information Center on Education, Professional Staffing Ratios, March 1989.

Table 40

Comparison of Enrollments, Fall 1987 and March, 1989,
for School Districts 1,200 to 2,499 Enrollment in Fall, 1987
Suffolk County

<u>School District</u>	<u>1987 Enrollment</u>	<u>March 1989 Reported Enrollment</u>
Babylon	1,677	1,753
Bayport	2,258	2,158
Cold Spring Harbor	1,244	1,252
Elwood	2,161	2,070
Hampton Bays	1,273	1,194
Mattituck	1,282	1,253
Mount Sinai	1,644	1,650
Port Jefferson	1,841	1,783
Shoreham-Wading River	2,015	1,959
Southampton	1,333	1,325
Westhampton	1,371	1,377
Wyandanch	2,050	1,999
Total	20,149	19,773

Sources: New York State Education Department, Public School Enrollment and Staff, New York State, 1987.

New York State Education Department, Information Center on Education, Professional Staffing Ratios, March 1989.

Table 41

Comparison of Enrollments, Fall 1987 and March, 1989,
for School Districts 2,500 to 4,999 Enrollment in Fall, 1987
Suffolk County

<u>School District</u>	<u>1987 Enrollment</u>	<u>March 1989 Reported Enrollment</u>
Amityville	2,951	2,842
Bay Shore	4,621	4,528
Comsewogue	3,649	3,509
Copiague	3,981	3,872
Deer Park	3,642	3,452
East Islip	4,374	4,227
Harborfields	2,730	2,654
Hauppauge	3,950	3,725
Huntington	4,468	4,312
Islip	2,930	2,780
Kings Park	3,513	3,333
Miller Place	2,638	2,665
North Babylon	4,725	4,595
Riverhead	3,701	3,638
Rocky Point	2,671	2,636
Sayville	3,294	3,186
West Babylon	4,090	4,007
West Islip	4,978	4,807
Total	66,906	64,768

Sources: New York State Education Department, Public School Enrollment and Staff, New York State, 1987.

New York State Education Department, Information Center on Education, Professional Staffing Ratios, March 1989.

Table 42

Comparison of Enrollments, Fall 1987 and March, 1989,
for School Districts With Enrollment 5,000 and Over in Fall, 1987
Suffolk County

<u>School District</u>	<u>1987 Enrollment</u>	<u>March 1989 Reported Enrollment</u>
Brentwood	12,157	12,108
Central Islip	5,213	5,062
Commack	5,986	5,807
Connetquot	7,511	7,218
Half Hollow Hills	8,145	7,743
Lindenhurst	6,343	6,145
Longwood	8,586	8,624
Middle Country	10,858	10,401
Northport	5,644	5,472
Patchogue	8,849	8,665
Sachem	17,025	16,347
Smithtown	8,369	7,962
South Huntington	5,487	5,281
South Country	5,133	5,051
Three Village	7,561	7,184
William Floyd	9,493	9,282
Total	132,360	128,352

Sources: New York State Education Department, Public School Enrollment and Staff, New York State, 1987.

New York State Education Department, Information Center on Education, Professional Staffing Ratios, March 1989.

High School was closed because of declining enrollment, and there was no notable change in the transportation budget on this score.^{1,2}

As another example, the Kings Park School District High School and the Smithtown West High School are within a short distance of each other. If the two districts merged, it would be just as, if not more, convenient -- in terms of distance -- for many Kings Park students to attend Smithtown West or vice versa.² These examples demonstrate that an automatic assumption of increase in transportation costs is unwarranted.

Another argument runs that as merger results in the need for capital construction to enlarge and alter schools, and for investment in new equipment, capital costs will rise. There are three offsets to this argument. One, the State pays a large part of capital costs and will provide even more aid for merger. Two, the sale and elimination of unneeded buildings would compensate for any such rise in costs. Three, if necessary and appropriate, the State can be asked to provide more capital aid to offset such cost rises.

The third argument is most serious and has been noted in other studies. It is possible that lower overall State aid may result for merged districts, an outcome which was cited in the Mount Sinai-Port Jefferson study and in the Cornell University "Organizational

¹Comment by Mr. Ronald Bale, Treasurer, Commack School District. Mr. Bale also noted that one reason for this is that many senior high school students drive their car to school.

²This statement does not take into account problems of capacity and attendance areas.

Alternatives for Small Rural Schools."¹ Both studies noted that in some cases State merger incentives are inadequate to offset aid losses. For this reason it is recommended that the State Legislature take immediate steps to authorize a study on reformulating State incentive aids for school district consolidation so that mergers will be rewarded and the threat of losing State aid through such action will no longer be a barrier.

After reviewing these data, there is no doubt that consolidation would have substantial economic benefits for many taxpayers of Suffolk County. A saving of \$55,000,000, perhaps as much as \$70,000,000 a year for property owners in the affected districts is possible. For the individual owner of a home paying \$3,000 a year in school taxes, this translates into savings that can range from roughly \$320 to \$425 a year. These savings would not be one time benefits, but would recur year after year, and in five years or a decade could amount to thousands of dollars for each property owner. These are monies that can be used for the education of children on their way to college; for investment against the ravages of illness and need as families get older. They can be used to help pay for weddings and vacations, for the enjoyment of life. They can be used for investments in our economy to help build it further. They can be used in many ways, without harming or sacrificing or in any

¹ Although the Mount Sinai-Port Jefferson situation did show adversely for merger, this was a special situation involving location of a major power plant within Port Jefferson's district, resulting in a large property wealth disparity which worked to the disadvantage of merger for both districts in regard to receipt of State operating aid. Although there are other disparate wealth situations -- both in property and income -- this is not true for all districts or all possible mergers.

way diminishing the quality of education offered to Suffolk's children. And, as consolidation of districts can result in more variety of educational offerings, the children and the taxpayers of the County will, in reality, be getting more for less.

G. District Configurations and Problems

The material reviewed to this point indicates that organization of school districts on a basis of 5,000 or more enrollment would be more economic than the system now existing in Suffolk. There are a number of ways of organizing school districts to accomplish this objective. For example, the County could be organized as one school district and sub-districts could be delineated so that a minimum pool of 5,000 pupils would constitute the student body from which enrollments could be drawn to utilize available school capacity. The same general objective might be accomplished by using the three BOCES districts. Another organizational possibility is the one with the two or three East End districts, excepting Riverhead and Fishers Island, plus the existing 16 districts with over 5,000 enrollment, plus another dozen or so districts for all the remaining areas and enrollments, for an approximate total of 33.

One thing to note with the one County district or the three BOCES district schemes is that the areas within them, the elementary junior or middle, and senior high schools would have to be organized in terms of feeder patterns, lower schools sending pupils to specified mid-level schools and these sending to specified senior high schools. The effect would be that of organizing the County along the lines of a 30+ district organization suggested above. Further, because of the geographic isolation of Fishers Island and the North Fork, the travel time trans-

portation factors for pupils would dictate that their feeder areas be organized on a less than 5,000 student basis. As noted above, this might also apply to the East End's South Fork.

There is another major consideration, participation. In a one or three district system, while voting for the members of a board of education would exist, the relative centralization of authority, functions, and administration might dilute the influences of citizen pressure groups and reduce public participation in the workings of the education system. While some people may regard this as a benefit, there are many others who would object strongly. A system of 30 odd districts would provide opportunity for greater participation and involvement, thus overcoming these objections to consolidation.

If there were a one or three district reorganization proposal, the difficulties might be compounded because all school districts would be involved. With the 30+ district proposal, the largest school districts containing about 60% of the County's pupils would not be involved. Of course, this issue relates to equity problems as well. With one or three districts for the County there would be a great opportunity to redress the inequities arising from some districts possessing substantial property and income wealth, able to afford expensive education programs, while their neighbors cannot do so. Of course, this would mean taking on the issue of equity in school district financing along with that of reorganization.

The 30+ district alternative avoids this double confrontation for the most part. The largest districts would not be involved. There would still be issues of resource disparity in proposed combination, such as combining Wyandanch with districts around it. Moreover, the 30+ district proposal would face additional problems, aside from those

concerning financial equity, in terms of combining socially and educationally dissimilar districts. Some districts put much more resource into individualized or small group instruction; others into remedial and special education programs. Social-economic status has much to do with these differences and combining districts with unlike populations and/or unlike programs is likely to arouse controversy.

Another factor that must be considered is projection of future enrollments. With aging of population, enrollments in most districts in the four western towns has been dropping. Meanwhile, development in Brookhaven in this decade has led to an explosion in school population, although the slowdown in the economy may also slow this expansion. Thus, some western districts over the 5,000 enrollment level in 1987-1988 may be below it in a few years. Consequently, before plans for reorganization would be drawn on the basis of a long-term 5,000 enrollment level, a district-by-district projection is necessary.

On a more detailed level, the precise combinations of districts and the relations of school capacities, pupil locations and transportation also would require exploration and planning. The patterns in which districts might join together are relatively easy to set for the North Fork and the East End south shore. However, in the west end of the County, each district could face a number of options. Take Kings Park School District, for example. In 1987-1988, it had an enrollment of 3,500. On the west, it is bounded by Northport, enrollment 5,600; on the east, by Smithtown, enrollment 8,369; on the south, by Commack, enrollment 5,986. Commack had two high schools and closed one. Northport has one high school. Smithtown has two. If Kings Park had a choice of merging with one of these districts, which one should it be? If there were merger with Smithtown, how would high school attendance

areas be drawn? What would the transportation pattern and costs be? Would merger with Northport require enlarging the high school building of either district? Is this possible? Many more questions could be raised for each alternative. The point is, however, that while there is talk about monies to be saved overall, the distribution of pupils, facilities and resources requires development of standards by which the technical merits of each alternative could be judged. Thus, a general will to consolidate must be accompanied by the technical capacity to explore the trade offs that accompany each alternative.

VI. EFFECTUATION

Achievement of school district reorganization in recent years has not been easy. In 1983 for example, a State Department of Education memorandum to the Board of Regents stated that from 1980 to March 31, 1983, there were 58 districts that had entered into reorganization discussions with their neighbors.¹ In this period, one reorganization occurred through the annexation of Oriskany Falls to the Waterville Central School District. A half dozen other districts were considering referendums on reorganization. Among the reasons given for rejecting consolidation were those dealing with fear of larger district size and its effects on the social and educational development of students, loss of community identity, concern with possible cost increases. The State has tried to deal with aspects of these concerns by providing incentive aids and providing a reorganization procedure involving thorough study and opportunity for thorough discussion of issues before local recommendations and decisions are made.

This study has dealt with major educational and fiscal issues involved in consolidation, and uncovered some of the same concerns noted above in the memorandum to the Board of Regents. Below a short review of incentive aid provisions and reorganization procedure is given with notation of problem areas. A concluding section will contain recommendations for dealing with these problems. It is also suggested that Suffolk County be a test or pilot area for implementation of these recommendations if they are not initially adopted on a State-wide basis.

¹ Freeborn, Gerald L. Report on School District Reorganization to the Honorable Members of the Board of Regents New York State Education Department March 31, 1983

A. Incentive Aids¹

There are three major financial provisions used by the State to encourage districts to consolidate.

1. Incentive Building Aid

Under the Incentive Building Aid provision, any construction or alteration of properties arising from consolidation would receive an additional 30% of the Building Aid that the State would normally pay. Thus, if the State would normally pay 50% of the cost of a building's construction in a particular district, with consolidation it would pay 65%.

2. Save Harmless

The "save harmless" provision has major significance when the districts considering merger show significant property and income wealth disparities, but it is also subject to a significant limitation. Under "save harmless", the State aid that each district would have received separately, prior to merger, would not be reduced after merger. Even if the new aid ratios calculated for the new merged district indicated that the level of State aid should be reduced, the new district would continue to receive the combined amount of State aid that each had received prior to merger. Thus, there is a bottom line beyond which the State aid level would not fall. However, with merger, a situation may occur in which the calculations for the newly merged district indicate that

¹ The information in this section is almost all taken from New York State Office of the State Comptroller, State Aid to Local Government, 1985, p.20. The Save Harmless discussion is based on the Mount Sinai-Port Jefferson Study. This aspect of incentive aid is still in force.

its wealth is so great that it has become a "flat grant" district -- a district which can receive only the minimum amount of aid per student prescribed by the State, and no more. In this situation, while the "save harmless" provision will save the district from a reduction of its State aid to the flat grant level, the district will also be unable to secure any increase in State aid as long as its wealth is such that aid calculations for the new district show an amount lower than that given by the "save harmless" calculation. In effect, if the new district is wealthy enough, "save harmless" becomes a ceiling as well as a floor for normal operating aid. Then, as operating costs increase over the years, they are not partially compensated by State aid. Consequently, practically all of the year-to-year cost increases usually found in school district operations, become additional tax burdens. This is exactly the situation that occurred when the Port Jefferson-Mount Sinai merger was explored and the projections of cost and tax burden to 1993-1994 were made. The results showed that in this case, merger was fiscally unacceptable.

3. Incentive Operating Aid

Incentive Operating Aid is available for 14 years beginning with the first school year of operation as a reorganized district. For the first five years, this would provide 20% of the Formula Operating Aid calculated for the new district and for the next nine years, the percentage of such Formula Operating Aid would decrease 2% a year until the 20% was eliminated.

This initial 20% represents an added incentive payment to induce districts to reorganize. For those districts which would not fall into the "save harmless" position, this incentive operating aid can represent a substantial amount of money. However, for those newly merged

districts that would be "save harmless", 20% of a few hundred dollars for each student is not a substantial inducement for merger.

B. School District Reorganization Law and Procedure

State law allows either the State Commissioner of Education or a supervisory district superintendent to order the reorganization of districts. In practice, this is not done until three steps have been taken. First, there must be an adequate study to indicate that the proposal is desirable. Second, residents of the districts must be informed of the potential reorganization. Third, for union free and common districts, voters in each of the districts must support the proposal, and, by law, in central districts, a majority of voters in the combined district must do so.

State law distinguishes three types of school districts that are found in Suffolk County, common, union free and central. Common school districts do not have legal authority to operate a high school, but must insure a secondary education for resident children. Union free school districts were originally established to allow two or more common school districts to join together to provide a high school, but some of these union free districts still provide only elementary education and must send their resident children to other districts for secondary education. The third type, the central school district -- Kings Park is one for example -- can be viewed as a variation of the union free district, having authority to operate a high school.

¹ The material in this section is taken from the New York State Education Department, School District Reorganization: An Introduction, July, 1983

The State Commissioner of Education may authorize mergers of districts for reorganization. In practice, he will not do so until the steps noted above are taken.

To further these objectives, the State Education Department makes efficiency grants available to districts investigating reorganization so that studies can be made, and the voters informed

Most of the districts in Suffolk are union free. There are five common ones. Formally, a consolidation proposal for either or both types begins with petition to the State Commissioner of Education requesting that a vote be taken to approve a consolidation proposal. In practice, it is expected that the Commissioner will not have been approached without a study by the boards in which the public has been involved and informed. If so, and the Commissioner approves, he can order a vote to be taken in each district. If the voters of both districts approve, the district is established. If the voters of one or both districts do not approve, the district is not established. In this respect, the legal procedure for merger differs from that for central districts as only a majority of the combined vote for both districts is required for approval.

There are thirteen central school districts. With these, while the formal proposal begins with the State Education Commissioner, it is actually preceded by study, recommendations of the boards involved and support from the supervisory district superintendent. Then, if the Commissioner approves, a vote is taken and if approved by a majority of the voters in all the districts involved, the new district is established. For both central and the common and union free districts, new boards are elected by majority votes of the entire new district.

It should be noted that for central districts, the Commissioner has authority to establish a new district without following these procedures, but in practice as noted above, he does not do so without following the procedures stated. A supervisory district superintendent may also do the same, for any districts within his area, but any district so affected may request a judge to form a committee of three disinterested persons, who are not residents of the affected districts. If approved, this committee, within thirty days, must approve or disapprove the reorganization proposal. If voters do not approve of the committee's decision, they may, by majority vote, appeal to the State Commissioner of Education for reversal of the decision.

C. Conclusions and Recommendations

This study has emphasized the monetary gains to be achieved by consolidation of school districts in Suffolk County. It has also been sensitive to major qualities of the County's public education system that must be preserved and enhanced; to the rights of voters and parents in having an adequate voice, a vote and representation in the operations of their schools; and it has looked to the future and the economic well-being of the County and its citizens.

On the basis of the data analyzed, the results of the study are as follows:

1. For the school districts involved -- covering roughly 95,000 of the County's 227,000 students as of 1987, at least \$55,000,000, possibly \$70,000,000 or more, can be saved by consolidation. This would mean hundreds of dollars saved every year per average taxpayer in these districts.

2. This saving can be accomplished without in any way diminishing the quality of education for the children affected, and would, in fact, increase their opportunities for a better education.

3. These benefits can be obtained with an organization of 30-35 districts for the County that can meet the need for continuing and vital parental and citizen participation in school district affairs. In this regard, proposals for a one or three school district County should be discarded.

4. Generally, -- for Suffolk County at least -- to provide adequate educational opportunity and experiences for students and economies of scale that will reduce tax burdens, long term school district organization should be based on an enrollment level of 5,000 or more students.

5. Where considerations of burdensome transportation time for pupils intervene -- as in Suffolk's East End -- district organization can and should be based on a minimum long term level of 200 or more students per grade, roughly 2,500 per district. This level would still provide at least equal education quality for the lower grades and greater opportunities at the higher grades, while still providing significant tax relief in the East End.

6. There is a necessity to change State incentive aid formulas for reorganization so that they are more effective, do not threaten to wipe out economy of scale gains achieved by consolidation, and take account of rises in costs. There are a number of ways in which this might be done and exploration by the State Department of Education is needed, with recommendation for enactment to the State Legislature. One suggestion discussed by State Education personnel is that districts receiving a very low State aid ratio, say 15% of operating costs, would

receive incentive aid based on 40% of operating costs. Another suggestion to explore is that of basing incentive aid on operating costs and aid ratios of each district of each district before merger -- not after merger as the law now provides -- and then allow for cost inflation in calculating this aid over a period of years. With costs rising from general inflation, increases for medical insurance, asbestos removal, requirements of the Regents plan for improved education and the rise in various forms of special education for problem students, such allowance in incentive aid is vital if districts are to be encouraged and not penalized for merger. A program of this kind might have given very different fiscal results for the merger proposal in the Mount Sinai-Port Jefferson study. The State Education Department should be requested to do simulation runs and projections for various formulas and possible mergers among Suffolk County districts and on the basis of studying the results, propose legislative changes in the laws governing incentive aids.

7. Along with such change, it is proposed that the State Legislature provide a pool of money for a period of eighteen months to two years that will be used to encourage districts to consolidate. These funds could be used for Suffolk as a pilot area.

8. It is also important that the funding for reorganization studies in the Long Island area be increased. A \$20,000 sum for an efficiency study is simply not adequate in high cost, high density and complex suburban metropolitan areas. While school districts, their residents, sometimes local governments, can and do make contributions, more funds are needed for such studies.

9. To guard against loss of local identity, reorganization laws should be changed to require continued representation by district on the

new and, if necessary, enlarged, governing body of the merged districts. Under current law, if a small district merges with a large one, the votes of the larger district can determine all the representatives of the electorate on the school board. Thus, the legal representation of the smaller district in school policy setting is lost. This is a deterrent to consolidation and ways for ensuring such representation for all districts involved should be made to the State Legislature for changing reorganization law accordingly. This is especially important for the East End where a number of districts can be included in one consolidation.

10. Finally, if some or all of these recommendations are not initially adopted on a State-wide basis, it is proposed that Suffolk County be used as a pilot area to test whether they can encourage consolidation and provide the educational quality and tax savings its citizens want and deserve.

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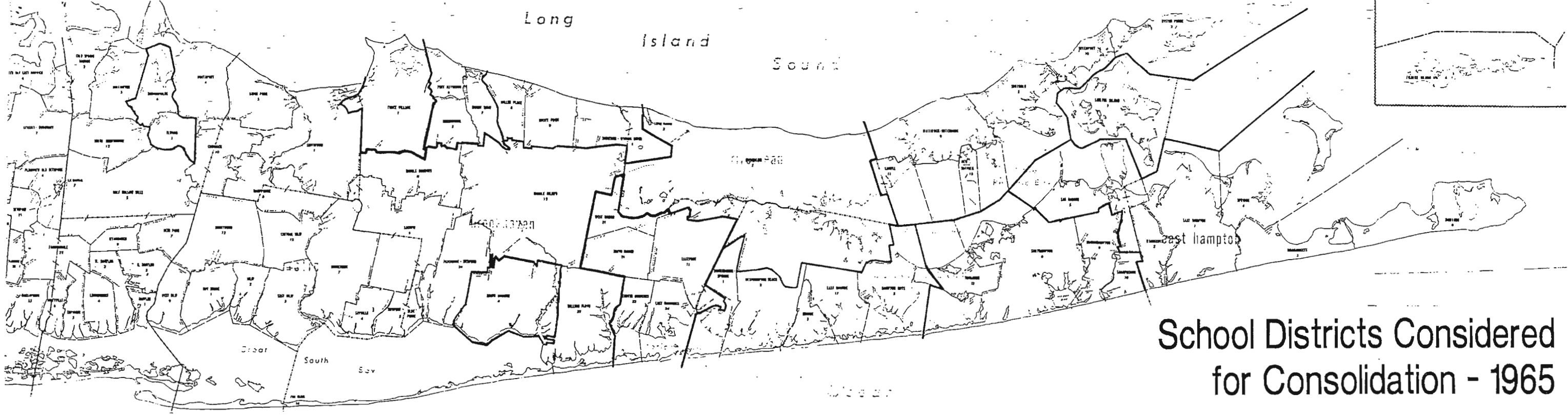
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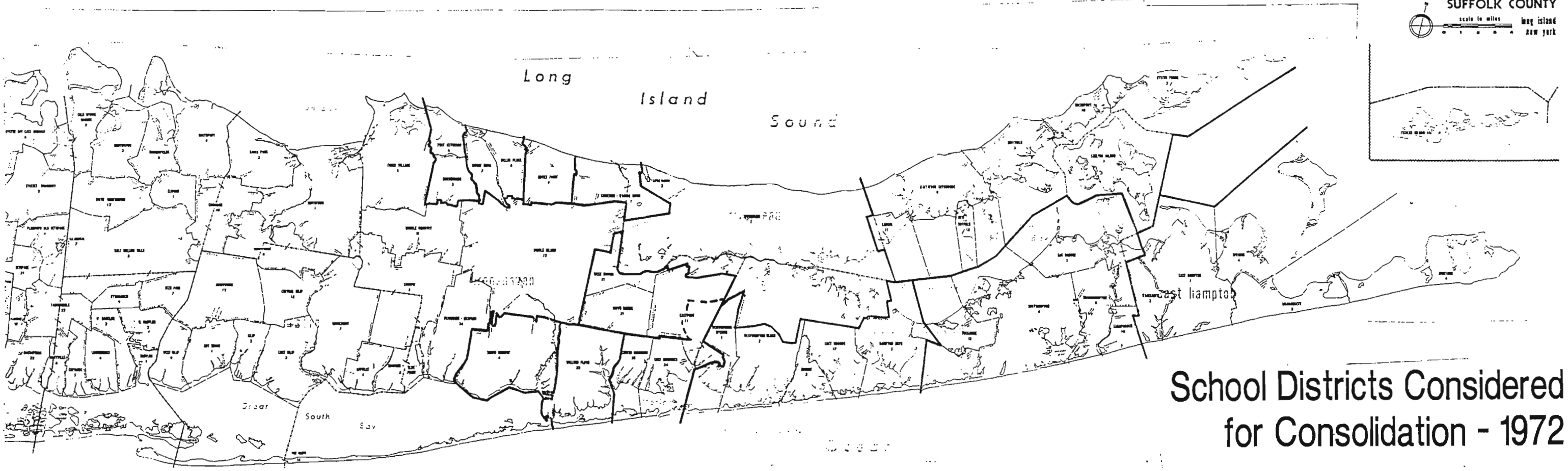
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**School Districts Considered
for Consolidation - 1965**

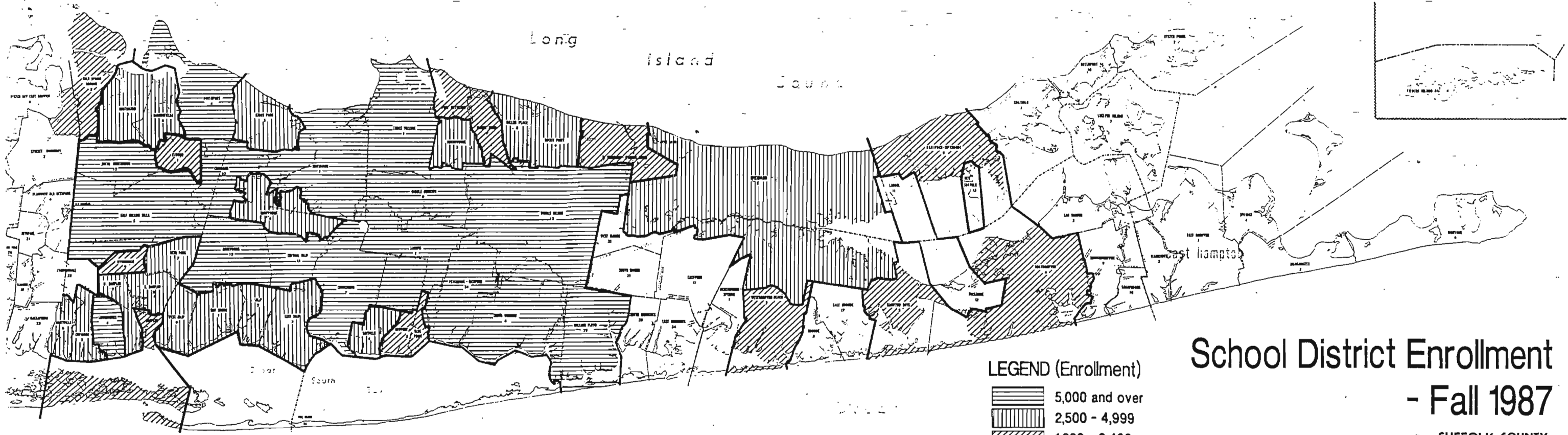
SUFFOLK COUNTY
scale in miles long island
new york



**School Districts Considered
for Consolidation - 1972**

SUFFOLK COUNTY
scale in miles long island
new york

**Advisory Committee for
School District Reorganization
in Suffolk County**

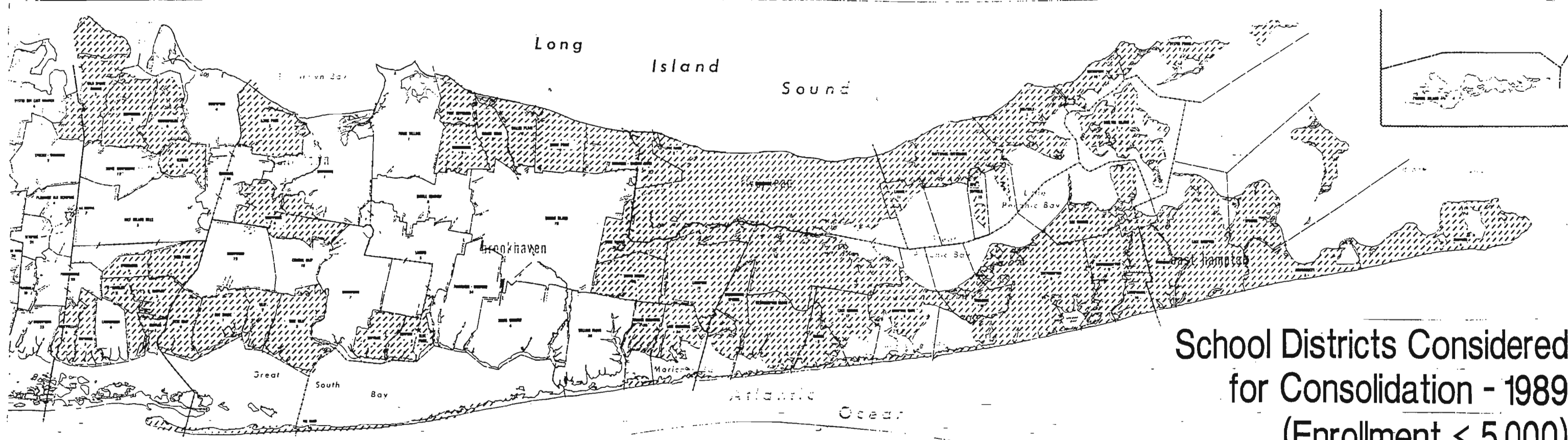


School District Enrollment - Fall 1987

LEGEND (Enrollment)

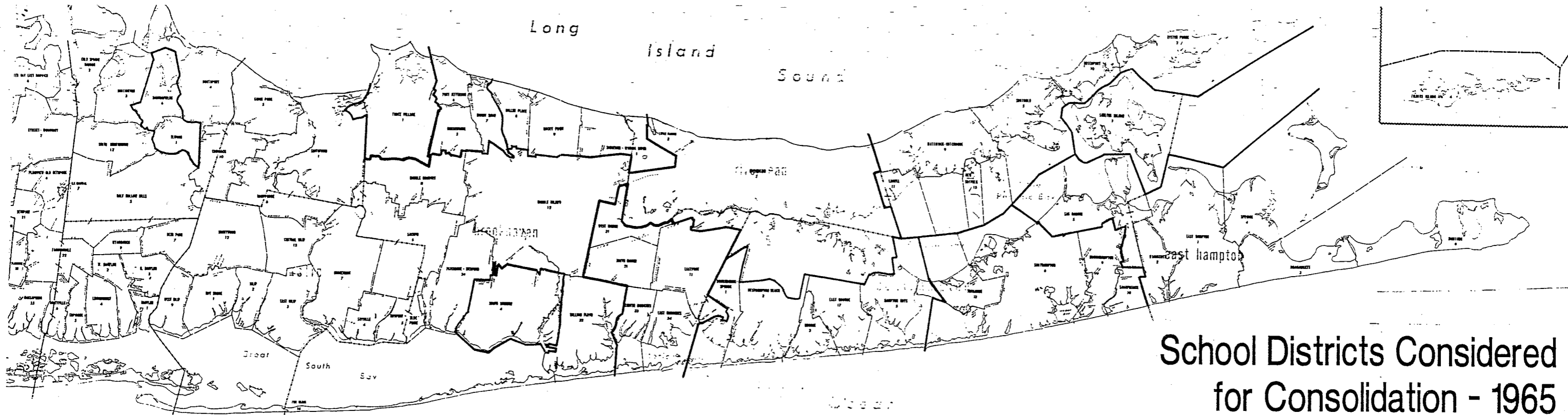
	5,000 and over
	2,500 - 4,999
	1,200 - 2,499
	less than 1,200

SUFFOLK COUNTY
scale in miles
Long Island
New York



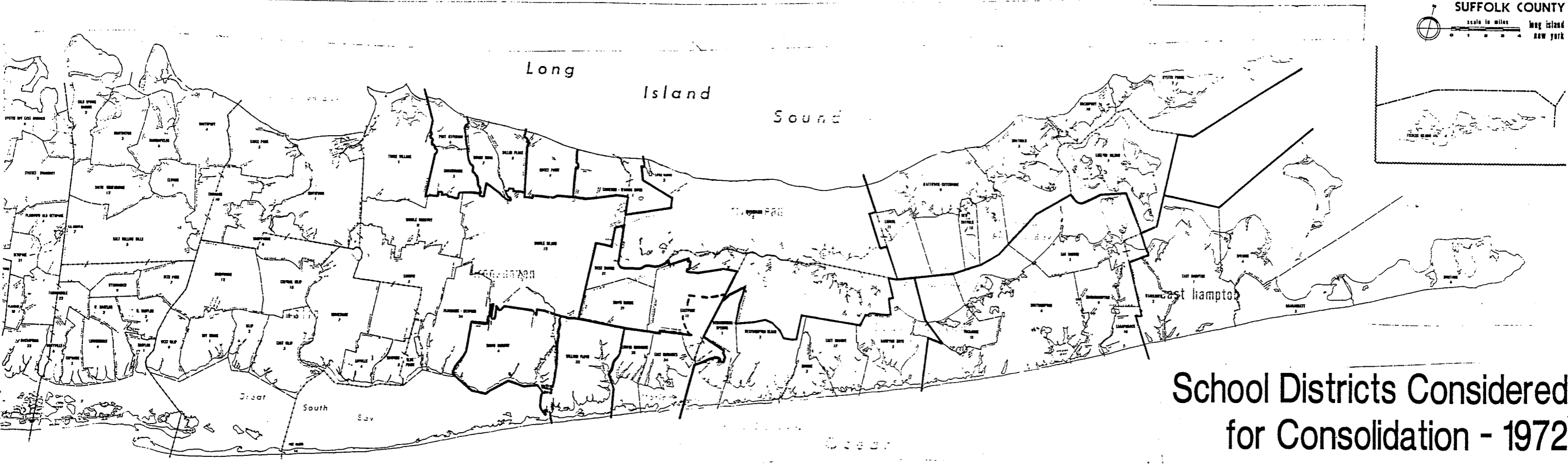
School Districts Considered for Consolidation - 1989 (Enrollment < 5,000)

SUFFOLK COUNTY
scale in miles
Long Island
New York



**School Districts Considered
for Consolidation - 1965**

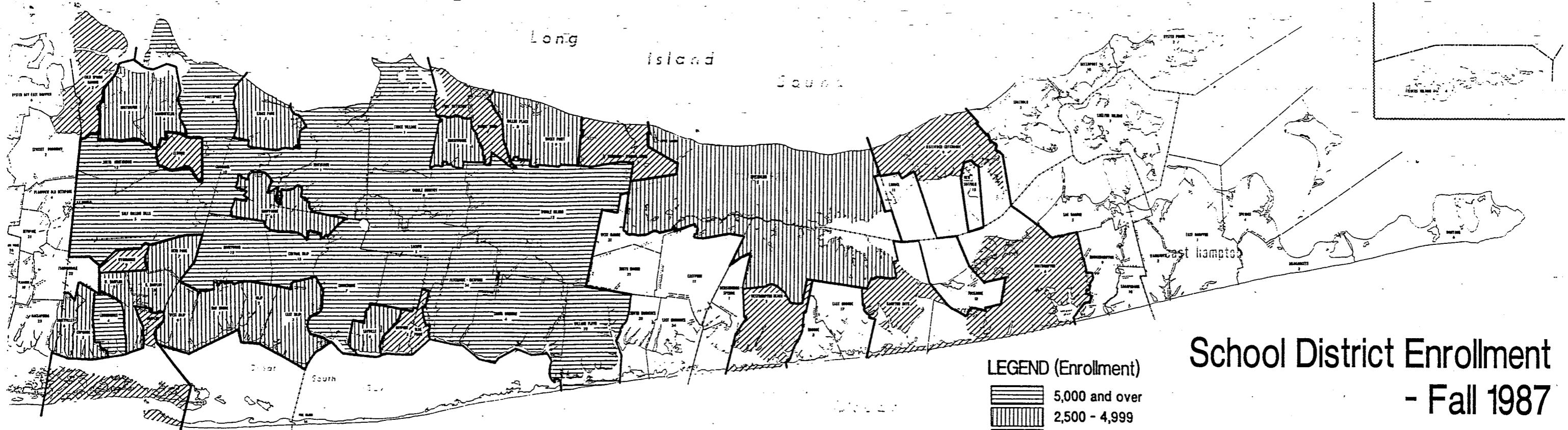
SUFFOLK COUNTY
scale in miles long island
new york



**School Districts Considered
for Consolidation - 1972**

SUFFOLK COUNTY
scale in miles long island
new york

**Advisory Committee for
School District Reorganization
in Suffolk County**

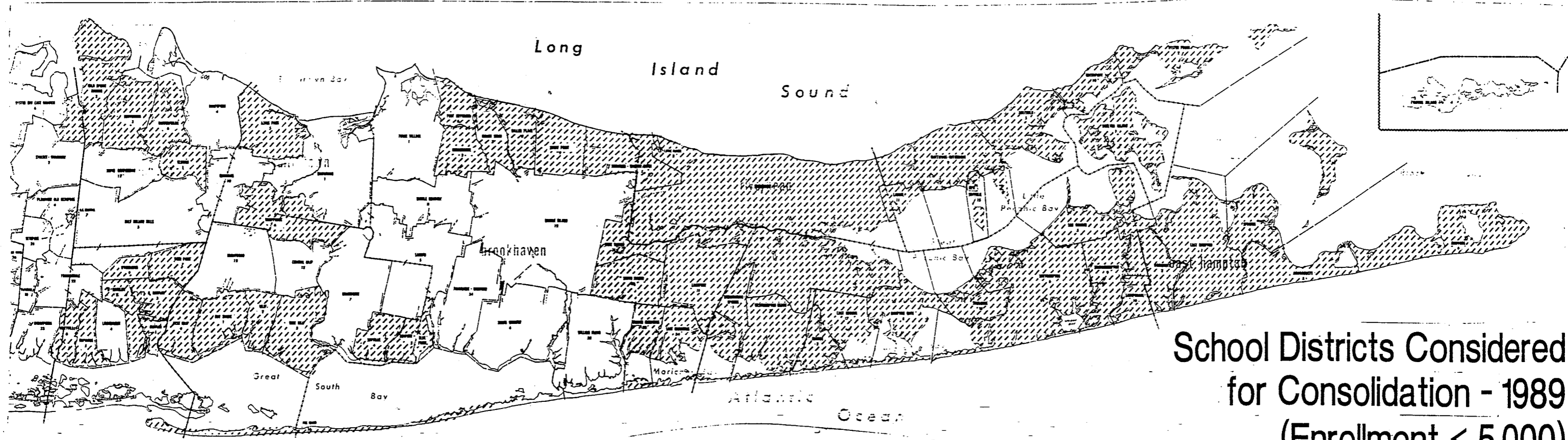


School District Enrollment - Fall 1987

LEGEND (Enrollment)

	5,000 and over
	2,500 - 4,999
	1,200 - 2,499
	less than 1,200

SUFFOLK COUNTY
 scale in miles long island new york



School Districts Considered for Consolidation - 1989 (Enrollment < 5,000)

SUFFOLK COUNTY
 scale in miles long island new york